

En route to Seoul :
The New Architecture
of International Cooperation

Interview to
Mr. Wolfgang Schuster,
Mayor of Stuttgart

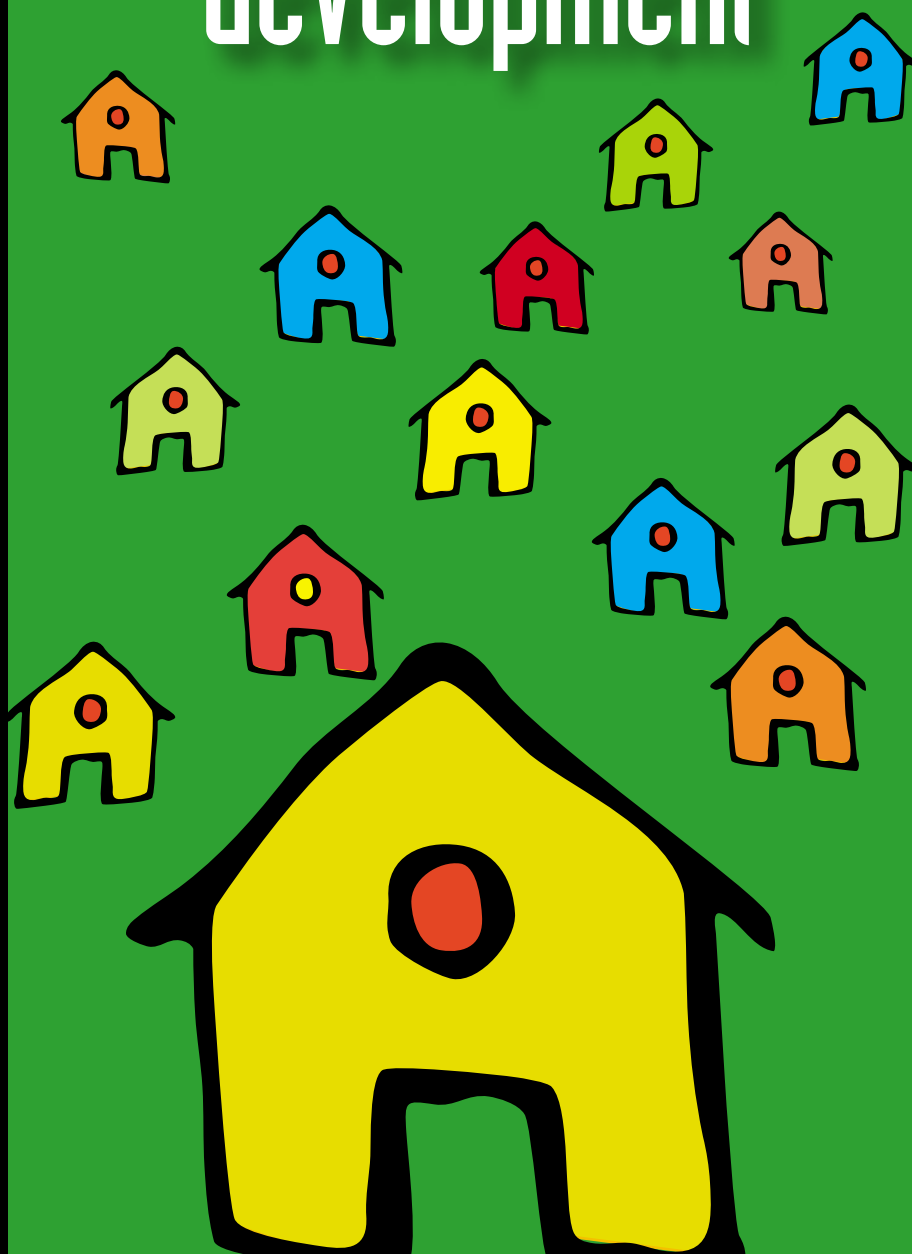
An Example of
Decentralised Cooperation
for Development:
Lyon and West Africa
Hubert Julien-Laferrière

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Local Governments: actors of development



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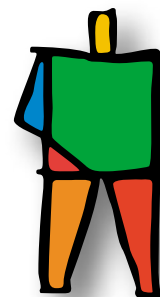
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*Agustí Fernández de Losada **

This number 7 of the review OBSERVA appears at an especially important moment for development cooperation in general and decentralised cooperation in particular.

Firstly, this is due to the international situation of far-reaching structural crisis that affects all the territories, although in very different ways. In this situation, it can be seen increasingly clearly that the winners and the losers will not be the same ones as always (at least not in all cases).

In this crisis, the global phenomena have impacts of all types – economic, social, political, environmental – which are even more evident at local level and which pose new challenges because of their dimension and intensity for all the territorial public administrations of the North and South.

The pressing reality of the crisis and its manifestation in the territories sharpens and accelerates the questioning of the traditional view of decentralised cooperation as a simple expression of solidarity with the peoples of less favoured territories.

Beyond all doubt, the value of solidarity continues to be an essential element at the base of cooperation, even though cooperation extends much further and does not restrict itself to its solidarity conception.

The practices of direct cooperation from and between local governments, when structured as a true public policy, make it possible to respond to the strategic needs of development and internationalisation of the territory to the benefit of its citizens.

In this respect, as a transverse tool applicable to the local public administration as a whole, it is fundamental that it should correspond to a defined development strategy and to a precise vision of the future, above all in times of crisis

that require special attention on defining and readjusting priorities.

Decentralised cooperation forms an essential part of the foreign projection of cities and regions and an indispensable instrument for the exchange of experiences and knowledge, for the satisfaction of reciprocal interests, for the identification of opportunities and for the procurement of resources. By allowing the articulation of transforming and sustainable development cooperation, this conception becomes even more necessary in a situation of crisis.

This will be the central theme of the next Observatorio Conference, which will take place in Brussels at the end of October 2010.

On the other hand, the performance of international cooperation, including public decentralised cooperation, and of all its actors, is increasingly inserted within the frame of the principles established in the Paris Agenda. These principles will be subject to an assessment and a redefinition at the next Forum on aid effectiveness which will be held in Seoul at the end of 2011.

Without forgetting it, it is no longer a question of seeking to evidence the complete absence of the local and regional governments in the preparation of the Paris Agenda. The traditional actors in cooperation – beginning with such bodies as the European Commission and the UNDP – have acquired a growing awareness of this Agenda's inapplicability without the active participation of the local and regional governments. A clear sign of this acknowledgement was the holding of the Assizes of Decentralised Cooperation in Brussels last December by the European Commission and the Committee of the Regions, and the participation of the Observatorio itself.

In this respect it is fundamental to highlight the local and regional experiences that apply

the principles established in the Paris Agenda and to really involve the local governments and their international networks in the discussion on aid effectiveness from the standpoint of decentralised cooperation. A certain consensus exists on the fact that decentralised cooperation, due to its proximity to the territory and its specificity, is naturally in line with the principles of this Agenda.

In keeping with this and for the purpose of contributing to these objectives, it would appear to be important to implement such instruments as "decentralised cooperation budgetary aid" and to promote the creation of "Local Associations for Development" along the lines of the Accra Agenda for Action.

Nevertheless, many steps still need to be taken to allow the local and regional governments to really participate in the process as active subjects. This participation cannot be limited to the indispensable efforts that must be made in terms of coordination or alignment. It also requires an active participation in the preparatory meetings of the Seoul Forum. There is no doubt that in Seoul there will indeed be representatives of the local and regional governments of the North and South, which will be an advance in itself with respect to Paris and Accra.

The Observatorio emphasizes the need to associate the local and regional governments – and their representative associations – with all the phases of the process, from formulation to performance and assessment.

The local governments are facing many varied and important challenges which have a direct influence on the quality, effectiveness and, necessarily, conceptions of decentralised cooperation. For this reason the Observatorio will intensify its efforts and tasks in the aim of responding to the questions that have been posed.

The Observatorio de Cooperación Descentralizada EU-AL is called to be a useful instrument in this discussion. From this unique observation space, we continue to work for the local and regional governments of the European Union and Latin America, seeking to bring about an active process of collaboration for the generation of strategies and proposals for the coming Aid Effectiveness Forum in Seoul.

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En route to Seoul (I). The New Architecture of International Cooperation.

Marc Rimez*

At its 4th annual Conference under the theme of *"Valparaíso + 5. Overview, Impact and Perspectives of Public Decentralised Cooperation"*, which took place in Mexico City between 30 September and 2 October 2009, the Observatorio sought to make a preliminary contribution to what it considers a central topic of the current discussion on international cooperation: the Paris Agenda. The papers presented and the result of the discussions were published in the Observatorio's Estudio no. 7, *"From Valparaíso to Mexico: A local perspective on the Paris Agenda"*.

In the discussions, special emphasis was placed on the analysis of the impact of local decentralised cooperation and on the forms of consultation and coordination required between public decentralised cooperation agents and the other cooperation agents, commending the specificity of development cooperation from and between the local sphere. As was mentioned in the previous article (see Observa no. 6), this approach is set within the context not only of the Paris Agenda but likewise and especially within the context of the programming phase and the redefinition of the Agenda and of its specific ways of application. This new phase should involve an active participation of the local governments in a new effort of consultation to achieve a greater efficiency and effectiveness of international cooperation.

The Paris Agenda is set within the frame of a far-reaching reform of the international cooperation system which has been under way for over a decade. On one hand, this reform process seeks to establish priorities and goals shared by the international community, and on the other, to improve the effectiveness of actions in a new

context characterised, among other things, by the multiplication of international actors and now by an international systemic crisis.

1. The priorities of international cooperation: the MDGs

Since the Millennium Summit in New York in 2000, the international community has set the main priority lines for international cooperation in the period 2010-2015, known as the Millennium Development Goals or MDGs.

For memory's sake, let us recall these 8 important Goals:

- **Goal 1:** Eradicate extreme poverty and hunger
- **Goal 2:** Achieve universal primary education
- **Goal 3:** Promote gender equality and empower women
- **Goal 4:** Reduce child mortality
- **Goal 5:** Improve maternal health
- **Goal 6:** Combat HIV/AIDS, malaria and other diseases
- **Goal 7:** Ensure environmental sustainability
- **Goal 8:** Develop a global partnership for development

These goals have 21 targets and are associated with a set of measurable indicators, allowing each goal to be monitored, country

by country, and in some cases even region by region within some countries.

Of course, these priorities may be subject to certain critics, but it should be recognised that, for the first time, they have allowed the main priorities common to all the cooperation actors to be set in a consensus way by the representatives of all the countries – industrialised, emerging and developing.

Periodic review mechanisms have also been envisaged and progress is regularly monitored and published, among other places, at the UNDP website (<http://www.undp.org/spanish/mdg/index.shtml>). In particular, New York will be the venue this September of the 2nd MDG Review Summit, which will examine the results achieved and the means and possibilities of approaching the targets for 2015. Likewise, it should launch the work on reviewing the MDGs for the next following period.

2. The financing of ODA: the Monterrey Consensus

In parallel to the definition of the main priority axes for Official Development Aid (ODA) and cooperation in general, the international community has launched a series of mechanisms to increase substantially the amounts devoted to these endeavours. At the Monterrey Summit (Mexico, 2002) on Financing for Development, which was also organised by the United Nations Organization, the participants adopted the so called "Monterrey Consensus".

The Consensus deals with all the possible sources of financing for development, such as:

- Mobilising domestic financial resources for development
- Mobilising international resources for development: foreign direct investment and other private capital flows
- International trade as an engine for development
- Increasing international financial and technical cooperation for development
- External debt and, in particular, debt reductions for certain categories of countries

Within this package, the increase of ODA is only one item and it is surely not the most important one in quantitative terms. Beyond the fact that, in this respect, the donor countries have generally not reached their goal of 0.7% of the

GDP for ODA, this list shows quite clearly that cooperation can only be a non-permanent aid for promoting development but it cannot replace internal savings or endogenous development.

Within this reform process, the international community has set goals and priorities, seeking at least to find the financing required to achieve them. The Consensus does not state anything, however, with respect to the specific methods and means of reaching these goals.

Needless to say, the goals set in terms of resources, and above all of new financial resources, have been achieved on rare occasions alone. The capacity of countries with weak institutions to absorb very large masses of financial resources and the capacity of the cooperation actors to manage such resources effectively in terms of development are also questionable.

3. Means, or how to improve aid effectiveness: the Paris Agenda

In a certain sense, this aspect will correspond to the Paris Declaration.¹ It is important to point out that the Paris Agenda is coordinated by the Development Assistance Committee (DAC) of the OECD, which is formed by the world's leading donor countries of public funds and not by the United Nations Organization.

To draw up an almost brief summary, we could say that as opposed to the situation created on the one hand by the existence of common priorities and of commitments of rapidly growing public aid flows, and on the other hand by the multiplication of actors, what was a concern of the cooperation professionals at the end of the 1990s (the "3Cs": complementarity, coordination, coherence) has ceased to be a technical matter and has become a political issue of outstanding importance. How can these growing aid flows be used efficiently to achieve the established goals?

In the Paris Declaration, five basic principles were established to improve aid effectiveness:

- Ownership
- Alignment
- Harmonisation, including coordination
- Managing for results
- Mutual accountability.

These principles are accompanied by a list of 12 measurable indicators of aid effectiveness.

¹ | The main documents linked to the Paris Agenda and in particular to the Paris Declaration and the Accra Agenda for Action are included in the Annexes of Estudio 7 published by the Observatorio.

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Every three years, a High Level Forum is held to evaluate the progress made in effectiveness and to assess the goals and the means to achieve them. At the 3rd Forum, which took place in Accra in 2008, the participants – donor countries, beneficiary countries (called partners) and representatives of the major NGOs – confirmed certain advances with respect to a greater effectiveness of aid, but above all, they observed large deficiencies in the methods used till now to improve this effectiveness.

Basically, the Agenda for Action of Accra insists on the need:

- To improve the mechanisms of ownership through a better identification of the partner countries' priorities and needs.
- To apply a more participative approach in all phases of cooperation, from identification to performance. This participative approach attributes a more important role to civil society and its organisations, and likewise acknowledges the role of the territorial governments.
- To improve the coordination between all the actors on the basis of the recognition of the specificity and aggregate value of each one.
- To promote the global associations for development.

In a word, in three years there was a change from a very technical working agenda to one that includes aspects much more closely tied to the development policies and the participation of the citizens of the partner countries. It is recognised, at least implicitly, that it will not be possible to advance very much along the path of aid effectiveness without taking into account all the actors and, above all, the leading actor: the beneficiary populations.

It should be recalled that, even though their role is acknowledged in the conclusions of the Forum and specifically in the Accra Agenda for Action, the local governments have been absent, except for a merely symbolic representation, from the Forum's works.

It may be mentioned that the European Union, which represents over 55% of the world ODA, and its institutions, particularly the European Commission, have been very active actors in this reform of international cooperation. Likewise, at the same time they have reformed their structures and their own ways of doing things

A few important dates:

- 2001 Creation of EUROPEAID, the European Cooperation Office with the rank of Directorate-General of the Commission.

- 2005 Communication on "The European Consensus on Development", revision of the basis of the Commission's development policies.

- 2008 Communication on "Local Authorities: Actors for Development", acknowledging the role of the local actors in development policies.

- 2009 Communication on "Policy Coherence for Development – Establishing the Policy Framework for a Whole of the Union Approach".

- 2009 1st Assizes of Decentralized Cooperation organised jointly by the Commission and the Committee of the Regions.

- 2010-2011 Structured Dialogue for an efficient development partnership.

4. New tools

The use of new instruments by the big donors became generalised during this same decade, in parallel to the setting of priorities, the search for growing and more stable financing and the attempts to introduce a greater effectiveness into assistance management. These new instruments principally entail programmes of sectorial support and budgetary support which make it possible, among other things, to mobilise greater resources and to move away from the project logic to work directly in support of specific policies. These programmes are better suited to coordination among certain donors and they have come to represent a substantial proportion of the new commitments of such institutions as the European Commission.

Another instrument that is very commonly applied at this time but is more debatable is the reduction or cancellation of the external debt of developing countries, which makes it possible in certain years to register impressive figures of increased aid. These figures do not entail contributions of new resources for the countries that benefit from them, although they do represent a real budgetary relief. In this way, a large part of the growth of ODA in the middle of the decade stemmed from the cancellation of the debts of countries such as Iraq or Afghanistan, debts which were in any case irrecoverable.

5. Conclusion

Today, in 2010, we are in the presence of a new reality, a new structure, a new architecture of international cooperation. This reality is still under construction, however.

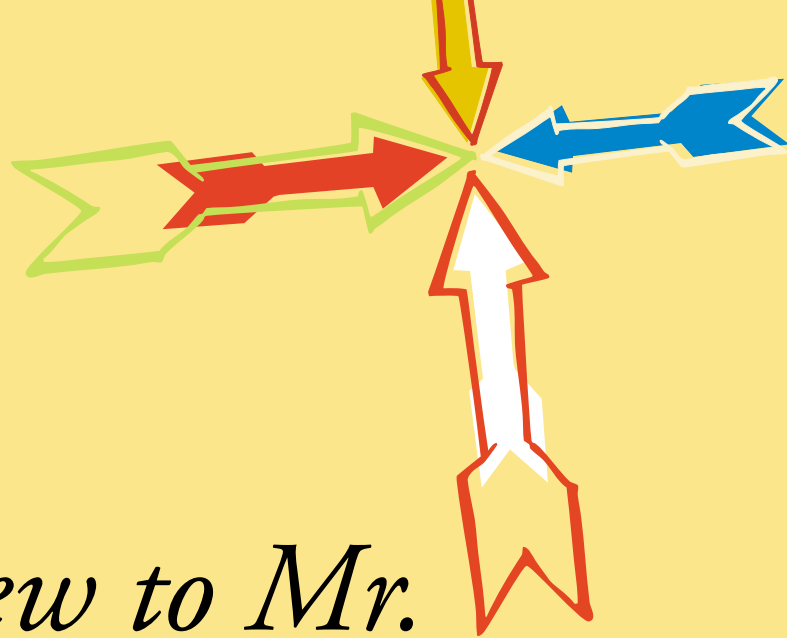
It should be admitted that, beyond their participation in diverse specialised forums – a participation which is at times merely symbolic and perhaps not always marked by the desirable level of expertise – the local governments tend to be the figures which are most notably absent from this construction. Their status as development agents and the worth, pertinence and added value of their decentralised cooperation – public or mixed depending on the countries involved – have been widely acknowledged by the "traditional" actors and particularly by the European Commission and diverse governments of the Member States.

At the Observatorio, we consider that there is an imperious need for a greater

participation of the local governments in this construction and in these discussions. It should be a greater participation not only in the sense of laying claim to a greater presence – which is sometimes achieved but is not put to advantage –, but likewise a participation through constructive proposals on both the selfsame role of the local governments in international cooperation and the overall structure of international cooperation.

How should the 4th High Level Forum on Aid Effectiveness set for Seoul at the end of 2011 be prepared in this context? This will be the subject of our next article.

[3



Interview to Mr. Wolfgang Schuster, Mayor of Stuttgart

1 | As Mayor of the city of Stuttgart could you give us an overview of the position of the German municipalities with regards to international co-operation? And what role and importance is given to decentralised co-operation in the general context of public local co-operation in your country? And especially in Latin America?

2 | Stuttgart has a wide experience on international relations and especially on Decentralised Cooperation. Could you please inform us when the Department of International Cooperation was born and what motivated its creation?

In an ever changing world where people are growing closer together every

day, cooperation between all political levels (vertical cooperation) and between political and non-political actors (horizontal cooperation) is a crucial way to promote the welfare of cities. Governing in partnership is the way to find answer to the future challenges cities face in all policy areas such as: economic and social policies, energy supply, climate change, migration, integration, citizenship and governance, security and demography.

Stuttgart has been aware of the need for international cooperation to manage the current and future challenges cities face. Therefore, as I became Lord Mayor in 1997 the department of European and international affairs was founded. Since then Stuttgart has continuously been working on the integration of European and international politics into the every

day life of a local authority. On top of that, Stuttgart was always involved in cooperation on decision making on the European and international level and therefore has close links to political institutions on the European level such as, the Committee of the Regions.

In Germany, the municipalities are free to choose with whom and in what policy area they would like to cooperate. On the national level, the Federal Government of Germany has established the "Service Agency Communities in One World" which acts under the umbrella of the organization InWent. The program provides information and advisory services as well as capacity building for municipal decision-makers from the administrative and political sectors and non-governmental organizations in their development political commitments. The agency also helps to link these different actors between each other.

As other cities in Germany, Stuttgart has several town twinning's (ten in total). Stuttgart always ensured to have cooperation both with European and Non-European cities and has established close links, for example, to the cities of St. Helens (town twinning since 1948) Mumbai (town twinning since 1968), Kairo (town twinning since 1979), and Lodz (town twinning since 1988).

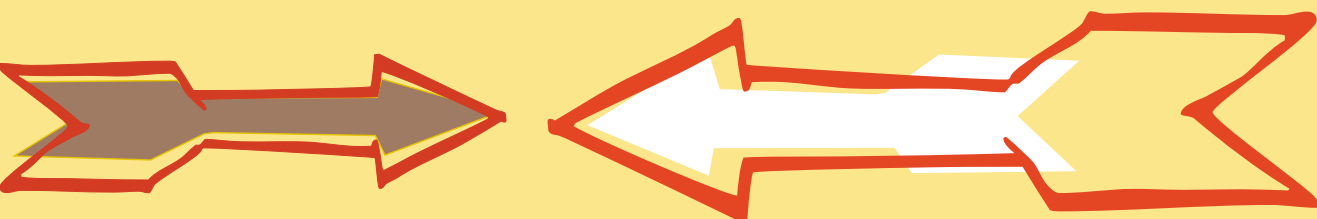
Beside the town twinning Stuttgart also cooperates with other cities (for instance in Latin America) in specific policy areas. With Porto Alegre and Belo Horizonte as venues for some of the football matches for the FIFA World Cup 2014 in Brazil, for instance, Stuttgart shares the knowledge and experience the city gained during the World Cup 2006 in Germany where Stuttgart was one of the venues for some of football matches. With Bogotá, Stuttgart cooperates in the area of revitalisation of fallow land. There



many more projects in which Stuttgart is cooperating with Latin American municipalities in various policy areas, especially urban mobility issues.

3 | Stuttgart is leading the Cities for Mobility network. How did this initiative come about and what motivated its creation? Cities for Mobility is a key example of a Project on Decentralised Cooperation which leads to a program. Could you please explain us how has been the process?

Our starting point was the idea to participate in the URB-AL programme of the European Commission. Our application for the role as coordinator of the URB-AL network "Control of urban mobility" was approved in 1999 and in the following years we built up a network of 260 cities in Europe and Latin-America. In the framework of three annual meetings and seven joint projects, there have been established strong links between many members of the network, especially in the fields of cycling and public transport. I was convinced that this was a true treasure and so I searched for a way to transfer the existing network into a new structure. The aim was to create a forum for all cities in the world, a



platform to exchange knowledge and best practices about the challenge of providing sustainable urban mobility, that is to say environmentally-friendly, socially inclusive and economy promoting. Today, we are proud of the fact that Cities for Mobility has 600 members in 80 countries. The network is financed by Premium Partners and supported by International Partners. It offers a website, a web-based discussion forum and an eMagazine with more than 2.000 subscribers. Several international initiatives and projects have emerged out of the network.

4 | In the Decentralised Cooperation arena, Stuttgart has specialised on Mobility. Apart from the Cities for Mobility network, Stuttgart is also leading the United Cities and Local Governments Commission on Urban Mobility. Could you please explain us about it? And which is the contribution that Decentralised Cooperation can bring to Urban Mobility issues?

With the founding of UCLG, local governments all over the world have launched a strong institution which serves as their voice towards global challenges and institutions. As UCLG vice-president for Europe, I offered to chair the Urban Mobility Committee, because it makes sense to use our existing platform for decentralized cooperation, the Cites for Mobility network, as backbone for the activities of the committee. Decentralized cooperation is a crucial issue in urban mobility. Transport is a basic element of social and economic development in both industrialised and developing countries. In many countries, the poor often have neither access to transport nor the possibility to escape from its adverse effects. On the

other side, the dynamic economic and urban growth leads to dramatically rising volumes of people and goods to be transported. As a consequence we face environmental pollution. We do not act in a sustainable way, unless we are willing to change the technical conditions and also our behaviour. Political and institutional reforms need to be implemented to support these efforts. The huge benefit of the work with UCLG is the unique possibility to embed the exchange of knowledge and good practices on urban mobility issues in the overall exchange between the UCLG Committees and Working Groups; this multi-level exchange in a "network of networks" leads certainly to better decisions on a local level. For example the UCLG Policy paper on social inclusion indicates urban mobility as one of the basic elements of local social policies, because the Urban Mobility Committee participated in the process of creation of this document.

5 | As Mayor of Stuttgart, you are also chairing the World Affairs Commission of the Council of European Municipalities and Regions (CEMR). Which are the activities and main goals of this commission? This commission has also been leading the contribution of local governments to the European Platform of Regional and Local Authorities for Development. Can you please explain how this platform was born and which has been the role of the City of Stuttgart in it?

The CEMR World Affairs Committee, which I am pleased to chair, aims to coordinate the European contribution to the UCLG discussions, and in particular to share experience in inter-



**cities for
mobility**

For more information about the global network Cities for Mobility and the terms of participation please visit www.cities-for-mobility.org

The 4th World Congress of Cities for Mobility will take place on July 4-6, 2010 in the city of Stuttgart

national cooperation between its European members. The Committee normally meets twice a year prior to UCLG statutory meetings.

It is indeed at the initiative of this Committee that in 2007 CEMR brought together a wide range of associations of local and regional authorities – national, European and worldwide associations – to create a European Platform of Local and Regional Authorities for Development.

This Platform, baptised PLATFORMA, was formally launched during the European Development Days held in Strasbourg in 2008. It is cofinanced by the European Commission for 2009-2010.

PLATFORMA aims to coordinate the voice of local/regional authorities toward the European Institutions, in particular for the formulation and implementation of European development policies.

The city of Stuttgart was involved in PLATFORMA activities through the CEMR World Affairs Committee, and contributed for instance to the European seminar, which PLATFORMA held last March in Bucharest on "Development coopera-

tion in the post-2004 EU member States: The role of local and regional authorities". Stuttgart will join PLATFORMA as a direct member for the next period of activities starting in 2011.

6 | What is your opinion regarding the practice of decentralised co-operation as against the classic model of international co-operation based on aid?

Decentralised cooperation is based on partnerships between locally elected officials, who are therefore accountable to both their citizens and other levels of governments. Broader than international cooperation most often based on aid, decentralised cooperation is built on peer-to-peer exchanges and relates to local public policies, such as water, sanitation, transport and primary education among other.

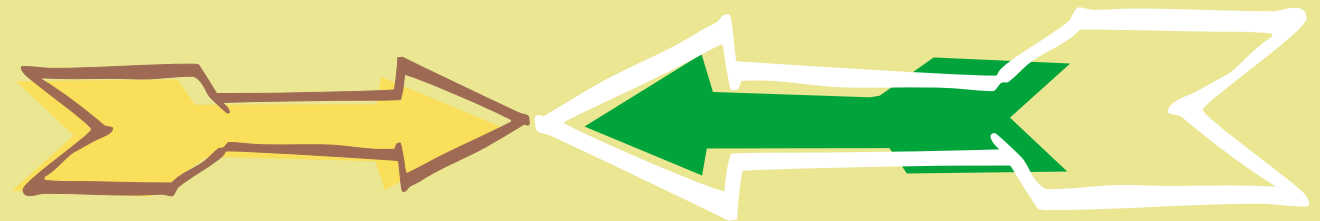
As the government level is the closest to the citizens, local authorities in the North are key actors to raise citizens' awareness on the world development challenges, and in Southern countries to deliver basic services to their population.

[4] Local Actors Protagonists at the Spanish Cooperation Training Centres

Jesús Maestro i García*



* | Director Spanish Cooperation Training Centre in Montevideo (AECID)



Spanish Cooperation is characterised by a very large number of actors. Indeed, this is one of the distinctive features of the political-institutional architecture of the Spanish State. Consequently, the General Administration of the State is not the only protagonist of the actions in the field of international cooperation. What is important, however, is the coordination among all: the actors of the central, autonomous regional and local administrations. This is not always easy in any of its aspects.

The various instruments of AECID (Spanish Agency for International Development Cooperation) include its Training Centres. At present there are four Spanish Cooperation Training Centres, all of which are located in Latin America. The headquarters are found in Antigua Guatemala and Cartagena de Indias (Colombia), Santa Cruz de la Sierra (Bolivia) and the latest one in Montevideo, which has been running since May 2009 and was officially inaugurated on 1 March 2010. In the near future it is envisaged to open two more Centres, one in Bamako (Mali) and another in Tangier (Morocco), which will naturally be of distinct character for the different realities involved.

The training that is provided at these four Centres is set within the frame of one of the Spanish Agency's programmes, called PIFTE (Ibero-American Specialised Technical Training Programme), which is addressed to senior officials of the various Public Administrations of different Latin American countries, in addition to Spain and Portugal. This is a unique instrument that brings decision-makers and performers into contact, as well as the managers involved in the real formulation of public policies, with the aim to share experiences in diverse fields.

The various training programmes that have been held up to the end of 2009 in Spain and in the various Centres in Latin America have allowed the formation and consolidation of working networks and the exchange of experiences and good practices.

Consequently, the aim of the Programme is, firstly, to fight against poverty, to exchange good practices, to create networks and, in short, to offer more and better services to citizens for the purpose of increasing the efficiency and consolidation of democratic systems.

The institutions to which the different training programmes have traditionally been addressed, because of their subject matter; have been the central institutions of the various States.

Nevertheless, in the processes of democratic consolidation and the struggle for fairer societies, not only the role of the central administrations but also that of the local governments is fundamental. There has been a great deal of discussion in Europe about the principle of subsidiarity, which is nothing other than the process of approaching decisions as close as possible to the citizens. This is the aspect in which the local institutions unfold their activity.

So called decentralised cooperation (that is to say, the cooperation, good or bad, carried out by the non-central institutions of the various States) now represents an important part of the total allotment made by the central administration of Spain to the field of cooperation. For this reason, and likewise as part of the State, the non-central institutions are now present in the training programmes carried out at the Spanish Cooperation Training Centres.

In fact, representatives of many local governments have been participating in diverse training programmes over the course of recent decades. At the Montevideo Centre in particular, persons representing the Uruguayan intendencias have taken part in diverse events, especially including those which have dealt with the Mercosur area.

It was in March of this year, however, that the Mercociudades network, in collaboration with the Observatorio de la Cooperación Descentralizada and Diputació



de Barcelona –in addition to the Spanish Agency itself– carried out for the first time in Training Center in Montevideo a training programme organised exclusively by and for the sub-national local administrations. This is an important fact because it means that the provinces, autonomous regions, federated states, etc., have now been protagonists at the Centres.

The actors in non-central cooperation, especially in the local areas, have a great deal to say about working to strengthen the democratic systems and offering more and better services to citizens.

In this respect, the instrument for Spanish cooperation which is formed by the Training Centres cannot be oblivious –as indeed it is not– to the political and institutional reality of the various countries of Europe and Latin America.

It is very important to work for fair tax reforms, for the further rule of law development, for the consolidation of peace processes, for the struggle against organised crime, etc. Indeed, we are working for all this at the Training Centres as well. It is our obligation and these are the priorities of the Master Plan of Spanish Cooperation, which has also been consensuated with the autonomous regional and local administrations.

We are likewise aware that the scenes of application of the diverse public policies are the municipalities, and the local authorities are those which are first expected to provide a better quality of life, to struggle most directly against injustice, and to assure a greater democratic participation in the decision-making process.

This is why it is essential that the local public authorities and governments should possess spaces for the exchange of good practices, for the consolidation of working networks (which are usually pre-existent), and for the discussion of the progress in the

struggle to create participative democratic municipalities.

At the same time, the experience of organising training activities with actors who represent other public administrations in the non-central administration area of Spain, enriches and strengthens the Agency's programme. In this respect, the local administrations have an important field of action although some of them, despite sometimes isolated efforts and the existence of local cooperation promotion programmes (such as Municipia, in the area of AECID), do not see the Centres as an instrument which they can use as well.

This is not only a question of what are at times called 'incomparable settings'. We are not and cannot be merely more or less pleasant physical spaces where a few days of training or of exchange of experiences are offered and nothing else. No. Actions of the local administrations in the fields of international cooperation also form part of the actions of the State because the local administrations form part of the State.

The Training Programme for Latin America encompasses the exchange of experiences, strategic urban planning, and local actions in the field of respect for cultural diversity, etc.

In the course of 2010, this will not be the last experience of collaboration with local entities in Montevideo. The Diputació de Barcelona and the Observatorio now play a very important role in the definition of the training activities that will take place in Uruguay this year. Moreover, just like these entities, other local authorities are called to consider this instrument as their own.

Decentralisation has had, and now has, different motors and motivations in Spain and in Latin America. Even so, however, diverse governance observatories have been showing a determined commitment to decentralisation for several decades.



In this process a leading role is being played by the local authorities which, although they do not have the same logic as the actors of the central or regional administrations, are nevertheless key actors in the transformations that are being carried out to achieve a better development. As was already pointed out several years ago in publications of the IDB and the European Union ⁽¹⁾, it is important that decentralisation should not share the defects of central institutionality, but rather that it should empower citizens through the crea-

tion of networks and local elites and make citizens participants in transformations and in a political process that will generate, in short, a greater political stability in the region.

Consequently, the local actors are called to play a role and to hold a place in the Training Centres, just as they already do in the other political and administrative areas. It is simply a question of bestowing the consideration of normality on what is already normal in itself.

¹ | Carlo Binetti, Fernando Carrillo (editors). *An Unequal Democracy? Seeing Latin America through European Eyes*. IDB, Washington, 2004.



The experience of Santa Fe province: *Towards the construction of a public policy of international cooperation and relations*

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SANTA FE: Five Regions, One Province

Since it took up its duties in 2007, the present government of Santa Fe Province has set itself the challenge of transforming the way of governing, shifting from “a policy accustomed to acting on demand (by reaction) to a policy that will allow the assurance of rights”¹.

To do this, it was understood that it was necessary to work simultaneously along two lines which are closely connected to each other. On the one hand, a new Provincial State should be built which is efficient, solidary, participative, transparent and close to the people. On the other hand, faced with the absence of a common project, a Strategic Plan should be built on the basis of a participative methodology, defining long-term orientations for public action.

Within this framework, regionalisation began in the Province in 2008, entailing a territorial reorganisation process (into five regions) aimed to establish a new way of governing that will allow accommodation of the particularities of an extremely diverse and large territory (with a total extension of 132,638 km²); to institute a new scale of proximity between the State and the citizens; to integrate territories which have been unconnected until now, and to balance the provincial capacities. Each of the regions takes shape as a space for strategic planning, community participation and concertation among actors, forming a necessary scene for the development of the provincial decentralisation process².

In parallel to all this, institutions of civil society and the citizens as a whole were called to begin a process of “thinking Santa Fe into the future”. As a result of this, at the end of 2008 the Provincial Strategic Plan was consensuated and approved. This Plan defines State policies along three strategic lines³ on the basis of a common vision of the Province as it should be 20 years from now. The strategic lines take the shape of provincial public policies based on the definition of programmes which are formed in turn by projects.

International action as public policy

Within the framework of the transformation process of the provincial State and of the way of governing, it was acknowledged that it was necessary to generate a new concept of the

Province’s international action. Indeed, instead of conceiving it as the automatic result of the sum of the Province’s foreign relations, it was to be transformed into a coherent, effective and lasting public policy.

To this end, it was indispensable firstly that the international activity should unfold within a strategic context, that is to say, there should be a preliminary reflection and consensus among the actors of the territory. In this respect, it formed part of the process of “thinking out Santa Fe collectively”, and it translated into one of the 12 programmes of the Provincial Strategic Plan: the “*Regional and International Projection*” programme.

In addition to strategic orientations and community appropriation, for their effective existence public policies require the activation of services with specific goals and their own resources and instruments. In Santa Fe Province, this management framework for international action was based on the creation in 2008 of the Under-Secretariat for International Cooperation and Relations, attached to the Ministry of Governance and Reform of the State. The Under-Secretariat was endowed with a set of functions aimed to allow the fulfilment of a mission (to support the transformation of the way of governing, shifting from “a policy accustomed to acting on demand to a policy that will allow the assurance of rights”) through three specific goals:

a) To contribute to the improvement of the provincial public management and of the quality of life of the people of Santa Fe through the unfolding of international cooperation initiatives that will support/supplement the policies, plans, programmes and projects defined in the Provincial Strategic Plan.

b) To project and position the Province competitively as a dynamic actor in the international sphere, that is to say, as a reference in the territory and a strategic partner (in political, economic, social and cultural affairs).

c) To promote and/or support the international action and cooperation of local collectives of the Province.

In order to carry out its function and achieve its goals, the Under-Secretariat has its own budget and two management instruments: the International Cooperation Agency of Santa Fe Province and the Provincial Directorate for International Relations.

1 | Santa Fe Provincial Strategic Plan, December 2008

2 | *Ibid.*

3 | Line 1: Integrated Territory; Line 2: Social Quality; Line 3: Development Economy.

International action, particularly in the field of cooperation, is understood in Santa Fe Province as a public policy of transverse character. This approach not only makes sense of the positioning of the Under-Secretariat within the Ministry of Governance and Reform of the State, but also obliges articulated action with the various ministerial bodies of the provincial administration.

Strategic orientations

Within the “Regional and International Projection” Programme, the “International Networks and Cooperation” project⁴ strategically orients the work of the Under-Secretariat for International Cooperation and Relations, establishing its main lines of action:

I | Participation in international events and spaces of interest to the Province, including both classic actions of sub-national diplomacy (support to institutional and productive missions that the Province carries out abroad; reception of diplomatic missions and visits of civil servants / experts / institutions of diverse levels of government from abroad; participation of civil servants in international events), and active involvement in international Forums and Networks (such as UCLG). Although efforts are focused on orienting these actions according to the priorities established in the Strategic Plan, it must be recognised that along this line of work there exists a margin of action that is necessarily determined by the situation at each point in time.

II | The development of provincial legal regulations on the Province's international activity.

As is the case with most of the intermediate governments of Latin America, Santa Fe Province does not have a specific law regulating its international activity, to a large extent because this is a recent and innovative field of public action of the sub-national entities. The establishment of a law in this field requires a preliminary process of maturation of international action as a “public policy”, both inwards in the territory and in its relationship with the other government levels. Although this is a process that will take several years, it is possible and necessary to advance gradually, generating normative and institutional frameworks that will accompany the

consolidation of the international action as a public policy. The Province is committed to all this, not only through its Strategic Plan and through the creation of a specific area (which requires in itself a system of legal-organisational regulations), but also by working on certain regulatory gaps associated with international activity. For example, the centralisation, systematisation and digitisation of the legal instruments (agreements / accords / protocols / letters of intent) which the Province has signed, in all its administrations, with foreign entities; the design and implementation of a common system of regulations for the organisation of procedures and the nature of such legal instruments, and the articulation between local and international administrative-financial regulations (specifically in the sphere of international cooperation).

III | Participation in bi- and multi-lateral spaces of international cooperation through the unfolding of initiatives based on the priorities established by the Provincial Strategic Plan. This obliges the Under-Secretariat to carry out the task of articulating a coherent strategy of cooperation in which the initiatives will be determined by the local priorities, grouped along the following three lines of action according to the programmes and projects of the Provincial Strategic Plan:

Strengthening of institutional and management capacities⁵. A clear example of a cooperation initiative (decentralised in this case) that is positioned along this line⁶ is the URB-AL III project “Institutional Innovation in intermediate governments: the regionalisation process as a key instrument for the promotion of proximity democracies”.

Along this same line lies another activity that is carried out by the Under-Secretariat: support for capacity building in the municipalities of the Province to generate or strengthen an international cooperation / relations areas. Accompanying the regionalisation process, this task, which has been carried out up to now in an isolated way in response to demand, is in the process of becoming a programme articulated and developed around the 5 regions in which the territory is organised.

Innovation at the service of sustainable local and regional development⁷. An example of a cooperation action determined by this line of action is the Province's participation in the Training for Local Economic Development Programme “FOSEL”, a bilateral Italian/Argentine initiative that has the support and involvement of 9 Italian regions⁸.

Integral welfare of persons for social cohesion⁹. Positioned along this priority line is the project “Fort Sancti Spiritus: the first Spanish settlement in Argentine territory”, which is being unfolded with the support of the Spanish Agency for International Development Cooperation (AECID)¹⁰.

As a whole, this line of action, which is linked to cooperation, is oriented towards the strengthening of the institutional capacities and the public policies of Santa Fe Province within the sphere of its own competences. Technical and financial assistance, technology transfer, human resources training, institutional development and capacity building, and exchange of experiences are key instruments for this strengthening process. The principles of multi-laterality, partnership and reciprocity guide this line of action.

This cooperation approach allows an understanding of the privileged place that has been assigned to public decentralised cooperation in both the Provincial Strategic Plan and the practical management of the Under-Secretariat for International Cooperation and Relations. This involves practices unfolded directly with other subnational governments and practices set within the framework of decentralised cooperation support programmes carried out by other government bodies or international organisations¹¹. The establishment of the Southern Cone Regional Office of the European Commission's URB-AL III

programme in the Province reflects Santa Fe's commitment to this type of decentralised practices.

Challenges in the building of a public policy of international cooperation and relations in santa fe province

Since a little over two years ago, Santa Fe Province has been working to build a public policy of international cooperation and relations. It has given this policy a strategic orientation, it has generated regulatory and institutional modifications to accompany the process, and it has provided the policy with a space (the Strategic Plan) for community appropriation. Nevertheless, there is still a long road to be travelled. Some of the main challenges in the building of this policy are to promote the development of a set of legal regulations, to hold further discussions with the various actors of the territory, to design and implement assessment instruments, to strengthen mechanisms of multi-level cooperation, and to generate spaces of reflection and action in connection with the Paris Agenda and the Accra Agenda for Action.

The overcoming of the traditional approaches of administrativist character and of individual management of isolated actions has not been and is not a simple task. The inclusion of international activity in the strategic process of “thinking out Santa Fe” has been the first big step in this direction. Nevertheless, to go beyond international practice as a situational peripheral element of government action demands an additional long-term endeavor: the promotion of a change in the organisational culture and the consolidation of the approach to international relations as a public policy in the various government areas, which are, ultimately, central actors in any policy of transverse nature.

4 | The Programme is supplemented by the “Regional Integration: Central Region-CRECENEA CODESUL-MERCOSUR” project, which reflects the special importance that the Province lends to its relationship with other Argentine provinces and with the subregional area of Mercosur.

5 | This line includes strategic projects and programmes relating to the modernisation of the State, political-administrative decentralisation, regionalisation of the territory, strengthening of local governments and municipal autonomy, increase of community participation in public affairs and development of community control mechanisms, and regional and local strategic planning.

6 | It corresponds specifically to three projects of the “Modern and Proximate State” programme, of the Provincial Strategic Plan.

7 | This line includes strategic projects and programmes relating to new productive strategies and promotion of municipal associationism; public/private cooperation; consolidation and promotion of value chains; stimulation of innovation and knowledge; coordinated actions with universities, institutions of higher education and productive sectors; promotion of employment and occupational capacity building; risk-distribution and financing instruments; financing of the public sector and the tax administration, and organisational and management models.

8 | It corresponds to the “Promotion and Strengthening of Value Chains” project, within the “Santa Fe Undertakes” programme.

9 | This line includes strategic projects and programmes relating to the promotion of conditions of equality of opportunities to assure the right of citizens to education, health, housing, culture, decent work and justice; the access to basic social services as a strategy of integration and construction of citizenship; the recognition of multi-culturality and the respect of diversity; the inter-generational and gender perspective in public policies, community safety, and quality of public spaces.

10 | It corresponds to the “Universal Education, Health and Culture” programme and specifically to its “Recovery of the Historic and Cultural Heritage” project.

11 | For example, the previously mentioned URB-AL III project, or the actions unfolded within the framework of the Decentralised Cooperation Programme of the Directorate-General for International Cooperation, attached to the Argentine Chancellery.

[6]



Building the future of our societies involves the sharing of viewpoints, the exchange of experiences and the joining of efforts. The future of our cities and of our societies is only possible if we are capable of building shared horizons towards which to advance. From the different starting points and the various realities and capacities, our communities and societies discover the paths that lead us to these shared horizons. These are the paths of cooperation for co-development.

In this context, the path shared with the Cooperation in Montevideo on diverse actions and proposals forms part of a journey towards co-development, towards the construction of balances, towards the building of territorial equities and equality of opportunities, and towards the building of social cohesion. Today, the working proposals in the Goes Plan are a new challenge that we are sharing and that adds itself to the various initiatives that we are unfolding in diverse points of the territory together with the public and private actors in order to advance along the paths towards building more human and solidary societies.

*Ricardo Ehrlich
(Mayor of Montevideo, November 2009)*

Concertation of Actors and Local Development Policies in the Goes District of Montevideo

Office of the Observatorio in Latin America



One of the main entryways into Montevideo was named "the Goes Road" in December 1866. The Goes area quickly became a place of industries, residence and commerce among criollos, Italians, Jews, Spanish and French. Indeed, Goes is one of our city's historic and traditional centralities.

In a few short years, its social and urban development endowed Goes with a quality infrastructure formed by sports, health-care, educational and service-related facilities together with a large number of emblematic public buildings and spaces. Nevertheless, this infrastructure is under-utilised and degraded. For this reason, this heritage is seen today as an opportunity for implementing urban and social plans as well as projects aimed to enhance its singular features.

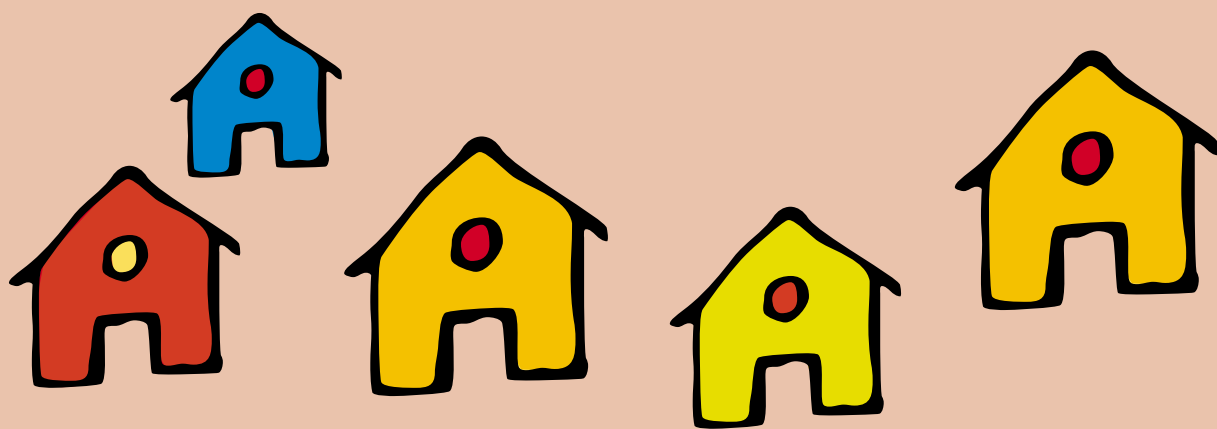
From a socio-historical standpoint, the process that this area has undergone reflects a tendency that is firmly installed in the evolution of cities at present. The district is suffering from a sustained far-reaching process of expulsion of its inhabitants to the periphery, as well as from diverse degrees of dete-

rioration: **structural** (closed and/or abandoned buildings), **social** (lack of safety, delinquency, drug addiction) and **economic**, with a dynamic marked by the emergence, consolidation and crisis of industrial and commercial activities.

It is necessary to act in a coordinated way in these four areas in order to reverse these processes and generate greater impacts.

National and international public and private institutions and international cooperation bodies consider that it is possible to unfold an innovative coordinated rehabilitation strategy in Goes that will allow the district to be dynamised and its people's quality of life to be improved in a very short time.

Within this framework of coordinated strategies, the Uruguayan State is joining forces with the Intendencia de Montevideo, Ministries and International Cooperation bodies to carry out actions with a large urban and social impact on the district. These interventions will allow Montevideo to af-



firm its identity, recovering one of its historic centralities.

Different interventions in the territory... with one same goal

In addition to the departmental government, the Goes Programme currently includes the participation of the central government, the Spanish Agency for International Development Cooperation¹ (AECID), the European Commission and the Multilateral Investment Fund of the Inter-American Development Bank (MIF, IDB).

These actors promote diverse actions, between programmes and projects, which are addressed to socio-urban rehabilitation, with a large volume of investment.

This recent dynamic makes the concretisation of the *Special Plan on the Urban Planning and Recovery of the Goes District* necessary. With the support of the AECID and the Government of Andalusia, the Plan will define the main guidelines for the development of this area and articulate and lend coherence to the interventions that are now under way, orienting future actions as well. Special attention should be given to the recovery of the district's character of historic centrality, reversing the depopulating process, requalifying the urban space, refurbishing the stock of buildings and recovering and revaluing the architectural and urban heritage. Likewise, the multi-functionality of the area should be maintained, upholding its residential use, controlling other uses and promoting new relations by encouraging public-private and public-public cooperation, fostering the development of social meeting activities and recovering the district memory.

In keeping with the Special Plan's guidelines, the "Habitar Goes" (Living in Goes Project)² of the URB-AL III programme, which

is co-financed by the Intendencia de Montevideo and the European Commission, is now being unfolded. This is an integral project in the sense that it works along all the aforementioned priority lines of action for this area. Recovery activities will be carried out on the structural heritage, the democratic use of public spaces will be promoted and an Employment Promotion Centre will be created, seeking to increase the residents' occupational and economic opportunities and to build bridges linking the district with productive dynamisation centres of the area and especially with the Mercado Agrícola.

The Mercado Agrícola or Agricultural Market is a municipal building that has been declared a National Historic Monument for the value of its metallic structure and the quality of its façades. Now, one hundred years after its construction, it has undergone considerable deterioration and the rebuilding and restoration of all of its elements can no longer be delayed. The work on this building began this year and will last for about 20 months, restoring its original splendour and making it an attractive dynamising centre of the area's economy.

From the municipal sphere, with the support of the Multilateral Investment Fund of the Inter-American Development Bank (MIF, IDB), efforts are being made to make Goes a dynamic centre again, through the generation of a competitive retailing model. Moreover, structural recovery tasks (façades and roofs) are being carried out with the support of the AECID.

Likewise, in order to allow Montevideo's local government to progress towards a policy of preventing irregular settlements and the densification of central areas, since the 1990s actions have been unfolded such as initiatives for the construction of dwellings through resi-

dential programmes based on the cooperative method which are carried out by the Land and Housing Service. These interventions have been strengthened by the actions of the Ministry of Housing, Territorial Planning and Environment (MVOTMA) in the form of house-building programmes based on the system of mutual aid and preliminary savings cooperatives or through the Stage 2 Irregular Settlements Integration Programme (PIAI II) financed by IDB, IMM and MVOTMA).

In the social area (health, gender and safety), through the Ministry of Social Development (MIDES), the central government carries out programmes of assistance to the local population in a situation of poverty and destitution, while the Ministry of Public Health (MSP) coordinates services and strategies of assistance in cases involving the consumption of toxic substances.

With the aim to reduce the problems relating to urban violence, the Local Board on Positive Coexistence and Community Safety has been operating in the area since September 2007. Although boards of this type began to go into operation in 2006, the agreement signed with the Ministry of Home Affairs, featuring a pilot plan of four experiences has gradually been extended in the Department of Montevideo. These boards form spheres of participation and exchange between the national and local authorities, the police, residents and social organisations, and they are conceived to generate specific measures at local level according to the multi-causal character of delinquency. The Goes Board has received the support of the AECID to unfold further the work that has been carried out up to the present.

It should be pointed out that the gender approach runs through all the actions carried out in the territory. Nevertheless, a project is being unfolded, with the support of the AECID, which will seek to territorialise the 2nd Equality of Opportunities and Rights Plan of Zone 3 and to build the capacities of women and their

organisations including their capacity to influence local policies.

The concertation of actors

The Mayor of Montevideo took a first determined step by resolving to intervene in this degraded centrality, considering that complex realities require synergy of actions and actors. Along this line, it created the Goes Council by Municipal Resolution in the year 2006, with the participation of representatives of all the national and local bodies that act in the territory³.

This action gives a signal of trust to the co-operation actors, who look favourably upon uniting their efforts under a multi-actor territorial strategy. The biggest challenge was to achieve a working strategy that covers the whole set of problems and potentialities, seeking to mobilise human and financial resources in an optimum way. This was achieved thanks to the articulation and generation of all-embracing social policies and the active participation of all the public and private actors that converge in the territory.

The foregoing reflects the multiplicity of actors who are working along the four lines that have been marked as priorities within one same territory. All are aware of the need to build synergies in order to achieve better long-term results. For this reason it is advisable to strengthen the existing platform of dialogue, the Goes Council, and to work jointly.

Along this line, the "Habitar Goes" proposes, within the frame of the envisaged results, the strengthening of the Goes Council by establishing its regular operation and lending it a firmer structure by the end of the period set for the completion of its activities in 2013. This serves to highlight the importance of possessing this instrument of concertation and articulation of the area, truly assuring in this way the control and sustainability of the actions that are undertaken.

1 | It should be mentioned that the AECID is working in the district on a programme called "Recovery of the Urban Design, Heritage and Social Fabric of Zone 3", but in order to present the actions in accordance with the priority lines mentioned in this article, it was considered appropriate to break down the programme into its component projects, focused on structural and social aspects.

2 | Socio-urban revitalisation and articulation of policies for social integration in degraded central areas.

3 | It is formed by representatives of the Ministries of Social Development; of Public Health; of Home Affairs; of Housing, Territorial Planning and Environment, and of Education and Culture, and of the National Administration of Public Education, of the National Board on Drugs, of the Intendencia Municipal, and of the Neighbourhood Council.

[7] An Example of Decentralised Cooperation for Development: Lyon and West Africa

Hubert Julien-Laferrière | *

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* | Vice-President of Grand Lyon, in Charge of Decentralised Cooperation



On the past 23 March, the European Union began the reform of its development cooperation policy through the "Structured Dialogue",¹ an initiative launched by the European Commission (EC) to integrate the participation of civil society organisations and local authorities in the EU's development cooperation.

Consequently, the local and regional authorities are now acknowledged as actors of full standing, side by side with the EU, the States and the NGOs, in development cooperation policies..

We must welcome this acknowledgement. It should contribute to a greater effectiveness of aid since the international cooperation of territorial collectives holds today a prominent place in the international policies.

The recent emergence of these actors in cooperation coincides with two major circumstances:

- The generalisation of decentralisation at world level: collectives are becoming central actors in development policies worldwide;
- The crisis of the international cooperation policies: means and policies are being questioned in the absence of what may be considered satisfactory results.

The fight against poverty and the achievement of the Millennium Goals will necessarily require the strengthening of the capacities of the developing countries' local collectives in order to assure essential services for their citizens.

Indeed, today the territorial collectives have made institutional support the priority goal of their cooperation commitments. They seek to accompany their partner collectives in the exercise of their new competences derived from the recent decentralisation laws. Their aim is to develop institutional cooperation relations that are capable of helping the cities of the South to manage their development policies and to improve their capacities of intervention in the spheres of urban management.

The strengthening of the municipal capacity to act as promoter has been the priority challenge of the collectives' international cooperation for about ten years now. But is this really so? How does this cooperation approach this issue in contexts that are marked by scant human and financial means in the partner collectives of the South? How can it position itself so that its actions will meet the challenges and expectations of the cities of the South? Does the accompaniment of local governance really appear to be a priority for the cities of the South, where the expectations of the populations are marked above all by their urgency?

Grand Lyon, in association with the city of Lyon, has been unfolding a cooperation policy for some fifteen years with several big cities worldwide, especially including three capitals of francophone Africa: Bamako, Ouagadougou and Porto Novo. This cooperation started up at a time when the countries that these three cities belong to decided to reform their territorial administrations by means of the implementation of decentralisation processes: Burkina Faso in 1995, Mali in 1998 and Benin in 2003.

The cooperation between Grand Lyon and these three African capitals has gone through several phases of development, reflecting the progressively growing power of these countries' local authorities.

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Technical cooperation in response to urgent issues

In Ouagadougou, Bamako and Porto Novo, Grand Lyon offers services in fields involving urgent issues to be resolved by the partner cities, issues which lie within the spheres of their competence. The cities of the South consider such matters as cleanliness, wastes, the street system and urban signposting to be challenges of the greatest importance. Facing enormous problems of public insalubrity, the new local elected officials of our partner cities have placed the issue of urban cleanliness at the head of their requests for cooperation. They are awaiting means to strengthen or create cleaning services that are capable of dealing with a major health problem of their cities, which are marked by high urban growth rates. Consequently, urban cleanliness management has become an *affirmation of the local authorities' capacity to resolve problems which are considered to be of priority importance by their populations*, problems which are quite often neglected by the State services.

A more partner-based cooperation at the service of local public policies for development

More recently, after 2 or 3 terms of office of their elected officials, the cities of the South have also become concerned about matters of local governance and urban planning. After an initial period, the new mayors have learned about municipal management, devoting the greater part of their means to concrete achievements, which have demonstrated their capacity to resolve their populations' urgent problems. The local elected officials' concerns then became focused on new challenges.

1 – Local governance, that is to say, the set of means put in place to improve both the effectiveness of the municipal services and the management of their territories' local policies. With respect to the effectiveness of the municipal services, the situation is extremely

constraining: there is an insufficient number of municipal civil servants, with a relatively small number of managers (for example, for a population of about 1.5 million inhabitants, Ouagadougou has 1,400 civil servants and 40 managers, as opposed to 4,000 for *Grand Lyon* plus the 7,000 civil servants of the City of Lyon and those of the other 56 municipalities). Likewise, the local financial resources are in no way proportional to the scale of the tasks to be faced by the collectives: for a city like Ouagadougou, a sum of about € 15 per year and inhabitant is available for these needs.

After 15 years of activity, our cooperation partnership is devoted, in a spirit of companionship, to the transmission of urban management know-how. The exchanges between the experts of the technical services permit the acquisition of experience and tools in the field of municipal management. They help to improve the quality of operation of the municipal services through technical assistance that is adapted and responds to the realities of the local contexts. Since these companionship actions are long-term endeavours, the relations are based on trust, a good knowledge of the local situations and permanent exchanges between the services. Equipment aid, which forms the other part of the local governance support provided by cooperation, allows the municipal services to be endowed with the necessary means to assure the performance of their missions.

This cooperation tends to develop today towards a more comprehensive approach, revolving around the notion of the quality of "public services". The collectives of the South adapt their municipal organisations to operate more transversely, putting in place management tools. This is the case of Ouagadougou, where a prospective and assessment service has been created for the collective's public policies. To meet its needs, the cooperation has recently developed towards an approach that is more closely structured on the basis of a diagnostic of the existing competences, the missions to be carried out and the available means.

Indeed, this cooperation seeks to accompany performance improvement processes. This is the case of the municipal police services of Porto Novo and Ouagadougou, which have been connected with that of Lyon almost since the time of their creation. In Ouagadougou, today the municipal police service is staffed by more than 500 people, with appropriate management personnel and the materials required to carry out its public safety missions.

The case of the cooperation in the sphere of cleanliness in Ouagadougou also reflects the development which has taken place in issues of local governance. After 15 years of technical assistance and material aid, today the cooperation is oriented towards a more financial and environmental approach (the treatment and utilisation of wastes to structure economic sectors), revolving around a local policy carried out by the city. The new calls made by the EU to the local authorities have allowed the mobilisation of a network of actors (universities, professional circles, local collectives, international solidarity organisations), in the capital of Burkina Faso, first of all to accompany the creation of a programme and to obtain funds from the EU and subsequently to manage this programme effectively.

In this way, the cooperation of the collectives plays its role to the full, allowing the partner to define an efficient local policy, to seek out technical and financial partnerships, and to manage the programme's implementation.


2 – Urban planning is one of the present challenges of the cities of the South which are undergoing exponential urban growth, registering two-fold increases of their population every 20-25 years. Since the horizontal development of these cities has consequences in terms of planning and management, the local authorities are taking charge of this matter, which had previously been handled by the State services. Today the local authorities uphold the need to possess urban planning and management tools that

are capable of controlling the development of their cities. This makes the urban design policies a new sphere of cooperation for these collectives. A better knowledge of their territory, the anticipation of urban evolutions and the establishment of future infrastructures become essential components of these cooperation policies, consolidating the local elected officials in a position of decision-makers with respect to the State and the financial partners.

Today this new field of cooperation for our collective leads us to mobilise specialised structures, such as the Urban Design Agency, in Bamako, Porto Novo and Ouagadougou. Urban planning brings to bear urban engineering but it also requires substantial investments from backers in order to conduct the necessary studies.

For *Grand Lyon*, which sets the support of local governance as a priority objective of its cooperation policy, today the aim is to find intervention methods that are capable of best accompanying the partner cities' development policies. However, it is also necessary to establish indicators or units of measure in order to demonstrate the full pertinence of the territorial collectives' institutional cooperation. In this way, this cooperation could attribute a more important place to multi-partner programmes capable of implementing a network of diverse competences around a partner city and of favouring the exchanges of experience between the cities of the South which have to face the same challenges.

Around the globe, the territorial collectives are called to show innovation and solidarity in order to meet the development challenges of our planet. Since 2004, an international organisation, United Cities and Local Governments, represents the "voice and the interests" of the world's local and regional authorities before the organisations of the United Nations and of the States. In the Decentralised Cooperation Commission of UCLG, which is chaired by Lyon, we defend



the indispensable role to be played today by the local authorities in participating, through their cooperation actions, in the emergence of a local governance capable of both answering

the specific problems of their populations and connecting these territories to each other through a more human and more responsible globalisation.

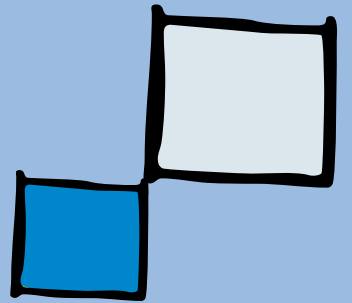
⁽¹⁾ The Structured Dialogue is an initiative by which the European Commission (EC) seeks to respond to the conclusions of diverse reports (assessment of the aid provided by the civil society organisations, report of the Court of Auditors) and to the demands of the civil society's and the local authorities' organisations and of the European Parliament. In response to the Accra Agenda for Action, this initiative focuses especially on:

- the search for consensus on the principal challenges tied to the roles of the civil society organisations and of the local authorities in the EC's development cooperation.
- the identification of practical means of improving the effectiveness of the involvement of the civil society organisations and the local authorities in European cooperation, and of adapting the EC's ways of doing things.

The official inauguration of the Structured Dialogue took place on 23 March in the presence of the Commissioner for Development, Mr. Piebalgs. The process will last about one year, between March 2010 and March 2011, closing with a final conference that will be held in the spring of 2011 under the Hungarian presidency of the EU.



One year of PLATFORMA action



The European Coordination of the Local and Regional Authorities Active in Development Cooperation

Frédéric Vallier | *

Activities

On the initiative of the Council of European Municipalities and Regions (CEMR), numerous territorial associations and collectives at national, European and international level met in 2007 to create a European platform of local and regional authorities for development.

One year later, in 2008, under the name of PLATFORMA, the organisation formally began its activities in the course of the European Development Days in Strasbourg. It has the co-financing of the European Commission for the performance of its activities in 2009 and 2010.

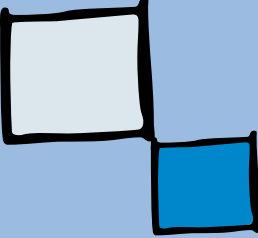
By coordinating the voice of the territorial collectives with respect to the European institutions, PLATFORMA seeks to achieve a steadily greater political acknowledgement of the action carried out by the local and regional authorities in development cooperation. To this end, it implements a far-reaching dialogue between the European collectives and the European institutions responsible for development policies and it promotes an effective decentralised cooperation for the development of the partner territories, particularly in alliance with civil society.

Within CEMR, PLATFORMA draws together the most active member national associations of the Council in international cooperation and their world organisation, United Cities and Local Governments (UCLG) and United Cities of France (CUF). Also forming part of PLATFORMA are the leading European organisations of regions, such as the Conference of Peripheral Maritime Regions (CPMR), the Assembly of European Regions (AER) and the Association of European Border Regions (AEBR), together with the International Association of Francophone Mayors (AIMF) and some cities that are active in decentralised cooperation, including Paris, Lyon and Bucharest (District 2).

During its first year of activity, the priority of PLATFORMA has been focused on adapting and spreading the knowledge of the European programmes in support of development cooperation. The goal of this adaptation is to take more closely into consideration the reality of the territorial collectives, which are different actors than the NGOs, the latter being the traditional partners of the European institutions.

In this way, the proposals contributed by PLATFORMA, such as the definition of priority issues, the extension of submission times to the

* | Secretary-General of Council of European Municipalities and Regions, CEMR



calls for proposals, or the publication of proposals on a set date, have been included in the call for proposals addressed to the local authorities which was made in December 2009 within the frame of the thematic programme Non-State Actors and Local Authorities. The members of PLATFORMA have made all efforts to promote these opportunities for the co-financing of decentralised cooperation in their respective countries.

The effort to involve the local and regional authorities in the European development policy has also meant for PLATFORMA a change in its political positioning in the European discussions, particularly in connection with the Millennium Development Goals and Aid Effectiveness. PLATFORMA's contribution to the European Development Days in Stockholm in October 2009, and to the first Assizes of European Decentralised Cooperation in December 2009, was also aimed at achieving this goal.

Moreover, in order to take full advantage of the contribution of the territorial collectives to development cooperation and to foster the European discussion, PLATFORMA has organised four thematic seminars since 2009. Each one of these events has gathered about one hundred participants, including representatives of European local and regional authorities and of the developing countries, civil society and the European institutions.

Brussels Seminar: the conditions for an effective development action

In March 2009, the Committee of the Regions hosted the seminar "Conditions for an Effective Action of the Local/Regional Collectives for Development". The diversity of the European and international local and regional participants was bolstered by the active participation of representatives of the European Parliament, the European Commission, the Committee of the Regions and the European NGO Confederation, CONCORD.

Ever since this first European seminar, the members of PLATFORMA have sought to put on the table the local and regional authorities' view of a capital issue in the field of international cooperation and they re-situated decentralised cooperation within the context of the fight against poverty and of the agendas of the Millennium Development Goals and aid effectiveness, through the Paris Declaration and the Accra Agenda for Action.

At the same time, the participants underscored the positioning of decentralised cooperation within a long-term perspective, mak-

ing it possible to move away from the logic of a short-term project and thereby allowing a more structured consideration and a better appropriation of cooperation, which is of primordial importance for the local and regional development policies. Additionally, the participants upheld the need to bear decentralisation more closely in mind in the principles of alignment and of results. Indeed, for the local and regional authorities, alignment with the national policies should be a means of contributing even more to the definition of these policies. Decentralisation and good governance should be integrated into the transverse indicators that measure aid effectiveness.

Marseille Conference: the territorial focus on development

The conference entitled "Regions and Development: the Role of the Regions in a New Global Framework", which was organised by the Provence-Alpes-Côte d'Azur region and took place in May 2009, was attended by numerous representatives of regions and cities of Europe and of Morocco, Senegal and Zimbabwe, as well as representatives of the European Commission and member States of the EU and of the UNDP.

The discussions highlighted the experience of regions, particularly including Wales, Andalusia and Pays de la Loire, which coordinate and/or favour the exchange of information and the actions unfolded by the actors in their respective territories, actions addressed to the partners in the developing countries. Likewise, the discussion dealt with the methodological needs and the tools at the service of the territorial approach and of a greater effectiveness of aid through the insertion of the regions and cities into new aid mechanisms and the collaborative organisation of the local and regional authorities among each other both in Europe and in the developing countries.

Lyon Seminar: assessing the effectiveness of development cooperation

The seminar entitled "The Role of Local and Regional Authorities in Development Cooperation: Assessing our Effectiveness", which took place in October 2009 in the city of Lyon, brought together 140 participants, many of whom were African local elected officials, such as the mayors of Bamako (Mali), Porto Novo and Abomey (Benin), Bujumbura (Burundi), Antsirabe (Madagascar) and Bobo Dioulasso (Burkina Faso). Representatives of the European Commission and of CONCORD also took part in the discussions.

In the introductory session, the African local elected officials exchanged their experiences in connection with the results that have been achieved in their cities through decentralised cooperation with European partners. In the course of the discussions, the representative of the European Commission's Directorate-General for Development, Olivier Luyckx, emphasized the urgency of starting up the Accra Agenda, which is addressed to the achievement of the goals set out in the Paris Declaration of 2005. Additionally, he presented three instruments which are now under development and which are conceived to favour the exchange of information before any commitment is undertaken in development projects: the yearly decentralised cooperation days, the information portal and the online exchange programme. For her part, the Secretary-General of United Cities and Local Governments (UCLG), Elisabeth Gateau, expressed her reservations about some of the principles set out in the Paris Declaration and particularly the principle of alignment, which may mean a new centralisation of development policies in the countries where decentralisation is still quite recent.

The participants spoke out in favour of a greater acknowledgement of the local authorities by the European and international institutions so that these authorities may be actively involved in the preparation of the strategies for growth at these levels. Moreover, they made a call for a simplification of the procedures in the European development programmes and for the establishment of training spaces for European procedures in the countries of the South, an aspect which is the subject of a study that has been started by PLATFORMA together with the European Commission.

Bucharest Seminar: education for development

The latest seminar, which was held in Bucharest on 12 March of this year, revolved around the role of the local and regional authorities in development cooperation in the countries which have joined the EU since 2004. This is a relatively new role for the local authorities of these states of Central and Eastern Europe, although these collectives play a fundamental role in building the awareness of citizens with respect to development issues.

Representatives of Romanian, Latvian and Estonian local collectives presented their respective experiences in matters of cooperation with their Moldavian, Ukrainian and Georgian counterparts. Likewise, they invited the European Commission to establish more solid ties

between its development policy and its neighbourhood policy. The civil society of Central and Eastern Europe, which was represented at this seminar as well, also plays a crucial role in the education for development of the citizens of these countries. In this respect, it was recalled that the organisations of civil society are fundamental allies of the local and regional authorities in their task of establishing education for development actions.

European Charter on Development Cooperation in Support of Local Governance

As a support for its activities in the European area, PLATFORMA became involved a few months ago in the promotion and unfolding of the European Charter on Development Cooperation in Support of Local Governance.

This Charter, which was developed during the French presidency of the European Union in the last half of 2008, has the purpose of clearing the way for a better harmonisation of the activities carried out by the various European cooperation actors on local governance (member States, local and regional authorities, NGOs). Drafted jointly, the Charter is in keeping with the spirit of the Paris Declaration on Aid Effectiveness and seeks to apply the Declaration's fundamental principles at local level.

The Charter proposes four main axes of intervention: fostering a national framework favourable to democratic local governance, strengthening democratic governance at local level, promoting local economic and social development, and strengthening the decentralisation of the taxation system and of the financing of the local collectives.

It is more necessary than ever to recall the importance and specificity of the local scale in the discussions on aid effectiveness, just as is stated in the Charter, since aid effectiveness is the main subject of the current discussions in the field of development cooperation. The Charter, which is a tool at the service of the local and regional authorities' international action, is to be found at :

<http://www.charte-coop-gouvernancelocale.eu>.

The Secretariat of PLATFORMA is hosted by CEMR.

The PLATFORMA website will soon be accessible on line at the following address:
www.platforma-dev.eu

The 2021 education goals *and the local governments*



Juan Ignacio Siles | *

Education is the Ibero-American issue this year. The discussions of Heads of State and of Government will revolve around Education for Social Inclusion in Mar del Plata, the city chosen by the Argentine government to hold this year, from 3 to 4 December, the 20th Ibero-American Summit. It is also envisaged that other meetings, forums and gatherings of the Conference will pronounce themselves on this subject, returning in this way to commitments and concerns already expressed in Bariloche, Argentina, in 1995 and in San José, Costa Rica, in 2004.

The approach may be somewhat different now that the Ibero-American Community is in the midst of the process of building and fulfilling the 2021 Goals which the countries of the region have set for themselves and which basically relate to literacy, school access and coverage, and quality improvement, but also to the agreement that should be

undertaken by the Ibero-American states to endow the field of education with sufficient resources and appropriate means.

Likewise, President Fernández has been quite clear in her decision to link the concern for education to the social reality in which we live. Considered in this way, education becomes a specific instrument for social cohesion and inclusion, a need on which the Summit had already worked, both in Santa Cruz de la Sierra, Bolivia, in 2003, and in Santiago, Chile, in 2007.

The Ibero-American Seminar on Education, which was the starting point for the definition of what is sought to be achieved, held in Buenos Aires in April by the Organisation of Ibero-American States for Education, Science and Culture (OEI), and the Argentine Ministry of Education, clearly demonstrated that the sphere of the commitments to be

undertaken will basically encompass the central states.

The starting premise, right or wrong, is that they are in charge of the main part of the planning, performance, production and general management of education, and of the investments that should be made to reach the goals of literacy, access, quality improvement, and training and qualification of teachers.

The fact is that the goal proposed by the OEI, a goal on which the Ibero-American states are already at work, is extremely ambitious. To begin with, the aim is to align the cost of the basic needs of education that the governments seek to meet, the capacity of expenditure, and the budgets available to them to achieve these objectives.

Of course, a gap exists and in some countries this gap is quite substantial. The proposal, at least on paper, is to create a sort of solidary fund which will make it possible to help the countries with the greatest difficulties to achieve the 2021 Goals. The problem stems from the current circumstances of serious world economic crisis, that is to say, from the difficulty involved in obtaining appropriate financing to make this fund sustainable.

Most Ibero-American countries have been leaving behind some very ambitious educational reform processes that have reached a dubious success and have had little effect on the goals which had been set and which are not very different from those which it is now sought to achieve. The budgetary costs of these reform processes have been enormous.

Indeed, many of these reforms did not emerge from national covenants on education but rather from the imposition of central governments and the pressure of international organisations that demanded actions in the educational field as a necessary measure for overcoming the low rates of human development or the high costs of social inequality.

Numerous reforms of this type, for example, had to do with the administrative decentralisation of education. The central governments set out, often without making consultations both in times of dictatorships and afterwards, to transfer a large part of the competences and responsibilities to the regional or local levels without necessarily endowing them with sufficient resources to administer the schools. Moreover, in some cases the decentralisation was an instrument to demobilise and disempower

the teachers' unions. Since these unions were not able to negotiate with the central government, they lost to a large extent, at least for a certain time, their capacity of confrontation and their unity.

Consequently, decentralisation arose not as an agreement between the various parts and levels involved (Spain is quite clearly an exception), but rather as a division of responsibilities in which the central states retained the last word and maintained the right to plan and define policies and to establish national curricula and educational standards that the regional or local levels were later responsible for administering. In most cases, except in the places where the municipalities of the foremost cities felt themselves capable of making decisions and administering the whole educational process, the decentralisation (which was actually a delegation more than a true decentralisation) was not necessarily the product of the local governments' legitimate demands to bring the educational service nearer to their citizens.

In reality, many of the municipalities were not in a position to undertake the administration of the schools simply because they possessed neither the required human, physical or financial resources nor the necessary infrastructure or school materials. No one had attended to setting up an educational institutionality that could meet the challenge. Even so, the undertaking of this responsibility served to strengthen their capacities.

The selfsame infrastructure that was handed over to the municipalities was obsolete or insufficient and the municipalities did not possess their own resources for its upkeep. As is only natural, this carried with it a greater inequality, which was precisely what it had been sought to reduce. The schools of the wealthiest municipalities have a better infrastructure, their teachers are better paid, they have more educational equipment and they offer a greater assurance of stability and safety. This is just the opposite of what happens with the schools of the most rural and poorest municipalities. Indeed, this is true to such a point that the central states and sometimes the regional states have been obliged to carry out special programmes aimed to endow these schools with special resources.

Aside from this, it should not be forgotten that, as a result of unfinished or poorly implemented processes of decentralisation or self-government, the municipalities do not

*| Director of the Ibero-American Conference Division of the SEGIB

always have the possibility of generating all the resources that they require, or they have not been transferred the collection of taxes. This creates imbalances in the educational administration since it has been demonstrated that, if the municipalities do not contribute at least part of the resources for schools, they cease to concern themselves with education.

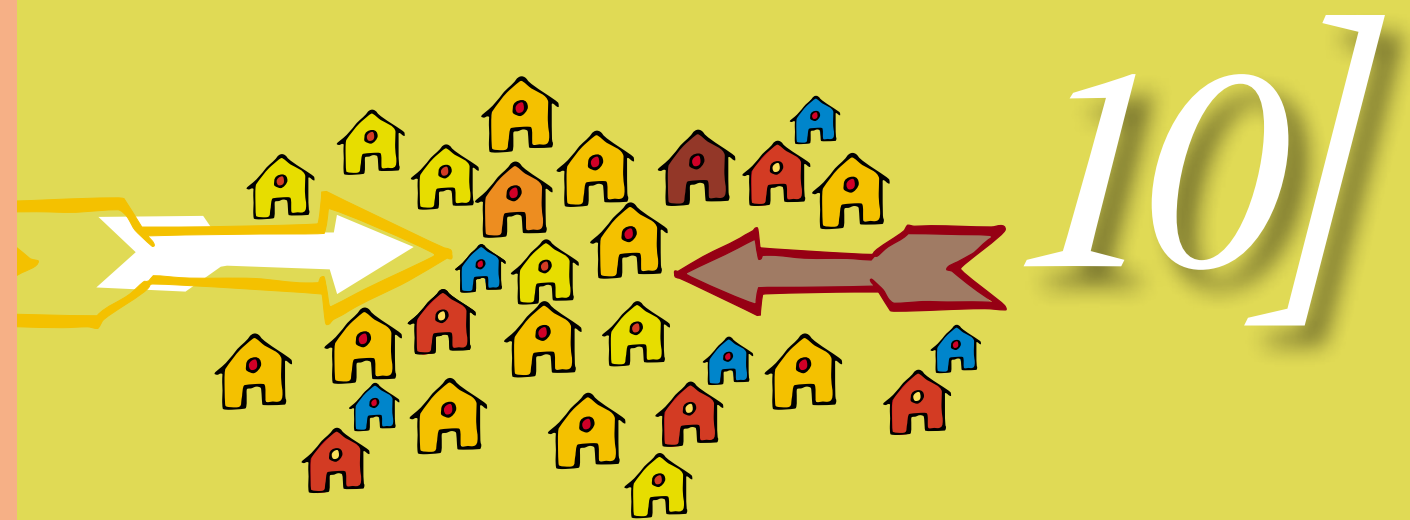
The 5th Ibero-American Forum of Local Governments which will be held on 15 and 16 October of this year in Mar del Plata will be devoted to all these matters, among others. This is unquestionably a magnificent opportunity to begin to put into practice the Ibero-American Charter of Municipal Self-Government, which was formally approved in Lisbon in November of last year by the Ibero-American municipal governments. The Charter acknowledges the principle of local autonomy as "a right and a duty to manage public affairs under the responsibility of their citizens and to their benefit".

Of course, not all the countries have progressed towards educational decentralisation and in all of them, moreover, decentralisation has only taken place by transferring the responsibility from the state, strengthening the

private schools and weakening public education. It is also true that, without the transfer of resources, there is no true exercise of autonomy. All this, however, should be an incentive for the local governments to make their standpoint known to the Heads of State and Government.

Accordingly, one cannot conceive of achieving the 2021 Goals without the local governments' recognition of the commitments that are undertaken since, ultimately, the local governments provide, manage and assess the service. The necessary dialogue should be based on an agreement that clearly specifies who is to establish the policies and who is to apply them.

Decentralisation in itself does not assure the improvement of educational quality but it does assure a greater participation of the community and of citizens in the educational process. The 2021 Goals will only be an abstract concept if they do not take into account the fact that, from the local sphere, it is much more feasible to overcome the problems of administrative inefficiency, dropping-out and repetition at school, to exercise a social control of schools and to facilitate the universal access of boys and girls to education.



A new business model for the Cities Alliance

William Cobbett | *

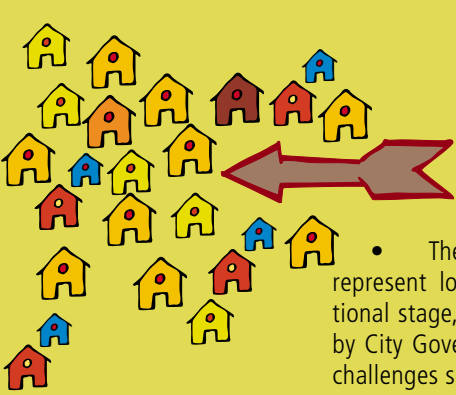
The Cities Alliance, which was launched in Berlin in December 1999, is a unique global partnership that focuses on the role of cities in development and poverty reduction. The Secretariat is located in the offices of the World Bank, one of the founding members of the organisation. There are now 24 members of the Cities Alliance, including multi-lateral and bilateral development agencies, developing countries, two Non-Governmental organisations, and UCLG and Metropolis, representing organised local government.

In January, 2010, members of the Cities Alliance Consultative Group celebrated the organisation's 10th Anniversary, remembering the launch in Berlin in 1999. Under the patronage of President Nelson Mandela, the Cities without Slums Action Plan had been instrumental in raising the international profile of slums, and of cities. Equally importantly, the event also provided an opportunity for Cities Alliance members to reflect upon how the Cities Alliance should respond to significant changes to the environment within which the Cities Alliance operates.

Globally, there have been a number of significant changes within the urban sphere, the following being amongst the most significant:

- The success of China in lifting unprecedented numbers of people out of poverty, largely driven by policies that sought to benefit from urbanisation, and the energy, dynamism and innovation of its cities, particularly those on the eastern seaboard;
- The size of the investments made by national governments in Latin America, in responding to widespread and stubborn urban poverty, using massive public investments to upgrade slums, invest in connective infrastructure, and begin a process to overcome social exclusion;
- The increasing amount of attention now being paid to urbanisation, urban issues and local government by all levels of Government in India, as well as the reforms and investments that are currently being lined up for the next decade(s);

* | *Manager of the Cities Alliance*



- The emergence of a unified voice to represent local government on the international stage, as well as the leadership shown by City Governments in responding to global challenges such as climate change;

- A more nuanced understanding of the different dynamics between African countries, with important advances in democratisation, as well as more positive responses to urbanisation. In short, a better understanding that Africa is neither unique, nor is it homogenous;

- A clear consensus amongst the world's major development partners on the need for harmonised approaches to development assistance, as well as more emphasis on the importance of domestic sources of investment;

- An ever-increasing use of participatory approaches to planning and politics, with a growing recognition of the importance of engaging the urban poor and putting them at the centre of development approaches;

- An improved focus on issues of urban poverty, slums and local government, combined with the recognition that urban growth is essential for both urban and rural poverty reduction ; and

- The emergence of new players responding to urban issues, including large private sector institutions (Foundations, Think Tanks), NGOs as well as agencies such as UNICEF, UNHCR and WHO.

While much work still remains to be done, and there are doubtless many examples of cities and countries that have slipped backwards, it is nonetheless the case that a great deal of progress has been made. In addition to worrying about those development agencies that have reduced their focus on urban development, more attention needs to be paid to those developing countries where urban issues are now being taken more seriously.

In Mumbai, Cities Alliance members recognised that there has been significant progress in a number of countries, and agreed to prioritise support to those countries and cities engaged in systemic change. The Cities Alliance remains a unique mecha-

nism (a) bringing together a large range of development partners concerned with urban development and local government and (b) providing a platform for joint efforts and complementarities.

Members also recognised that the time had come for the Cities Alliance to build upon the lessons it had learned in its first decade, particularly in middle income countries such as Brazil, South Africa and the Philippines. Most significantly, the members saw the need to move away from single, ad hoc projects, and provide consistent, long-term support to cities and countries which not only has the most beneficial developmental impact, but also provides role-models for other cities and countries.

Moving forward, the revised business model of the Cities Alliance will now comprise of three main areas for expenditure and allocation of Cities Alliance resources, including Secretariat time and effort:

- **The primary focus** would be on comprehensive longer-term programmes in a limited number of countries, with an increasing focus on low income countries;

- The open-ended grant facility would remain, but **be restricted** to a limited percentage (or USD amount) of the overall budget of the Cities Alliance; and

- **A more focused approach** to knowledge management, augmented by an advocacy programme.

Cities Alliance members believe that an in-country Programme would offer the following benefits:

- A long-term partnership with national and city governments (and national associations of cities), allowing for the development of relationships based on shared experience and trust;

- Improved coherence of effort amongst CA members, which can be achieved far more effectively at a programme level, than at a project level;

- The maximum opportunity to align CA support with longer-term investments, whether provided by the Government, IFIs, the private sector, or combinations thereof;

- The opportunity to develop a multi-

faceted programme, at different tiers of government, with different partners;

- The opportunity to utilise the full range of CA members tools and support, including CDS and slum upgrading activities, national policy frameworks, data collection, advocacy, State of Cities Reports / urbanisation reviews, national and local fora, community mobilisation etc;

- Improved opportunities for sharing of experiences with other CA activities, at city, community or national levels;

- The opportunity for longitudinal data collection and analysis, improved monitoring and evaluation, and greater clarity about results; and

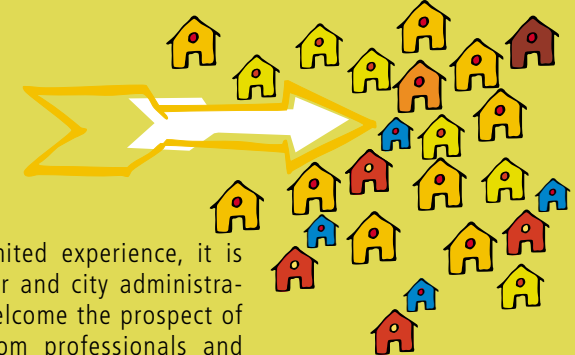
- The more effective and efficient utilisation of the resources of the Cities Alliance in general, and that of the Secretariat in particular.

Decentralised Co-operation

Cities Alliance members agreed that far more attention should be paid to the possibilities for enhanced use of decentralised co-operation and, specifically, in providing a platform for cities to learn from each other. In Mumbai, the Cities Alliance showcased the results (thus far) of the excellent programme of support through which the City of Johannesburg had acted as a mentor for the City of Lilongwe's city development strategy.

Through the detailed presentation, and interaction between the CEO of Lilongwe and officials of the Johannesburg Executive Mayor's office, members were able to appreciate the value of a city receiving advice from another city that has already had to grapple with a very similar set of challenges, and constraints.

The Cities Alliance had previously used this approach in 2008, when it had requested the City of São Paulo to share its citywide slum-upgrading experience with other mega-cities, including Mumbai, Lagos, Manila, Cairo and Ekurhuleni (South Africa). Over the period of a week, the other cities were exposed to the methods that the City of São Paulo is using to overcome decades of social exclusion and severe under-investment in infrastructure and essential services.



Even from a limited experience, it is apparent that mayor and city administrations particularly welcome the prospect of receiving advice from professionals and politicians who have had to face similar sets of problems, and who understand the very real constraints faced by local governments. We also believe that it is particularly important to engage with the national associations of local governments, as this greatly enhances the possibilities for these useful lessons to be replication on a national basis.

Looking ahead, there is little doubt that the role of decentralised co-operation within the work programme of the Cities Alliance will significantly expand in the next few years, particularly in association with UCLG and Metropolis, both of which are headquartered in Barcelona. Discussions have already commenced on the possibility of using the Cities Alliance as a possible vehicle through which the Government, and cities, of Brazil will be able to share their expertise and experience with the Government and cities of Mozambique, with additional support from the Government of Italy. The Cities Alliance also proposes to use the skills and experience of the League of Cities of the Philippines (LCP) to help other national city associations and networks develop their capacity to share knowledge, support each other, and put forward a clear local government agenda for the attention of state and national governments.

Finally, as part of this process, the Cities Alliance will continue to promote, and support, the production of national State of the Cities Reports as a significant contribution to a better understanding on the role of cities in the national economy, and also facilitate a debate that is based on improved data and analysis – to many countries attempt to manage their urban areas with outdated and incomplete information and analysis of their cities, of all sizes.

We believe that the new business model of the Cities Alliance will both significantly improve the developmental impacts of our members at the local and national level, but also provide an effective platform for far better collaboration between cities.

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Local Action, Global Impact: Local Authorities and the achievement of the MDGs

Jordi Llopart | *



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City of Venice participation in the global STAND UP Campaign, 16-18 October, 2009: former Mayor of Venice, Mr. Massimo Cacciari, hangs a white banner—the international symbol of the fight against poverty—on the Venice Municipality main building.

In September 2000, world leaders met at the United Nations to sign the Millennium Declaration. This historical and inspirational declaration was, in fact, a global deal by which rich and poor governments of the world agreed to unite in an unprecedented common effort to eliminate the scourge of poverty and hunger, work towards achieving gender equality, fight environmental degradation, and reverse the advancement of HIV/AIDS, while improving access to education, health care and clean water, all by 2015. To translate these wide-ranging commitments into concrete targets and measurable results, the eight Millennium Development Goals (MDGs) were brought together as a common framework for action and shared vision on development, representing a global partnership based on the collective responsibility of all countries.

At the dawn of the new century, this unprecedented political consensus on what should be done and by whom, provided us all with a sense of

purpose and renewed optimism: 'We were the first generation that could put an end to poverty, and we refused to miss the opportunity!'

The world was on track to achieve at least the first MDG of halving the number of extreme poor; and was coming close in several others. Now, that hard fought progress is at risk. Ten years after the Millennium Declaration was signed, the economic crisis, which originated within the world's major financial centers, has spread throughout the global economy. Developing countries, which are least responsible for the crisis, are bearing the brunt of its impact.

Despite the difficult times, at the United Nations Millennium Campaign still believe that the MDGs provide an excellent frame of reference to understand the achievements and challenges of development. Despite debilitating poverty still persists, progress has been made—the living conditions of

poor people, in most countries across the world, including many of the poorest, has seen marked improvements in the past nine years. Sustained economic growth combined with the strong anti-poverty focus provided by the MDGs resulted in 40 million more kids in school, 2 million children's lives saved, and an estimated 400 million people escaping extreme poverty. HIV/AIDS related deaths have been reduced by a million, some 1.6 billion people now have access to safe drinking water, and about 40 countries have benefited from debt cancellation.

With just five years left to 2015, we cannot afford to undo progress made towards achieving the MDGs. As time is running out, we need to redouble our efforts, take stock at what has been achieved, renew our joint commitment, and demand world leaders to keep their promises and accelerate progress towards the MDGs.

From the 20th to the 22nd of September 2010, Heads of State will meet again at the United Nations headquarters at the "Millennium Development Goals High Level Event" (MDG + 10 Summit) to review successes, to learn from failures, and to discuss the launch of detailed plans on how to ensure the attainment of the MDGs by 2015. It will be a defining opportunity to galvanize new political commitment, spur collective action, and define the efforts needed to meet the MDGs by the 2015.

Local Authorities—as the important development cooperation stakeholder they are—must play a role in the "MDG + 10 Summit". And the United Nations Millennium Campaign is siding with them and their networks to make it possible. We are working with the global umbrella organization of Local Authorities, UCLG, to facilitate Local Authorities access to the preparatory process leading up to the Summit. And we very much count on the incredible mobilization capacity of Local Authorities and their networks worldwide to give the much needed visibility to the importance of achieving the MDGs by 2015.

However, building on the assumption that "business as usual" will not get us to the Goals by the set deadline, this 2010 year, poses an unprecedented opportunity for local authorities to revitalize and assess their own contributions to make the MDGs a reality and to go to New York with a clearly defined, and results-oriented agenda for action.

From the United Nations Millennium Campaign point of view, the 8 Millennium Development Goals represent a compact with a clear division of labor; on the one hand, countries in the South—and, thus, their local communities—must work towards ensuring the achievement of Goals 1 through 7. They must also strengthen governance, accountability and transparency. In addition, they must

ensure effective decentralization to regional and local bodies. This will not only greatly enhance the efforts to meet the Goals but it will also allow more effective civil society and citizen monitoring of progress. On the other hand, countries in the richer North—and also their local authorities—must ensure that the conditions that will enable the achievement of the Goals are in place. These enablers, are contained in Goal 8 "Create a Global Partnership for Development" i.e. provide more and more effective aid, more sustainable debt relief, and trading opportunities for the world's poorest.

While it is true that national governments are the bearers of the ultimate responsibility for the implementation of the MDGs, actors at all levels must work together towards their achievement. The Goals are fundamentally about the rights and aspirations of individual citizens, and individual citizens—people—live in local communities (municipalities, cities, villages, metropolitan areas...). Local policy-makers in southern Local Authorities have amazing possibilities in their hands to help achieve the MDGs through the hundreds of thousands of decisions taken every day affecting the lives of millions of people.

Local authorities all around the world are already engaged in the global efforts to achieve the Millennium Goals by 2015

Many local authorities in the South, are already using the MDG framework to demand greater autonomy and increased funding from national governments, in line with the responsibilities of local authorities for designing, managing and providing the basic services to meet the Goals. Decentralization and implementation of the MDGs at the local level can also be a powerful force in deepening democracy and strengthening the pressure for accountable government.

Southern Local Authorities are also localizing the MDGs by developing strategies to deliver the Goals to their local communities. Local Authorities are "bringing the Goals home" by drawing up strategies to adapt the Goals to their local reality. National objectives are being transformed into tailored local indicators and targets. The local context, local needs, local capacities and voices, are being taken into account in this process, as local situations differ. Not every MDG target might be a priority in every area, while additional indicators or objectives might need to be added. For example, in some areas transport might be the most crucial issue, while in others it will be access to electricity, or local garbage collection.

Once targets are localized, Local Authorities are incorporating them into local development

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plans and budgets, in a way that can be monitored by local citizens and civil society. After all, local public spending to achieve the Millennium Development Goals—as with all public spending—needs to be used effectively, efficiently, equitably and with accountability. These local development plans need to be comprehensive, tangible and time-bound, with targets both for 2015 and for intermediate years. The local development plans need to also incorporate a multi-dimensional and cross-sectoral approach that goes beyond the social sectors and ensures that there is not a bias towards investment expenditures. At the same time, local Authorities in the South must ensure that all local processes—from planning to budgeting to service delivery—are pro-poor, gender sensitive and pay due attention to excluded groups.

Local Authorities in the South are also increasingly involving individual citizens, communities and civil society organizations in the process of establishing local priorities; decisions on budgetary allocations; project design; and maintenance and oversight of the delivery of public goods and services. The involvement of citizens should be as great as possible. They should not only be consulted, they should also be involved in the process of making decisions. Only if this is the case, is when decisions really reflect needs and priorities, and only then is when there is a broad ownership of the local development process.

Southern Local Authorities are also using the MDG framework to reinforce local accountability to citizens at all levels. Accountability requires transparency and the provision of information by local authorities. Information provision when it is simple and streamlined, minimizes the risk of funds leaking away because of corruption. Accountability mechanisms also ensure that policies and programmes are implemented as designed, and that funds and efforts are not diverted to other (often legitimate) purposes along the chain of implementation.

The international donor community uses the Millennium Development Goals as the overarching framework for their international development efforts. In addition, donors are increasingly interested in engaging at the local level. By adopting the MDG framework, Local Authorities are being able to express their plans and priorities in the “common language” connecting national and international development policies. Using this language is enabling them to access the funding available from international donors, and to ensure that it is spent on local needs and priorities. However, while sources of revenue coming from outside of the locality are important, local authorities in the South must also focus on generating revenues locally.

Partnering with other Local Authorities and Local Authorities networks working for the achievement of the Millennium Goals is also increasingly expanding trend among Local Authorities. Networks of Local Authorities—both at a national and international level—are working together specifically to enhance local efforts to achieve the Millennium Development Goals. Networks are increasingly becoming repositories of information on good practices which are made available to individual Local Authorities. Networks of Southern and Northern Local Authorities are also increasingly effective in lobbying national governments to meet their commitments on the Millennium Development Goals and to deliver effective decentralization.

On this last point, we believe at the United Nations Millennium Campaign, that more can be done by broad coalitions of Local Authorities; Local Authorities must become more pro-active in publicly campaigning for the achievement of the MDGs;

We strongly believe that a key driver behind the significant achievements made to date on the MDGs has been the strong political commitment that the MDGs themselves have ge-



Barcelona, Milan, Munich and Paris - the first European cities to receive the Millennium Development Goals Committed City Seal

In 2009, the United Nations Millennium Campaign awarded the Millennium Development Goals Committed City Seal to the cities of Barcelona, Milan, Munich and Paris. The “seal” was a recognition for their leadership in the field of public awareness on the MDGs and their willingness to strengthen this commitment in the future.

At the award ceremonies, which were held in each of the four cities, the Mayors of Barcelona, Milan, Munich and Paris expressed their firm commitment to be at the forefront of the efforts to achieve the Millennium Development Goals (MDGs). The presentation of the Millennium Development Goals Committed City seal to the four cities took place on the occasion of the ‘Stand Up and Take Action’ initiative on 16-18 October, 2009 which commemorated the United Nations International Day for the Eradication of Poverty.



On Sunday March 7, the 32nd edition of the Barcelona Marathon, which had over 12,000 participants and 100,000 spectators, included an inflatable arch featuring the 8 Millennium Development Goals, produced by the Municipality of Barcelona in collaboration with the Spanish Millennium Campaign. The “Expo Marathon” - a space that featured entertainment activities - featured a Voices Against Poverty box, where citizens recorded messages in support of the MDGs.

nerated from leaders at the local, national, and global level in rich and poor countries alike. But clearly, the MDGs would not have emerged as the most durable set of development commitments in recent history had it not been for the steady growth in public awareness of, and support to, the MDGs.

We are convinced that the experience of Local Authorities in advocating for issues relevant to devolution of political and administrative power and decentralization of resources, can play a critical role in influencing national decision makers of their responsibility to deliver on the promises made in relation to the MDGs.

Local Authorities and their critical daily interaction with citizens, puts them in a privileged position to outreach to their own local citizens in a way that neither national governments, nor international institutions can emulate. Educating their citizens about issues of global concern is a fundamental role of Local Authorities especially in the North. To educate their local youth, their families, local pressure groups, and local civil society about the need to deliver on the promises made at the Millennium Declaration also positions Local Authorities as a critical actor in the international arena.

By raising awareness among local citizens about development issues and the MDGs, Local Authorities are very well positioned to generate the much needed citizen pressure for change of national policies on development cooperation.

To date, the MDGs have brought together the broadest anti-poverty coalitions such as Make Poverty History and the Global Call to Action Against Poverty. These coalitions made up of thousands of faith-based organizations, NGOs, trade unions, social movements, and local groups. The Millennium Goals, have brought as well, the largest ever citizens’ mobilization against poverty such as Stand Up and Take Action (with over 173 million people joining in October 2009). From the Catholic Church to the evangelical churches with their MDG-focused Micah Challenge Campaign, from the Imams in Indonesia and Nigeria to the Art of Living movement inspired by Indian yoga, from world leaders like Mandela to womens’ groups selling vegetables in rural Bangladesh, from superstars like Shakira, Ronaldo and Bono to Local Government Associations, and individual Mayors and Municipalities ranging from Gulu to Milan, Chandigarh to Barcelona and Montevideo to Paris, the moral call of the MDGs have built a massive, albeit disparate, global movement—all striving for a more just world without poverty. The need for continued public campaigning for the MDGs remains higher than ever as we countdown to 2015.

This 2010 offers us all unprecedented political momentum. Local Authorities are going to be present at the “MDG + 10 Summit in New York this next September. There, Local Authorities have the chance to turn something that could easily have been relegated to another well-meaning but forgotten set of global conference outcomes or sterile statistical targets, into an engine of change with unpredictable transforming capacity. Let’s not miss the opportunity!



The alliance of municipalities of the south of Madrid for the millennium goals

“A networking experience in the framework of municipal decentralised cooperation”

Pedro Moreno Ródenas | *

1. The alliance's beginnings

After the various municipalities of the south of Madrid acquired experience in cooperation, and with the general interest of advancing in cooperation policies and actions, in 2005 the mayors and the town councils of Alcorcón, Fuenlabrada, Getafe, Leganés and Parla, with the organisation “Platform 2015

and More”, convinced of the need and importance of building decentralised cooperation policies and establishing coordination and networking channels, and above all aware of the need and importance of strengthening a firm commitment to the fulfilment of the Millennium Development Goals (MDGs) which have been set for 2015, agreed on the following Declaration:

1. We support the common endeavour to achieve the Millennium Goals and the need to strengthen the political will to carry out a more coherent action in favour of sustainable human development in the world. The many promises that have not been kept cannot be allowed to leave millions of people in despair worldwide. The Millennium Goals should be consolidated as the most important reference for the preparation of the agendas of solidarity and of redistribution of the wealth of all the development agents: governments, international bodies, D-NGOs, bilateral agencies, local authorities, trade unions and universities.

2. We affirm and applaud the existence of the Alliance Against Hunger, promoted, among other figures, by the Prime Minister of Spain, José Luis Rodríguez Zapatero, and by the Secretary-General of the United Nations, Kofi Annan, to strengthen the political will to fulfil the MDGs. The Alliance of Civilisations which has recently been promoted before the United Nations General Assembly is, moreover, a call for our active commitment, requiring

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concrete responses and joint initiatives. The social mobilisation and citizen participation that the Porto Alegre World Social Forum has been generating and the action campaigns of the social organisations against poverty uphold our strategy.

3. We consider that the intention of promoting the MDGs in the local sphere is not only appropriate but also indispensable on the road that must be travelled to eradicate poverty and achieve sustainable human development. This Alliance of progressivist municipalities and of citizens, organised in the Autonomous Region of Madrid, seeks to contribute with a large political content, by means of social pressure, to the consolidation of a Global Social Agenda for Development. This is an agenda of greater justice, distribution of wealth, democratic participation and universal human rights for the poorest countries and peoples. It is an agenda that entails a far-reaching change in the neo-liberal model of relations between countries and within each country, actively involving the population in order to achieve its fulfilment and to fight for social cohesion.

4. The example of progressivist municipalities that build social policies in their respective spheres should serve as encouragement for social pressure and the citizens and for the building of alliances with the municipalities and social organisations of the impoverished countries.

5. To this end, we will seek the support and collaboration of collectives and associations of neighbourhoods, citizens, businessmen, women and young people, of emigrant organisations and of the educational community, in our respective spheres. This alliance will simplify the contact with the local communication media and the use, when necessary, of social and cultural infrastructures.



This declaration laid the bases and provided the initial impetus for the creation of a space of reflection and coordination for decentralised cooperation policies and actions reflecting the municipal view of this endeavour.

2. The alliance's path

As from that moment, there was created a stable working group formed by the municipalities of the south of Madrid and the D-NGOs represented in “Platform 2015 and More”. The working group has the goal of making the population of its municipalities aware of the need to undertake a commitment to establish bold determined policies that will generate proposals high-

lighting and exerting a direct influence on the North-South difference and the living conditions in the poorest countries. For this purpose, it began to carry out such actions as the presentation of the yearbook on the progress in the MDGs’ fulfilment, the establishment of municipal cooperation and the consensus on the approach to it, and the holding of events like the concert commemorating World Human Rights Day.

Once these actions had been undertaken and after four years of work, despite the difficulties encountered by certain town councils as a result of the neglect shown by the government of the Autonomous Region of Madrid, the idea arose of establishing a structure to

highlight the positioning of the Town Councils of the south of Madrid with respect to social policies, and to present the clear difference in their viewpoint, responsibility and social commitment in the fight against poverty and social exclusion.

This is why the Town Councils decided unanimously to establish a collaboration consortium that would simplify the task to be carried out and generate the necessary tools to make the cooperation policies more efficient and effective. This will be expressed through the signing of an agreement between all the Mayors on 19 February 2010, in the presence of the Secretary of State for International Cooperation, Ms. Soraya Rodríguez.

3. The future of the alliance of municipalities of the south

At the Town Council of Alcorcón, which holds the presidency of the Alliance of Municipalities of the South (Alianza de Municipios del Sur) at present, we are convinced that there is a need to generate changes in cooperation and that the changes should also extend to the municipalities.

On the basis of this new conception, the Town Council of Alcorcón and the Alliance of Municipalities of the South propose a different model of cooperation in which the most important asset is not financial but human, and in which the currency of exchange is not only the euro but also the transfer of knowledge and experience.

The town councils can and should feel the need to share and export their potentialities, to allow real changes in the partner countries and to simplify in this way social cohesion and promotion, which are two basic conditions for taking the first step towards the building of sustainable cooperation models.

A political will and a joint effort are required to this end. This is why we attribute a great importance to networking as a form of work, considering essential the transfer of knowledge and its orientation towards South-South projects to progress in effectiveness and results.

The main strategies that we should prioritise on implementing decentralised cooperation policies are the establishment of new projects with other town councils, the coordination of the municipal actions in the territories (while putting an end to the situation in which all do the same things in the same places), the establishment of nexuses of convergence, and

the strengthening of the contribution of each municipality's speciality.

Consequently, it is necessary to balance the solidary and financial aspects of cooperation. Cooperation should not remain only in the sphere of the local administration but rather, on the contrary, it should strengthen its character of nearness and horizontality.

Moreover, it is necessary to think from the local to the global and to articulate networks and agreements so that diversity will become strength and cease to represent a threat. The key to success lies in combining resources and in generating added value.

Nevertheless, in many countries decentralisation continues to be an unresolved matter and despite the advances that are being made and the work that is being carried out in this respect, it will not be an easy goal to achieve.

Municipal cooperation has a great deal to contribute in this process, favouring the development of North-South and South-South public policies as a base for the building of sustainable policies.

The local governments are the administrations with the greatest potential and future. At the same time, however, their development capacity depends to a large extent on their capacity to create and develop ties, to coordinate themselves and to work with other administrations. One of our challenges is to become aware and to make our partner countries aware too, that investing time and resources minimize difficulties, improves results and simplifies the procurement of funding.

Consequently, we will seek to generate new cooperation tools and instruments, to prioritise direct cooperation from the municipalities and to find new formulas that will help us to exercise a greater influence on our official development assistance.

The fact that we have limited resources does not mean that there is not a lot that we can do.

The key is to understand the role that each level of the administration plays in cooperation and to structure joint actions.

Accordingly, the Alliance is conceived as a useful tool for the actors and the organisations that believe they can provide more effective and coordinated cooperation at municipal and regional level thanks to the municipalities of the Alliance in the partner countries.



observatorio

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