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*An urban shanty town, in the city of Casablanca*

*François Raphé - D.R.*

## Access to basic services

In a context of rapidly increasing global population and the massive urbanization of this population, demand for access to basic services will be one of the main challenges for future years.

For water, considerable, though inadequate, efforts are made to provide sufficient resources, the same does not always apply to the other services such as energy, transportation and above all sanitation which everywhere seems to be the poor relation in this mobilization.

Mobilizing governments and local actors in general is therefore a priority for the international community which sees it as a way of improving the living conditions of the most destitute groups but also of reducing tensions between countries and communities in various parts of the world where access to these resources is vital.

The campaign for access to basic services and for universal recognition of a new right which was launched by France with support from many other countries, takes on its full meaning in a context where the sharing and rational use of energy and water

attain a new dimension and affect all countries and areas.

Obviously it is important to make legal advances in this area, but this is not all that is required as technologies, practices and development models are at the heart of public policy and collective and individual practices.

Improving the organization and provision of services by making them accessible to all, but also taking account of the specific features of demand, must be central issues for local actors, associations, local authorities, professionals and researchers.

The work conducted by the Institut pour la gestion déléguée (French Institute for public-private partnerships) and ISTED, as well as by the water solidarity programme and the French development agency and many others besides all contributes to this effort which France wishes to support and foster on the international scene. ■

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# Basic services: a French idea and its international recognition

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*France is frequently accused of idealism with regard to international law; occasionally even, the gap between its official positions and its actions is pointed out with irony. This vision of the world order came into being with the Enlightenment and was spread by the French Revolution. It has been followed by a whole line of politicians (such as René Cassin, one of the main architects of the Universal Declaration of Human Rights) and is above all humane in intention, placing Man at the centre of the social contract and providing him with the means to achieve dignity and the guarantee that his integrity will be respected.*

France is a medium-sized country, but it is well placed to answer sceptics. The French President has strongly supported, with other countries, initiatives to achieve the millennium development goals:

- a commitment to devote 0.5% of GDP to development aid from 2007, rising to 0.7% in 2012;
- universal access to basic services (drinking water, sanitation, energy, telecommunications, public transport, waste collection and elimination).

It is in the second area which the Institut de la Gestion Déléguée (Institute for Public-Private Partnerships) has focused its efforts for four years, in close collaboration with the French Authorities and increasingly numerous international partners. This process aims first of all to bring about the adoption of declarations, but also change things on the ground. Developing strategic frameworks and clarifying the conditions of success are the necessary preliminaries to action.

## **Gaining access to diplomatic summits**

The international initiative to provide universal access

to basic services is today central to many international meetings: both the last World Urban Forum in Vancouver (June 2006), and the 2006 Africities Summit in Nairobi devoted a major part of their programme to it. The issue has been taken on-board by the UN-Habitat Agency after the meeting of its Governing Council in April 2005 which adopted resolution 20/5 in favour of universal access to basic services (proposed by France with support in particular from Brazil, the Philippines and South Africa).

It should be borne in mind that the starting point for this initiative was a French proposal (type II initiative) put forward during the Johannesburg Summit on Sustainable Development (August 2002). At that time, the French Committee that was preparing the Summit, chaired by Michel Mousel, was looking for fundamental ideas to bring together the French actors (government, NGOs, local authorities, companies, trade unions, etc.) who were to travel to Johannesburg. At the same time, the Institute for Public-Private Partnerships had

brought the principal actors involved in the management of local public services in France to agree on a charter of good governance<sup>1</sup>, a prelude to the setting up of a constructive dialogue between all the stakeholders. The project for a Charter of Access to basic services resulted from a combination of these two projects, which were adapted to the context of developing countries in order to propose principles for organizing, managing, financing, pricing and solidarity for basic services. This made it possible to achieve the unity of vision that was sought between all the French actors<sup>2</sup> who were present in South Africa (“from Veolia or Suez to ATTAC”). The Official Report that was published at the time provided the opportunity for several of these participants to develop variants for different sectors, in particular drinking water and electricity.

Subsequent events demonstrated the ability of French players to continue to take what they were committed to to the highest level. To begin with, the initiative was taken over by UNITAR, which led a working group

that brought together governments and international NGOs with a view to identifying guiding principles for universal access to basic services. It then asserted itself in many forums such as the United Nations’ Sustainable Development Commission (Sessions 12 and 13), the Africities 3 Summit in Yaoundé (September 2003), the World Urban Forum in Barcelona (September 2004), etc. UN-Habitat, now responsible for the success of the initiative, is continuing the work of analysis and awareness raising that was begun in Johannesburg. The conclusion of the process is still undecided and there are a number of possibilities: the most optimistic players, which include the IGD and the majority of French actors, are aiming for validation of the fundamental principles by the General Assembly of the United Nations.

In addition, the guidelines which have been validated with the French Development Agency and the World Bank constitute another key concrete objective.

## **Making a greater impact in the field**

It is customary to pose questions about the impact of international law, in particular when it applies to human rights. Nevertheless, who could contest the growing power of the arguments drawn from the body of international law that is inspired by human rights? This dissemination

process affects all countries, even the United States, which is considered as one of the most resistant to international law, whose Supreme Court has recently recognized the primacy of the Geneva Convention over the internal rules for judging prisoners in the camp of Guantamano Bay. There are increasing signs of a change by which the pre-eminence of the interest of States is being replaced by the rights of individuals: while occasionally other trends are apparent, they do not bring this process into question. And while there is still a considerable distance from the letter of the law to the realities in the field, it is tending to be reduced: perhaps there is a parallel here with the French diplomatic tradition described above, which would validate the approach.

International recognition of the fundamental principles of universal access to basic services could therefore be achieved in several ways, each satisfying different requirements. Adding a text to the Universal Declaration of Human Rights, or to the United Nations Covenant on Economic, Social and Cultural Rights, would demonstrate the desire of States (as it is they who decide) to make commitments to their populations. In a less ambitious, but more concrete, way compliance with the Charter of Good Practice as regards a strategy for universal access to basic services, to begin with by the relevant United Nations' agencies or programmes, then on a voluntary basis by the other partners involved (international donors, governments and aid agencies, NGOs, local authorities in the framework of Local Agenda 21 initiatives...),

could have important effects on the granting of international funding (and therefore on the management of projects). Lastly, it would be possible to ask an independent international body to publish an annual report on the policies to provide access to basic services judged against the yardstick of fundamental principles: we are beginning to see, even in France, the potential influence of instruments derived from sunshine regulation, as is shown by the debates which follow the reports of the French Government Accounting Office (Cour des Comptes), independent administrative authorities or NGOs such as Transparency International. The French players, the Institut de la Gestion Déléguée in particular, have clearly understood the benefits of using the machinery of "soft power" to promote general interest causes. This strategy produces important results, much more than could be obtained by pooling all their financial resources, because it can influence the channels used by the totality of the world's funding for these policies and leads to a redefinition of the priorities and means of action in the context of international, national and local strategies. By this means, the strength of the IGD and its partners is out of all proportion to their sizes. In this context, it is necessary to wish to attain the most ambitious objectives in order to manage to achieve as much as possible as quickly as possible: this is the aim of the partners in the international initiative for universal access to basic services. ■



Reservoir for a drinking water supply network in a village in Dioncoulané, Mali

D.R. Guillaume Aubourg

1. *The Public services charter which was signed on 16 January 2002 by the three major associations of local elected officials and the IGD, under the high patronage of the President of the French Senate, now has approximately twenty signatories.*
2. *The Basic Services Charter was presented in the framework of a type II initiative, jointly supported by a government and NGOs.*

### Principles for financing basic services

The report "Governance, partnership and funding for basic services" (Gouvernance, partenariat et financement pour les services essentiels) was the outcome of a year of study under the direction of J-P Elong M'Bassi (Partnership for Municipal Development – PDM), and has just been published by the Institut de la gestion déléguée (French Institute for Public-Private Partnerships). The report was drafted with assistance from a large number of

professionals and aims to re-examine from every angle the fundamental principles that govern the economic and financial management of basic services, in particular by giving the public authority the prime responsibility and organizing the different categories of partnership (public-public, public-private, public-user, public-association) around the ultimate objective of universal access. The report is available on request from the IGD. [contacts@fondation-igd.org](mailto:contacts@fondation-igd.org)

# Local actions for a global challenge: --- new perspectives opened up by the 4th World Water Forum

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*Every three years, the World Water Council organizes a World Water Forum with a host country - Marrakech (1997), The Hague (2000) and Kyoto (2003). From 16 to 22 March 2006, more than 12,000 visitors from 149 countries travelled to Mexico City to take part in the 4th World Water Forum. The Forum provided an environment for exchanges and debate, with more than 200 sessions centred around the five framework themes and five cross-cutting perspectives, supported by water players from all parts of the world and presenting more than 500 local projects.*

With “Local actions for a global challenge” as its main theme, the World Forum has at last focused on the local level, where actions have the greatest impact and where local players have a key role in finding solutions which result in the achievement of the millennium development goals. A “ministerial round table” provided the opportunity for national governments, their diplomatic representatives and the various international bodies with an interest in water (United Nations Agencies and Programmes, regional organizations such as the European Union for example) to meet each other, but unfortunately those who signed the final declaration have not made any commitment as this Forum is not on the United Nations calendar.

French actors made their presence felt throughout this Forum, in particular because of the presence of Madame Olin, the French Environment Minister, and many elected officials from the major cities, regions and Départements; but also by means of a preliminary con-

sultation process between the French actors in the sector within the “French partnership for Mexico City”. Nine thematic messages related to water and sanitation were drafted during the twenty sessions organized by the members of this partnership, or during activities in the French Space which provided a location for discussion and debate, particularly with African partners. The Forum, particularly its preparation, provided an opportunity to strengthen ties between the public authorities, the private sector and the associative sector. For the first time, a “French water team” was formed and a large delegation of elected officials and French Members of Parliament joined this, in particular in the framework of the Association of United Cities and Local Governments (UCLG).

The local relevance of the forum was particularly apparent in Mexico City Hall where foreign elected officials and members of Parliament met to draft a “statement about water by mayors and elected officials”, proposed by the UCLG’s

water and sanitation Commission. This world first is a concrete expression of the commitments made by the World Water Council and the Mexican Government (“local actions for a global challenge”), commitments which were restated during the outstanding open speech by Loïc Fauchon, Chair of the Council.

It is important to note that three Heads of State spoke during the Forum: President Fox, during the opening ceremony, President Chirac by means of a video message during the closing session and President Chavez who spoke from Venezuela. The European Union’s representation was very small and only Japan, the Netherlands, Switzerland and France had a genuine presence.

## **Perpetuating the French dynamic of Mexico City**

The partners unanimously recognized the added value of the concerted approach which had been applied. They have greatly increased their impact and visibility by organizing themselves beforehand in order to provide messages which were agreed and backed by all

parties. What now needs to be done is to perpetuate this approach for the next World Forum and to unify French water players so they can take part in a coordinated and effective way in international work concerning water. The continuation of the consultation process by the French Water Partnership was agreed by all its members, who are listed on the website [www.eau-international-france.fr/mexico](http://www.eau-international-france.fr/mexico). For the present, it was decided to work on a charter which is still incomplete but which should be ready at the earliest for the Stockholm Water Week in August 2006 and at the latest in September of the same year.

The creation of a platform to promote French actors and interests is currently being considered, but at this stage all the members do not necessarily feel represented by the propositions put forward. Last, it is also envisaged to improve the website that was set up during the Mexico City Forum so as to create a permanent means of disseminating information and act as a resources centre. In any event, the organizational flexibility of the French partnership for Mexico City, which is its innovative feature and which is responsible for its success, must be retained for the FPW. The idea of creating a permanent structure has been rejected for the time being.

## **Redefining the principal issues**

The main issue for the French Water Partnership

remains ensuring French representation by taking part in major international events. The manner in which this lobbying should take place, in particular the key locations and the French positions that should be promoted (drawn from work carried out on the nine topics mentioned above), has not yet been decided and should be the subject of a deeper examination in the second half of 2006.

The Minister for Foreign Affairs has proposed considering the CICID-Eau as one of the sub-working groups of the PFE, expressing the official position of France as regards aid in the area of water. This proposal should stimulate thought about which working groups should be retained (the PFM may have too many working groups with some redundancy) in order to avoid overlapping, or even contradictions in the ideas and positions on international aid.

Agreeing on priorities and a timetable for action

Apart from the next forum which will probably be held in Istanbul in 2009, the French presidency of the EU in the second half of 2008 is one of the key moments during which the PFE must organize an event in order to make known French work and the positions of all French players with regard to a number of fundamental questions.

From the standpoint of pS-Eau, the major issues to be examined and which have already been covered by summaries in Mexico City would be:

- systems for monitoring/evaluating the expectations of ODM7, in particular on a country by country basis.
- Innovative funding including solidarity funding mechanisms and particularly the 1% solidarity contri-



*Improved spring in the outskirts of Yaoundé, Cameroon*

bution. The financing of water infrastructure has been covered by two important World Water Council publications. One restates the conclusions and recommendations of the “Gurria Task Force”. The active participation of the French Development Agency should be highlighted in this context, as well as the work of pS-Eau, in particular concerning financial solutions for sanitation.

The other World Water Council publication on this topic (Costing MDG Target 10 on Water Supply and Sanitation) emphasizes that the currently granted expenditure is very much less than it was previously, in particular as far as the Sub-Saharan Africa is concerned.

- Universal access to sanitation with reference to urban development issues and the emergence of new players. This is a major urban problem but one which did not really feature among the concerns of the Fourth Forum in Mexico City.

- Supporting local authorities and strengthening them

by decentralized development aid but also by the development of sub-sovereign funds. Local and regional authorities played a front line role during the Mexico City forum, their legitimacy with regard to the good management of water and sanitation services is beginning to be accepted. We need to build on the process that was started in Mexico City and perpetuate these advances at Africities in Nairobi in September 2006.

- The right to universal access to drinking water and sanitation. The remarkable work accomplished in France by the Académie de l’Eau (Henri Smets) must be saluted. In the coming years, the right to water should be well received both as regards its inclusion in national legislation and in United Nations bodies where, as the texts proclaiming the right to water have existed for a long time already, it could become an annex to the Universal Declaration of Human Rights.

- With regard to the Water Solidarity Programme, the fact that French local author-

ities have recently started to give priority to international aid in the area of water sends out a powerful signal which to a large extent is the result of the organizational efforts that have been made in order to participate in the Fourth World Water Forum and which we hope that it will be possible to repeat during the preparation of the Fifth Forum which will probably be held in Turkey in March 2009. ■

# Access to basic services for low income households, — the example of Belo Horizonte, Brazil

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*An examination of basic urban services in Belo Horizonte reveals that one of the key factors for improving access among low income groups is a “joined up” municipal social policy in which a policy with regard to services (sanitation, water, solid waste) is combined with an urbanization and housing policy. This paper presents some of the instruments available for implementing such a municipal policy.*



Vila Pedreira Prados Lopez, 2005

D.R.

Martin Seidl

Belo Horizonte is the capital of the mining state of Minas Gerais and home to a population of approximately 2.5 million. Like most Brazilian cities, Belo Horizonte has grown rapidly since the 1980s. However, this growth has not been followed by urban planning and has resulted in the development of illegal urban areas commonly known as favelas or invasions. Sanitation in the city consists of a separate sewage system which treats 20% of

wastewater, while rainwater flows untreated into the environment. Basic public services are provided by the COPASA which is the State Company of the State of Minas Gerais and by the Municipality of the City (PBH) (see Table). Water and drainage are subject to the municipal sanitation plan which was drawn up in 1993.

Although the cover with regard to basic services in Belo Horizonte is above the national average, the situa-

tion in the favelas remains worrying. Approximately 10,000 people are still not connected to the drinking water network and 45,000 live in areas which are at risk from landslips or flooding. Sanitation in the favelas essentially involves the city-run rainwater drainage system. COPASA is gradually improving the system by installing main drains and separating the wastewater and drainage systems. The charge for sanitation accounts for half the price of

drinking water. The price of one m<sup>3</sup> of drinking water is currently € 0.22 so an average household spends only 3% of the minimum wage (120€) per month. The poorest sections of society can also receive tax relief from the COPASA, which can amount to 50% of the costs of water and sanitation. The COPASA can today guarantee continual supply 24 hours a day to all its consumers thanks to a system of cross subsidies by which the most profitable areas subsidize those which make losses. As a consequence of the COPASA's social action the incidence of illicit connections is very low. It is estimated that 90% of “home owners” in the fave-

## Rate of service for basic services

Service	Drinking water	Wastewater	Rainwater	Solid waste	Electricity
Service provider	COPASA	COPASA	PBH	PBH	CEMIG
Whole city	97-98 %	93-95 %	-	>90 %	100 %
favelas	90 %	60-80 %	-	40 - 70 %	95 %

## Wastewater drainage in Belo Horizonte with an estimation for the favelas in 2000

Destination of wastewater	population	% of the total population	% of the population of the favelas
wastewater or rainwater network	2 040 185	91,65 %	50 %
cesspools	67 639	3,4 %	18 %
environment: ditches, rivers, lakes etc...	84 555	3,80 %	23 %
no sanitation	7 798	0,35 %	2,1 %

las have no title deed. Since the by-laws were changed in 1996, it is no longer necessary to have title deed in order to be connected to electricity, drinking water or the drainage services, which has helped basic services to become more widespread. An interesting instrument for the management of urban planning and basic services in the favelas is the setting up of priority zones for social inclusion (ZEIS). The ZEIS are created on the basis of an index of the quality of urban life (IQVU), which takes account of population density, the income of the population and their access to public services such as transport, education and health care. This index

somewhat resembles the UNDP human development index. In 2002, the IQVU was used to draw up a social exclusion map divided into 2,500 sectors which were ranked according to action priorities. The ZEIS cover a slightly larger area than the zones that are normally referred to as favelas and correspond to squatter settlements which are not included on the land registry. In 2004, the population of the ZEIS was evaluated at 372,000, i.e. 22% of the city's population. Once an area has been designated as a ZEIS, policies for improving basic services are introduced. To this end, the municipality has been trying for the last fifteen

years to create a comprehensive urban policy which includes basic services and opening up the favelas by setting up public transport and household waste collections and building drains. Recently, the improvements that have been made within the ZEIS have been linked to the allocation of title deeds which makes it possible to expropriate and re-house residents in the event of the demolition of their dwelling. The inhabitants of the ZEIS make choices with regard to improvements by means of the participative budget procedure. This instrument was introduced in 1993 and involves 10% of the municipal budget allowing a list of

priorities to be drawn up for urban improvement works. It is estimated that in 2005 approximately 20% of the funding that was allocated was invested in rainwater drainage projects.

By way of a conclusion, it can be stated that Brazil has created a variety of instruments for improving access to basic services. Apart from the "condominial" network which reduces the cost of wastewater drainage, major advances have been made in Belo Horizonte by applying urban policies to the poorest sections of the community, in particular by setting up ZEIS and creating a municipal sanitation plan which is accompanied by a programme providing access to property ownership in the framework of the participative budget. The impact of these instruments has been strengthened by applying social pricing for drinking water and the municipality's ownership of shares in the water company. ■

## Conflicts with regard to the provision of public interest services in the periurban districts of Cochabamba, Bolivia

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*At the request of ISTD and in the framework of a comprehensive study, the CIGU has conducted research into the problems faced by two Bolivian municipalities in the suburbs of Cochabamba with regard to the supply of public interest services. This work has received technical support from a local group which is connected with the San Simón University water centre and the NEGOWAT aid project in the same city.*

The two municipalities are adjacent and have similar characteristics. They are 10 km from Cochabamba in a zone which includes a fertile valley and the hills and mountains of the Tunari mountain range. Until recently, they were home to a dispersed

rural population living from small-scale agriculture. This situation changed twenty years ago when the collapse of the mining industry and the rapid development of coca growing generated a large amount of internal migration towards the suburbs of the Bolivia's main cities.

These zones therefore underwent very rapid demographic and urban growth. In the two communes considered, Tiquipaya and Colcapirhua, population growth attained 11.2 % over the period 1992-2001 and is now running at about 5 %. The building industry, informal trade, transport and other services are currently the principal activities in these two municipalities.

The characteristics of the dwellings, the supply of public interest services and other fundamental indicators show that approximately 90% of the population of the two municipalities is poor or lives below the poverty threshold. More than half of all the homes are connected to a drinking water network, but less than a quarter are connected to a drainage network. This is because water supplies are provided by community water committees emanating from basic local government bodies which, since the 1950s, are the main units of Bolivian agricultural organization. These committees collect water from different sources and distribute it generally to 100 or 200 consumers but only exceptionally provide wastewater drainage services. In addition, the local irrigation committees collect surface water or underground water and distribute it to consumers for agricultural use.

Generally, these small water supply networks are inexpensive and relatively effective in terms of service quality and regularity. The main limitations relate to their small extension capacities and the absence of supplementary drainage services which constitutes an obstacle for the consolidation and urban development of the two municipalities.

At the end of the 1990s, the Bolivian government de-

decided to privatize the drinking water supply networks nationally. In Cochabamba, it conceded this service to a multinational, Aguas del Tunari, without taking the existing situation into account. What followed is known as the "water war", in which the population was actively engaged until the concession was removed. These events resulted in the multinational taking the Bolivian government to the international courts and a feeling of distrust among the population.

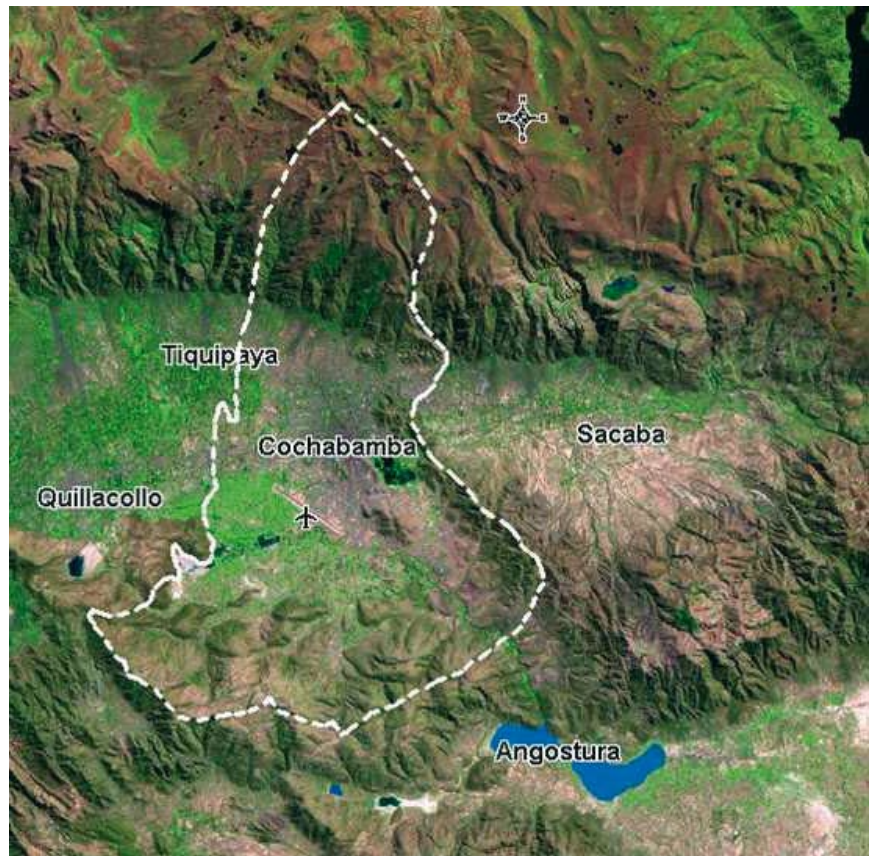
Some years later, the municipality of Tiquipaya announced the implementation of a master plan for drinking water and drainage, which was also drawn up without taking account of the existence of the committees and the local councils. The population's vigorous response led to the resignation of the mayor and the withdrawal of the plan.

The two municipalities developed the joint drainage plan known as MACOTI which also included drinking water supplies. Once again, the population's firm opposition meant the project had to be halted. During the last two years, with the support of the NEGOWAT aid project, a technical negotiating table has been set up which brought in all the players (water committees, irrigation councils, municipalities, central government and other bodies), in order to attempt to find a solution agreed by all parties. Unfortunately, the results have been disappointing and discussions have currently been broken off.

A set of social, political and economic factors which are closely linked to the situation in Bolivia, to the rapid urbanization of the suburb of Cochabamba, to the existence of many individual and collective interests and

the scarcity of such an essential resource as water have generated this conflict which has so far proved to be insoluble in spite of all the efforts that have been made.

Successive errors on the part of the local and national authorities, which are more willing to give in to external pressure than listen to the views of the population, obvious institutional weakness and the absence of a culture of participation and consultation have all aggravated the problem. The main lesson from this experience is that any development project must take into account the situation on the ground and the opinion of the population and allocate sufficient resources to the preliminary tasks of diagnosis, information provision, training, institutional strengthening and dialogue and the attempt to find a consensus with the population. ■



Cochabamba

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# Access to water and sanitation services in the districts of Ouagadougou (Burkina Faso)

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*Ouagadougou, the capital of Burkina Faso, has more than one million inhabitants. Between 1961 and 1990, its surface area tripled and the city now covers more than 31,000 hectares. However, its average population density is low as the plots of land are relatively large and the environment is often still rural in nature. The cost of access to water and sanitation networks for a household in the peripheral districts of Ouagadougou, if one takes account of the cost of extending the existing networks, is consequently prohibitive. The relative poverty of the population, the land tenure status of the districts and the scarcity of water resources make the situation even more complex. Nevertheless, during the last decade, Burkina Faso has been developing novel technical and institutional solutions in an attempt to solve this difficult equation.*

Today, the districts that possess “development plans” account for 70% of the total surface area of the city, but one third of this surface area still has no services laid on and a low population density. The informal districts (which were built without legitimate plans) account for 20% of the total surface area, i.e. approximately 6,000 hectares, of which 3,200 has a high population density. Until the present, only districts which had been parcelled out were provided with access to basic services. Two provisions in earlier reforms unintentionally helped to extend considerably the informal districts. The 1985 land reform aimed to provide security to the populations in the informal districts. The mere fact of being a resident constituted, at the time of the operation, a guarantee of a parcel of land in the zone. But speculators fictitiously increased the number of beneficiaries. In 1997, the criteria were revised in order to combat the combined activities of the customary owners and speculators, but without much success.



*Ouagadougou photographed by the Quickbird Satellite*

In the villages which have been absorbed by the expansion of the city, no distinction has been made between native and non-native residents. In order to acquire rights to a parcel, speculators built a large number of cheap and precarious buildings. By using front-men, some have obtained a large number of parcels. These parcels are either sold im-

mediately or later when, once the development has been finished, the land has gained a considerable value<sup>1</sup>.

## **Levels of service still low**

The National Water and Sanitation Office is the State company responsible for creating and operating drinking water and sanitation infrastructure, in par-

ticular in the capital Ouagadougou.

In the city suburbs, drinking water is mainly obtained directly from public fountains or from a seller, however hand pumps and private wells still supply water to approximately 35% of the households in Ouagadougou. All of the 622 ONEA public fountains, which provide 40% of the

capital's water supply (20% of which consist of individual connections) are located in the parcelled out zone. 85 of these are on the boundary of the parcelled out areas, and will therefore supply water to households in the non-parcelled out zone. The 57,000 households in the non-parcelled out zone therefore have 85 fountains, i.e. one public fountain for 3,600 non connected inhabitants, as opposed to one fountain for 610 inhabitants in the parcelled out zone.

The situation with regard to sanitation has considerably changed since 1990 when 60% of the population still used traditional latrines and 90% of the sewerage emptied from them was discharged untreated into the environment. Between 1992 and 2003, 38,000 individual sanitation structures were constructed and 300 craftsmen were trained, which increased household coverage from 8% to 40% with almost 75% of the cost being borne by the beneficiaries (and the rest by the ONEA). However, until now the ONEA has not been active in the zones that have not been parcelled out. On this basis, 25% of the population of the urban area is living below the poverty line. Poverty is increasing, but willingness to pay for improved water services is considerable.

In the districts, the water sellers, who are part of the informal economy, alter the price of their 220 litre barrels according to demand and in response to water shortages. The price of water can consequently vary from 1,000 CFA Francs a cubic metre in the rainy season to 2,500 CFA Francs in the dry season, i.e. between 4 and 10 times the price paid by connected households (for the minimum quantity that is provided at a low price).

The standard of living of the population in the non-parcelled out zones, based on their level of household equipment does not seem very different from that of unconnected households in parcelled out zones, as has been shown by a study of water demand conducted in the framework of the ZIGA project<sup>2</sup>.

### **Strategic measures initiated by the ONEA to develop water and drainage services**

After several severe periods of water shortage in Ouagadougou, it was decided to carry out major improvements to the city's drinking water supply network. This project is currently under way<sup>3</sup>, with the help of thirteen donors. The ZIGA dam, which was filled in July 2000, has a capacity of 200 million m<sup>3</sup> and should double the production capacity of the ONEA network allowing the construction of 400 public fountains and 50,000 social connections.

At the same time, the ONEA is introducing new approaches to water supply in peripheral districts. These target the non-parcelled out zones in the peripheral districts of the city:

Modifying technical standards: the level of service in these areas will not be limited to public fountains (as is the case today) but will include an offer of private connections at a lower cost; Delegating the service to an independent operator which buys water "in bulk" from the ONEA and is responsible for distributing it within the district.

A pilot project which implements these various techniques is being funded by the French development agency (AFD).

### **The Ouagadougou Strategic Sanitation Plan (PSAO)**

From the outset, in 1990, the PSAO has advocated provid-

ing almost the entire conurbation of Ouagadougou with independent sanitation systems. Collective sanitation is limited to a restricted area in the city centre and the major polluters with wastewater treatment by lagooning. The ONEA, which is the public office responsible for water and sanitation, implements the PSAO. A lagooning water treatment plant with a capacity of 5,400 m<sup>3</sup>/day has been built thanks to co-funding from AFD and IDA.

The part of the PSAO which relates to domestic sanitation offers a range of technical options. It is a modular approach which is adapted to the solvent household demand. In order to obtain independent sanitation facilities, households can choose between the rehabilitation of the traditional latrines, the construction of ventilated latrines or latrines with manual flushing. The only possibility for the removal of waste water is a cesspool. The programme provides the slab, water traps or bricks for the ventilation shafts if required.

In addition, the ONEA has given an NGO from Burkina Faso the task of recruiting and managing a team of leaders with responsibility for "social marketing" in order to inform households about the various technical options. The households which have had these draining structures built seem to belong to an intermediate social group: the poorest households have therefore not yet received the subsidies.

Independent sanitation is to large degree funded by a sanitation tax which is indexed to the invoices for drinking water and raw water of all the towns within the area managed by the ONEA.

### **Small private sector operators, key actors in the sector**

As 40% of water services provided by public fountains, water sellers and the managers of public fountains are key actors in the sector. They have a total turnover of approximately 4.7 billion CFA Francs per year, while the ONEA has an annual turnover of the order of 5.4 billion CFA Francs for private individuals.

Finally, with regard to sanitation, the implementation of the PSAO on a large scale has resulted in the training of 260 masons. Private-sector cesspool emptiers (emptying trucks) offer their services and supplement the system set up by the municipality for emptying the cesspools. ■

1. *Groupe 8 – Hydroconseil – Sahel Consult "Etude de faisabilité du projet d'aménagement et de développement des quartiers périphériques de Ouagadougou" Rapport final phase I, Mairie de Ouagadougou, July 2005*
2. *Solvent demand, which is mostly for individual connections, is fairly similar (assessed at 74% of households in the non-parcelled out zones compared with 85% of unconnected households in the parcelled out zones.*
3. *Its total cost is almost 150 billion CFA Francs*

# “National initiative for human development”

## Casablanca informal housing and access to urban services

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*In Morocco, public policy currently advocates the regularization of informal districts with the restructuring the existing areas by, in particular, working with private sector operators in the framework of the delegated management of urban services. In Casablanca, where approximately one million persons are affected, the intervention of the concessionary company LYDEC in the areas of water, drainage and electricity is the first stage in the change in the status of the “illegal occupants” who become “users of urban services”.*

Casablanca is the economic capital of Morocco, and almost half the country’s industrial potential is located there. Its population has grown from 20,000 at the beginning of the last century to almost 4 million now.

This growing urbanization has been accompanied by the creation of shanty towns, due to industrial growth, the rural exodus and the suburbanization process.

It is estimated that today 180,000 households, i.e. a quarter of the population, live in unsanitary housing. 160,000 households are living in informal dwellings, half or them in urban or suburban areas and the other half in rural areas.

### **The National Initiative for Human Development: a major turning point in public policy with regard to informal housing**

In May 2005, in the context of rising fundamentalism and a decline in the indicators of human development, King Mohamed VI launched the National Initiative for Human Development, a comprehensive project with social, economic, cultural and environmental dimensions that breaks down into

three parts: broadening access to facilities and basic services, promoting activities that generate income and aiding highly vulnerable individuals.

This initiative marks a considerable change in public policy with regard to informal housing which hitherto sought to demolish it and move the residents to the outer suburbs. The new policy mainly favours a two-phase restructuring of the existing settlements: a first phase that provides access by road and access to basic services and a second phase that regularizes land and property ownership.

LYDEC, a subsidiary of SUEZ, is in charge of the delegated management of public services in the areas of electricity, drinking water and liquid sanitation in zones of informal housing within its zone of action, for a four year period.

### **The legitimacy of the private sector operator in underprivileged districts**

LYDEC faces many challenges: the programme involves doubling the amount of annual infrastructure investment and therefore requires large-scale fund-seeking initiatives. The urban



*A rural shanty town, wilaya of Greater Casablanca*

D.R.

François Raphé

configuration and the pattern of building in the shanty towns mean that it is necessary to develop innovative technical solutions which are able to adapt to the changes brought about by regularization. Above all, the company

must have the social know-how to obtain the support of a population which has experienced the failure of successive attempts to remove the shanty towns.

The private sector operator nevertheless has legitimacy

with regard to actions in the underprivileged districts. This was acquired through two social programmes which got under way in 1998:

- On its arrival at the scene, LYDEC was put directly to the task of identifying specific techniques for supplying electricity to the shanty towns with the aim of combating fraud and defining a company policy for these districts. In order to overcome the administrative obstacles associated with unauthorized housing, LYDEC provided electricity with an insecure and revocable contract to "street leaders" responsible for managing the service "in the street".

- This programme has permitted the development of commercial and small business activities as a result of the legal use of electricity

and has consequently had a non-negligible effect on poverty reduction. These ideas have gradually convinced the public authorities to authorize access to electricity to the inhabitants of shanty towns and have no doubt changed their attitude about how to improve the living conditions of these groups.

- In addition, contractual targets to provide social connections made it possible to provide water and sanitation to some underprivileged districts, but this was on a limited scale because the programme only involved legal housing.

In view of its knowledge of the practices and customs of the populations in these districts, LYDEC took an active role, from 2003, in deliberations concerning the future of the shanty towns

by the different administrations with responsibilities in this area.

### **From access to water to citizenship**

Before the National Initiative for Human Development, private-sector operators were not legally permitted to provide services to informal districts. The inhabitants were therefore one of the actors involved in improving their living conditions, thereby proving that they could be "customers" in the full sense of the term, as long as the level and the cost of access to the services corresponded to their expectations and ability to pay.

The political aim is to initiate formal recognition. By providing water and connections to sanitation the concessionary company becomes the

"active wing" of this public policy which modifies the status of these "illegal occupants" who become "users of public services" with the rights and responsibilities associated with their new status. ■

## Veolia Environnement Maroc: a player committed to access to basic services

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*Veolia Environnement Maroc, a subsidiary of Veolia Water A.M.I., is contributing to the National Human Development Initiative (NHDI) launched by the King of Morocco Mohamed VI in 2005, as an operator responsible for public water and electricity supplies and liquid sanitation for local authorities in the framework of three delegated management contracts in areas with a total population of 3.3 million: Rabat-Salé, Tangiers and Tetouan. Its principal contribution to the NHDI is to encourage the increase in access to basic services among low income groups.*

### **Actions undertaken**

The objectives fixed by the delegating authorities for Amendis and Redal include the provision of social connections in order to facili-

tate the connection to public services of groups who live in districts with poor facilities which have grown up spontaneously as a result of the rural exodus around ma-

job cities and in some cases even inside them.

The principle is to offer high quality water, sanitation and electricity connections at attractive financial rates

to families who are "eligible", that is to say whose income and dwelling satisfies certain conditions and who possess the necessary communal authorizations.

Since 2002, the companies which belong to Veolia Environnement Maroc have devised and conducted many social connection operations, and this process has been given fresh impetus by the NHDI.

After a detailed survey of the districts and douars (small rural villages), which

are not yet connected to at least one of the three services of water, sanitation and electricity, the needs as regards infrastructure and related costs were evaluated between May and July 2005 by the design departments of the companies in question, and were then presented to the municipalities and the authorities in order for them to decide on the steps to be taken. After the informal districts that were to receive services and therefore given social connections were identified, it was decided to compress the social connections programme which was initially planned to take place over twenty years into the next five years.

Three NHDI agreements signed between September 2005 and January 2006 in Tetouan, Rabat and Tangiers in the presence of the King of Morocco, Mohamed VI, ratified these decisions and laid down the objectives. More than 100,000 households are involved for water and sanitation and almost 40,000 for electricity. The total investment cost of the operations is more than 200 million Euros.

The cost of the works varies a great deal from one district to another. It depends on whether they are rural or urban in nature, the distance from city centres (and from existing public networks), access conditions and other physical factors (gradients, vulnerability to flooding) and urban aspects (existence of roads, type and layout of dwellings, etc.).

The task of organizing the process with regard to technical, customer and financial issues was assigned to Amendis and Redal as the managers of the public services.

**Social engineering: a new aspect of the profession**

In order to meet this challenge, Veolia Environne-



*Social engineering: the work of the Amendis mobile office in Tangiers*

D.R. Olivier Gilbert

ment Maroc set up dedicated teams and trained its staff so they could work efficiently in this type of district in which many technical, socioeconomic and cultural constraints are simultaneously present. This social engineering is necessary to make a detailed evaluation of the specific features of each district, conduct technical studies taking into account the existing urban environment, initiate dialogue with residents in order to understand their expectations and then explain what we are offering in a climate of restored trust, engaging and monitoring the works and finally launching the final stage – welcoming new customers and bringing new connections into service.

The many innovations made in this framework include the design of mobile offices (modified buses) in order to see customers in remote districts and act as a “general headquarters” within each district throughout each social connection operation.

These are general locations for meeting and dialogue and provide the opportunity to create and maintain contacts with residents and, with the support of local

elected officials and district associations, helping them to cope with administrative procedures.

**Essential coordination between municipalities and the other local public services**

Efficiency depends on the ability to coordinate one’s actions with the other players involved in urban upgrading: municipalities above all in order to regularize the land ownership situation with the authorities, design the future access roads for the districts in question, validate the urban development plans which can be opposed by a third party, all of which together provide an indisputable legal foundation for upgrading projects and without which not a single pipe could be laid.

Coordination is also indispensable with the other departments involved in restructuring informal districts in order to build new infrastructure (particularly roads) and improve public services.

In practice, committees are formed which bring together the representatives of Veolia, municipal government and the other departments such as the urban agencies

and the ministry of Housing and these meet regularly to monitor the progress of the operations and remove impediments.

**Innovative financial arrangements in order to subsidize investments**

Another aspect of the operators’ task is to support the delegating authorities with regard to the financial arrangements for the operations and mobilizing the financial resources required to improve infrastructures. It is necessary to assess the capacity and willingness to pay of the residents in the districts in question, and then offer them payment facilities for that part of the costs to be borne by them which is judged as being “socially acceptable”, in order to find financing to subsidize what neither the beneficiaries nor the public services can pay for, i.e., in the case of Tangiers, Tetouan and Rabat-Salé, almost half of the investment costs (i.e. approximately 100 million Euros).

In Tangiers, these facilities consist of granting an interest-free loan to families which is repayable over a period of up to ten years

in order to pay for the part of the works which is to be borne by the households. The maximum monthly repayment is 100 Dhs. The cost of access to services is decided for each district on the basis of the cost of the works there. Since 2002, more than 90% of the families involved have accepted these terms.

A system has been devised for that part of the cost which is to be subsidized. In Tangiers this is based on several mechanisms:

- the creation of a solidarity fund in order to finance social connection projects, whose revenue comes in particular from a complete transfer of the annual charge paid for ten years by the communes in the Tangiers urban area on the basis

of the volumes of water and electricity sold;

- exonerated of beneficiary households from paying the contributions for improving the public service such as the first connection charges which may amount to as much as one third of the connection cost;

- this exonerated is compensated for by a 10% increase in the first connection charge paid for by conventional (non social) connections;

- the ONEP (National Drinking Water Office) pays for part of the works to convey water to the villages in the Amendis area which are still in rural zones;

- Amendis seeks additional financing for the delegating authority from other national players (the North-

ern Provinces Development Agency, the Social Development Agency, private banks) and international aid players (requests are currently being dealt with by the World Bank, the French Development Agency, the European Union, etc.).

Financial engineering involving socially committed partners is therefore necessary. Without convincing results in this area, the development of access to services is in danger, at worst, of being a utopic idea which is a source of new frustrations for residents or, at best, taking much longer to achieve.

### **An appraisal of Veolia's first social connection operations**

As a result of this approach, in four years (between 2002 and 2005), almost 21,000

new households have social drinking water connections, i.e. a total of approximately 105,000 individuals; more than 5,000 households, i.e. approximately 25,000 individuals, have received social sanitation connections; more than 18,000 households have received social electricity connections in the region of Redal, i.e. more than 90,000 individuals. ■

## The "Business Partners for Development (BPD)" programme and the project implemented in South Africa

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*The BPD is a World Bank initiative which aims to demonstrate the added value of tri-sectoral partnerships between private sector operators, civil society and governmental public organizations, each providing resources, expertise and ideas for sustainable development.*

The general aim is to explore innovative methods with respect to services and sustainable development, particularly for underprivileged communities in urban and periurban zones.

Eight pilot projects have been undertaken to test this learning process in the framework of the BPD: in Colombia, Indonesia, Haiti,

Bolivia, Argentina, Senegal and South Africa.

### **The BPD Kwazulu-Natal pilot project in South Africa**

The partnership involves the public sector with Durban Unicity and Pietermaritzburg-Msundusi which are two municipal institutional structures, Umgeni Water, the public bulk water producer, the Water Research

Commission, which is the national water research body. Civil society is represented by the Mvula Trust, an independent South African non-profit trust whose mission is to improve water and sanitation services for poor communities, and the private sector with Veolia Water, the world's leading private operator which has a great deal of experience in

the municipal management of drinking water and sanitation.

**The overall budget** for the KwaZulu-Natal project is 15 million Rands obtained from donations from the partners in the form of services, human resources, capital and others according to the project agreements, and external financing, in particular in the case of Mvula Trust.

**In order to organize the project**, for each of the two projects (Durban and Pietermaritzburg), a steering committee was set up consisting of a representative from each local Authority (Dur-

ban and Pietermaritzburg), Umgeni Water, the Mvula Trust, Veolia Water and the Water Research Commission. Councillors from the pilot zones involved and the trade unions of the municipalities were also involved. A working group was also set up for each project, made up of representatives of the partners led by the project director made available by Veolia Water.

### The pilot zones

Two zones were identified in Inanda (Amatikwe and Bhambayi), one in Ntuzuma (Ntuzuma Extension G), and three in Edendale (Ashdown, Imbali and Newtown) as being particularly suitable for the project's objectives. Bhambayi is an informal settlement with approximately 1,400 "houses" (7,000 people). The extension known as Ntuzuma G in Ntuzuma has 750 formal dwellings, and a population of 5,000. The Amatikwe phase 1&5b zone, in Inanda, has approximately 800 housing units currently undergoing rehabilitation and a population of 5,000. Newtown, in Edendale, is a semi-rural settlement of 700 low income families (5,000 inhabitants). Ashdown is a formally developed district to the North-East of Edendale, with 1,100 dwellings (6,000 inhabitants). Imbali is a formal sector with 4,400 dwellings (20,000 inhabitants) to the South-East of Edendale.

These 6 pilot zones cover a varied range of situations which are typical of poor urban and periurban zones.

### The objectives of the project

The partners targeted the following objectives during the three years the project ran for:

- providing an appropriate and acceptable level of service which was financially affordable;



*Example of the programme to educate the community by using participatory theatre (led by Durban Metro Water). The topic here is wastewater and health risks.*

- educating communities about water conservation, bill payment issues, health and hygiene;
- the link between access to drinking water and sanitation issues;
- reducing leakages and good operation and maintenance;
- customer management;
- involving the communities in fulfilling these objectives.

The two parts of the KwaZulu-Natal Project (the Durban and Pietermaritzburg projects) are separate and independent, each remaining under the responsibility of its respective municipality. Having said this, the programme functions on the basis of cooperation and sharing between the two projects with regard to major common topics and feedback. Likewise, the KwaZulu-Natal Project is part of and takes part in the global BPD programme as regards disseminating experience and sharing.

### The lessons drawn from the project

We consider that one of the fundamental lessons drawn from the Kwazulu-Natal Project and the eight other projects in the BPD programme is the need for a genuine partnership between the actors. The three actors in a PPP, namely the public sector, the private sector and civil society, must set up a genuine partnership which goes beyond their respective identities, even their differences. This partnership must be institutionalized on a simple and clear contractual basis which defines each party's role. This partnership must reflect the community-based approach and legitimacy in the field must sometimes take precedence over conventional organizational arrangements: it may therefore be preferable to place the NGO rather than the authority in the community in order to carry out liaison work, as was the case in Pietermaritzburg. Likewise, the private sector

may have to change its subcontracting procedures in order to involve members of the community, as was the case in Durban in particular. Finally, it is essential to involve the community at a very early stage in the project gain its commitment, which is a necessary condition for success. ■

# News on cooperation

## “Quadrilogues” for universal access to basic services

The method may seem simple, but it is unusual and innovative. The “quadrilogues” set up by the Institut de la Gestion Déléguée (French Institute for Public-Private Partnerships), involve a meeting, in an informal and neutral setting, between the four principal categories of actors involved in the management of basic services: government administrations, local authorities, service operators (public and private) and user representatives. The stated principle is clear: in the attempt to find ways of

providing universal access to basic services, everything is negotiable between the parties. The discussions allow each party to express what it expects from the others and explain the constraints it faces when attempting to meet their expectations. The objective is to develop a vision then a strategy which are shared by everyone in order to improve the organization and management of services in an approach which is pragmatic as regards the resources which are effectively available, but constructive in

the medium term. Under these circumstances, the shared commitment of the players present can be formalized. A first quadrilogue took place at national level in Benin at the end of May 2006 with the assistance of the Partnership for Municipal Development. The aim of repeating the dialogue platform experiment at the level of each municipality was expressed. Other quadrilogues are in the process of being prepared, for example in Ghana and Togo.

## Training

### MASTER 2

#### Post-graduate diploma in Urban Networks Engineering in Developing Countries (ISUR)

The ISUR professional diploma is issued jointly by the Rennes Institut d'Etudes Politiques and the Université de Rennes 1 in partnership with ISTED.

Since the diploma was created in September 2002, it has produced five years of students, known under the names of Constantinople, Cuzco, Alep, Niamey and Addis-Abeba.

#### Aims

The diploma seeks to give professionals an understanding of multidisciplinary analytical grids that will equip them:

- to set up or analyze projects (negotiation/financing) for introducing or improving urban network services in developing countries, for either local supervisory authorities or international operators, and responding to public invitations to tender;
- to perform the economic, financial and institutional management of these services.

#### A multidisciplinary professional training course

Students receive 400 hours of tuition and in addition follow a five month training course abroad.

ISTED participates in drawing up the syllabus, 70% of which is taught by professionals.

#### International career opportunities

60 % of the students find jobs abroad. The students from the first three years went on to the following employment: NGOs: 15%, firms: 22%, consultants: 22%, French Development Agency: 19%, local and regional authorities: 11%, further studies 11%

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