



United Cities and Local Governments
Cités et Gouvernements Locaux Unis
Ciudades y Gobiernos Locales Unidos

Cities Alliance
Cities Without Slums

CityFuture in Africa

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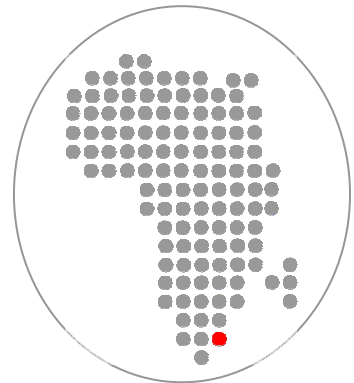


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Abbreviations and Acronyms

ALAN	- Association of Local Authorities Namibia
ALGAK	- Association of Local Government Authorities of Kenya
BMZ	- Federal Ministry for economic Cooperation and Development
CA	- Cities Alliance
CDS	- City Development Strategy(s)
FCM	- Federation of Canadian Municipalities
FLACMA	- Federación Latinoamericana de Ciudades, Municipios y Asociaciones
GDP	- Gross Domestic Product
GTZ	- German Agency for Technical Cooperation
IDA	- International Development Association
IDP	- Integrated Development Plan(s)
JHC	- Johannesburg Housing Company
LED	- Local Economic Development
LGAS	- Local Government Association of Senegal
MDG	- Millennium Development Goal(s)
RALGA	- Rwandese Association of Local Government Authorities
SACN	- South African Cities Network
SADC	- South African Development Community
SALGA	- South African Local Government Association
SWOT	- Strengths – Weaknesses – Opportunities - Threads
UCLG	- United Cities and Local Governments
UCLGA	- United Cities and Local Governments of Africa
UNEP	- United Nations Environmental Programme
USAID	- United States Agency for International Development

1. FOREWORD

Africa is generally characterized as a developing continent. Indeed, development indicators such as the continent's economic growth over the past would seem to justify that tag. It is, however, the attainment of the Millennium Development Goals (MDGs) that would incontrovertibly confirm the continent's development trajectory as almost irreversible. Inherent in the challenge posed by the MDGs is a requirement for planning – planning at a level capable of delivering complex development programs – many infrastructural in nature – to masses, especially in the ever-expanding urban areas, and all within serious financial constraints.

At the local level definitive planning documents are City Development Strategies, supported by – or even termed in some contexts like in South Africa - Integrated Development Plans. The holism required by and built into City Development Strategies is a broad guarantor of possible success – giving a town or city a fighting chance for success and effective development, building on their self standing mandate that is evolving in recent years in Africa.

We shall take Africa to a state of total development to the extent that we harness, leverage and exploit knowledge that is relevant to our challenges and needs. In the revolutionary spirit of “Each One Teach One”, then, it is critical that those who have made inroads into and gains in effective development methodologies and approaches share that knowledge with their continental compatriots, including serving as coaches and mentors in the mould of similar philosophies and approaches in the corporate environment.

What one is saying, then, is that even as we consider and evolve ways to create effective City Development Strategies, we should equally forcefully consider and address ways to make the information and knowledge accessible and implementable with the least possible constraints. Knowledge inaccessible is knowledge unusable.

Local government associations and their member municipalities in the continent become critical vehicles in this regard, with progressive skills development within them necessary as long-term investment in the development of local communities in Africa. That, I am pleased to observe, is happening even through this Workshop and program, judging by their participation.

Of course, getting there is a journey we must walk with our partners, from elsewhere in the world, whose friendship, experience and resources we are pleased to receive and tap into as we reconstruct Africa in pursuit of a continent with others on par, and where our City Development Strategies progressively lead to our attainment of MDGs and a measurably better quality of life for our communities.

FATHER SMANGALISO MKHATSHWA
President of UCLGA,
Co – President of UCLG

2. THE CITYFUTUR PROGRAM IN AFRICA AND BEYOND

Challenges of urban planning in Africa and Latin America

- ▶ 36% of the population of Sub-Saharan Africa lives in urban areas
- ▶ 70% of the urban population lacks shelter, in terms of housing, sufficient water and sanitation
- ▶ The lack of transportation, electricity, and communication are major obstacles for private firms in urban areas
- ▶ Inter-governmental transfers are insufficient, in Cameroon, less than 1% of state revenues are spent on capital expenditures in large cities
- ▶ Employment in the informal sector exceeds 60%
- ▶ 75% of the population in Latin America lives in urban areas
- ▶ In Latin America, between 25-40% of the population lacks clean water and sanitation
- ▶ Land tenure is cited as the main problem in urban development
- ▶ The transferred budgets to local governments vary between 6% of national income in El Salvador to 40% in Brazil
- ▶ The prognosis of private sector investment forecasts a decrease

Urban Planning has to respond to local trends and dynamics of high complexity. The fight against poverty, the management of urban growth and administrative reforms present a challenge for economic and urban development. During the last decade in Africa, many reforms addressing territorial authorities and frameworks have been achieved with the intention to equip local governments with more proactive tools for managing urban development. International cooperation must consider that the range and focus of planning depends on the legal framework, budget, social structure, and economic realities of each country and city.

United Cities and Local Governments (UCLG) is promoting the exchange and implementation of lessons learnt in urban development related to the Millennium Development Goals in Africa and Latin America. UCLG is working with Cities Alliance on promoting City Development Strategies (CDSs) as both organisations consider it to be an adequate planning tool for local governments. The CDS Process commits public and private actors to launch their goals and objectives into action, and thereby attracting capital and ensuring discipline. UCLG is supporting direct dialogue between cities and the Cities Alliance members. Members include governments of the north and the south, UN-Habitat, UNEP and the World Bank, as well as UCLG and Metropolis. UCLG supports cities committed to the program in gaining approval of their proposals from the Cities Alliance.

United Cities and local Governments of Africa (UCLGA) is leading this initiative on the continent. The national associations of local governments support the dissemination of information and advice from the program to their members. We believe that the successful experiences of cities in this region must be promoted and shared with other cities. UCLG is establishing a group of cities committed to address poverty and urban growth. The program aims to support city planning processes by facilitating the development of funding proposals to Cities Alliance. National Associations are encouraged to design proposals together with their members, to further built on this experience nationwide.

United Cities and Local Governments, in Africa and worldwide, the South African Local Government Association, and the host City of Johannesburg organized the first CityFuture workshop in Africa. The workshop united cities and associations of the region to advance city development on the continent and streamline efforts for localizing the Millennium Development Goals in cooperation with Cities Alliance.

The focus of the CityFuture Program is to help local governments and their associations to formulate and implement strategies for urban development that will tackle issues such as the fight against poverty, urban upgrading, and environmental sustainability. The support by Cities Alliance provides a starting point for technical cooperation based on the cities' needs expressed throughout the program. Besides matching financial support for urban strategy development, Cities Alliance and UCLG promote the visions and achievements of the participating cities and associations internationally, thus multiplying the local, national and international dialogue on urban development in the regions of Latin America and Africa.

The focus of the workshops is to facilitate the exchange of lessons and experiences learned by the participants, creating an atmosphere of mutual cooperation, yet at the same time increasing the capacity of local governments.

The four objectives for the CityFuture workshops are:

1. **Define** ideas for the urban development strategies based on the millennium development goals
2. **Integrate** the references and lessons learned of the mentor cities
3. **Elaborate** recommendations and conclusions from a regional city's perspective, so they can be spread and discussed in regional and international events with a larger group of cities and international cooperators.
4. **Match** the intentions of cities and associations with existing programs of active Cities Alliance members in the region, to prepare supportive environments for CDS proposals.

The CityFuture program is designed in 4 Phases with the duration of 24 months. The world secretariat and UCLG's regional sections coordinate the activities; in Africa UCLGA and FLACMA in Latin America. Today, more than 20 Cities have been activated by the program. This growth is a result of the promotion process during the following events:

Summer 2006: The first discussion about the program implementation took place at the World Urban Forum in Vancouver, Canada. The CityFuture program then was launched in Latin America. Invitations to participate were formally announced during the regional Congress of FLACMA in Colombia.

Fall 2006: Launching of the Program in Africa and efforts to motivate cities and associations during the regional Congress Africities 4 (Nairobi, Kenia). The program was promoted within UCLG's commission on decentralized cooperation, in order to link more and more cities of the world during the UCLG World Council in Marrakesh (Morocco).

Early 2007: Activation of participants and the compilation of data from participating cities concerning planning, MDGs, and cooperation priorities.

Summer 2007: Workshops on the formulation of CDS proposals in Rosario, Argentina and Johannesburg, South Africa.

Fall 2007: Discussion and circulation of draft proposals. The draft proposals and the priorities of the cities will be presented and at the UCLG World Congress in Jeju¹ (South Korea).

Spring 2008: Finalize the dialogue with Cities Alliance and active members in the region to gain support and approval for the proposals.

¹ See: www.uclg2007jeju.org/eng/

3. KEY WORKSHOP ISSUES

The workshop opening on the day of President Mandela's 89th birthday, the Head of SALGA emphasized the need to reflect on values that the President had continuously espoused values of *Ubuntu* - human solidarity, democracy and sacrifice. These values need to be incorporated into the development of African cities and hence concentrate on building cities that also fight social exclusion. Segregation, having beset African cities into a state of inadequate planning thus hindering the delivery of CDSs, was noted to be the main challenge. Hence in tackling this, certain areas need to be addressed and these include:

- Shortage of skills and knowledge formulating CDSs
- Dissemination of available methodology and knowledge
- Collaboration with partners
- Partnerships between Local Governments in Africa and elsewhere in the world

Facing the city challenges, the workshop resolved that it was equally important to isolate and target certain key elements.

- Institutional development
- Service delivery
- Financial sustainability
- Improved governance
- Local economic development

The main focus when implementing City Development Strategies should be addressing these five areas, as these would not only confront Africa's urban issues, but also directly promote the achievement of the MDGs. These areas of interest have been the focus for South African cities and are based on a 5-year development agenda. It was emphasized that the plans should be pro-poor, merge with contemporary best practices while taking into account fiscal, social and economic realities. In this regard, SALGA welcomed playing a meaningful role together with UCLGA in sharing knowledge that would assist municipalities throughout the continent.

Sound planning practices came forth as one of the critical components in city development and as echoed by the keynote address, the underlying challenge in Africa has been the "failure to engage in planning and to heed the truism that if we fail to plan, we plan to fail". Secondly, the keynote address also stressed the need for increased access to knowledge and information. "Knowledge inaccessible is knowledge unusable".

The main conference outcomes will be reflected in the report. These resolutions emphasized the need for increased and concentrated action for:

- Networking
- Strategic thinking
- Strengthening of partnerships
- Urban planning
- Enabling legislative environments

The workshop participants expressed their interest in applying for grants of Cities Alliance to initiate or strengthen planning processes, in order to apply the presented lessons learned and practical experiences of cities and associations. It became clear that many cities are not yet in a situation where a CDS can maximize benefits and public interventions. In many countries, the decentralization process is under reformation, and any local intervention should be linked to these national changes. The regional experiences of the World Bank emphasized the need to develop Pre – CDSs. This, in particular, can be a task for local governments associations. The Characteristics of a good proposal became an umbrella for the further discussion.

Practical Considerations, by *Dave de Groot (The World Bank)*

- **Strong ownership** - *to avoid “just another study on the shelf”*
 1. Council Resolution/ Senior Management Commitment
 2. On budget counterpart funding
 3. Thorough iterative processes
 4. In case of associations, members paying dues
 5. Align with proponent’s business cycle/fiscal year
- **Clear strategic priority** - *to avoid “just another externally driven study”*
 1. Congruent with ongoing reform/ capacity building processes
 2. Addresses a broader demand- e.g. communities, policy makers, private, other stakeholders
 3. Facilitates movements towards investment
 4. Provides a “bigger” picture that unlocks cross cutting issues
- **Enabling environment** - *to avoid “just another unimplementable study”*
 1. Policy / Legal framework adequate?
 2. Delivery responsibilities clear?
 3. Adequate capacities in place?
 4. Jurisdictional authority clear?

If NO to any of the above, back up and focus your first proposal on getting these issues right.
- **Cohesive project team** - *To avoid “just another consultant’s report”*
 1. Core proponent staffing crucial
 2. Mobilize locally knowledgeable TA
 3. keep donor partners closely involved
 4. Work to clear milestones; adjust as necessary, but keep them clear
 5. Manage reporting requirements; avoid backlogs
- **Realistic financing plan** - *to avoid “just another unfunded study on the shelf”*
 1. Make sure partner contributions are real
 2. For in-kind (staff time), make sure staff has the time/ incentives
 3. Maximize local inputs, international inputs should be highly strategic
 4. Maximize linkage to local/national/donor funding for implementation
 5. Maximize community involvement and self-help
 6. Pay attention to the fiscal calendar- get it in the budget cycle

4. WORKSHOP EXPECTATIONS

Delegates at the Africa workshop summed up what they expected to achieve at the end of the proceedings. The main expectation across the board was to learn from the experiences of other cities and local government associations, and to pick out best practices for them in terms of:

- Planning for CDS and how to move from strategy to implementation
- How to build capacities for cities
- How to spur investments for cities
- How to write winning proposals and obtain funding for CDS and,
- How to include all stakeholders in planning processes.

The workshop attempted to deliver on these expectations through the various sessions.

- The cities and national associations already implementing CDS shared their experiences with the rest of the delegates. The three cities that acted as group mentors were eThekweni, Johannesburg and Maputo. The national associations that presented their experiences included Namibia, Kenya, Senegal and the South African Cities Network.
- Cities Alliance and the World Bank outlined proposals guidelines, together with other development partners such as USAID and the GTZ. They also detailed their focus areas where they are likely to extend funding to interested parties. UCLGA, Kenya and Namibia also shared their practical knowledge and experience in seeking funding from Cities Alliance.
- Presentations from the South African Ministry of Housing and from the Johannesburg Housing Department showcased policy and implementation strategies, followed by a site visit to demonstrate how the housing policies had translated into practical delivery.
- Reflections on the past experiences from Latin America enabled a glimpse into how participating cities had used CDSs as a way of achieving the MDGs. Decentralization of authority and ownership of processes was noted as relevant for any work on local strategies.

5. LESSONS FROM THE PROGRAM

With the CityFuture program, UCLG and Cities Alliance are promoting the use of City Development Strategies as a tool for achieving the MDGs in Latin America and Africa. Although these two regions come from very different backgrounds in terms of local democracy, financial and legal frameworks, and investment opportunities, they both face the challenges posed by rapid urbanization. African local governments are constrained by severe financial weaknesses, more than their counterparts in Latin America. A World Bank study revealed that expenditure controlled by local governments in Africa is around 10 percent and less. In comparison, some Latin American countries are implementing more than 30%.

The cities committed to play an active role in the program in Latin America are Guarulhos, Petrópolis, Sao Paolo, Medellín, Bucaramanga, Pasto Durango, Municipal Association “el Bosque” (surrounding Santiago), Lima and Villa El Salvador. The cities have expressed interest through their associations and in the follow up of a launching event during the regional FLACMA congress in 2006, in Cali, Colombia.

The key findings of the exchange of our program and workshop activities with the Latin American partners are summarized.

1. **General objective: Poverty reduction is a priority.**
 - Participation - the move forward; from beneficiary to subsidiary
 - Service delivery - a core function that needs to be inclusive. The main challenge is the financial sustainability, especially related to housing.
 - Economical development - a joint objective beyond municipal authority.
 - Environmental management and protection - the future is shaped today.
2. **The City Development Strategies are key frames for local decision-making**
Examples have shown that a CDS can become a navigation system and make public intervention become very effective
3. **Realistic expectations regarding cooperation.** Latin American municipalities are in a position to become direct partners in international loans and credits. They call for cooperation to be adjusted to the realities on the ground.
4. **The impacts;** Brazilian experience of cooperation with the Ministry of Cities indicated a possible model to go beyond the individual experience of cities.
5. **Proposals** - there were many ideas coming up from the participants to work on CDS and to engage cooperation. Basically, five areas can be identified.
 - a. The classical CDS that attends all topics and works on coherence
 - b. Attend pilot housing and urban regeneration (slum upgrading)
 - c. Scale up CDS experience to a metropolitan and provincial level
 - d. Promotion and fine-tuning of national frameworks by the individual municipality, advocacy at the regional proposal level
 - e. Promoting lessons learned and set-up a two year “capacity building program” for local governments in the region

For municipalities in Africa, the Latin American experience contains relevance. The local Authorities also face the challenge of limited authority on urban development and a lack of fiscal capacity. They are also confronted with increasing visibility of poverty as the cities grow. It is critical for their cities to bring in other stakeholders and to partner with the private sector.

From the presentation on Latin America, African participants sought to understand how the lack of clarity on local government functions, as reported for Latin American municipalities, could be resolved. This could be overcome through increased involvement of local governments in planning and the delegation of more authority to manage the land, deciding on land use and negotiating with landowners. Little or no authority at the local level undermines city strategies.

On how the Latin American cities engaged their communities in planning, it was reported that in Africa, there was still a need to decentralize to make similar participatory processes possible. In this regard, the smaller cities were at an advantage as they may have smaller, more manageable budgets and administrative frameworks.

Consistent city leadership was noted as key to ensure continuity and advance the city plans and strategies. In Latin America, many leaders only serve short terms in office and constituents question the sustainability of long-term plans.

From the discussions, participants noted that examples had been derived mostly from the larger municipalities. Is it then possible for a bigger city to be a model for smaller ones? The idea was to try and make connections between cities. Major cities may have more experiences but best practices could be obtained from smaller cities as well and they could also act as mentors and ‘laboratories’ for change.

6. PARTICIPANTS' EXPERIENCE

Cities are increasingly recognized as the frontier of human settlement. As reported by the United Nations, humanity in the future will depend on decisions taken in the cities today. The management of urbanization concerns both the rural and the urban. As posed at the conference, the big question remains, how do we tackle urban issues?

Local Government associations play an increasingly proactive role to disseminate regional knowledge equally throughout the continent and streamline efforts to enhance capacities.

The presented experiences sought to give an overview of the challenges and key issues Africa is encountering with rapid urbanization and development.

6.1. Durban, Republic of South Africa

The city of Durban reported one of their main concerns in implementing the CDS is the integration of the city plans to counter existing segregation leftover from apartheid planning. These include integrating public transport, small businesses with bigger businesses, housing and security. Provision of water and sanitation was targeted at all urban households. In low-income households, Durban resolved to provide free basic water.

Approaching its City Development Strategy, Durban employed short, medium and long-term strategies. Service delivery was critical as was the integration and alignment processes. Durban cited the formalization of informal street traders as one example of involving their partners in implementing the CDS. The other major challenges facing the city are economic growth, job creation, ensuring a safe and secure environment, develop human capacities and counter the HIV pandemic.

To continuously counter the challenges demands creativity and a long-term vision. The city of Durban develops its vision under a concept termed *'Imagine Durban'*. As an example, for the 2010 Soccer World Cup, Durban is already constructing a stadium. But to align this huge project to their long-term vision, the 70, 000 seater Olympics stadium is designed to function beyond the World Cup event, and to act as a conduit for developing the city centre. This involves ensuring multifunctionality for other activities that will not only keep the stadium useful, but also generate income for the city.

The other major plan for the city is the development of ICT. Durban is working on developing a city software, a VOIP (Voice Over Internet Protocol) that will be rolled out in the city center. Schools and communities will also be encouraged to link up. Costs of the software will be kept low at about R100 to ensure affordability.

6.2. *Maputo, Mozambique*

Maputo faces rapid population growth, like many other African cities. Hence it has been necessary to engage in comprehensive reform of the city and its governance structure.

Recognizing that improvements in service delivery will primarily depend on the capacity of the city, Maputo realized key institutional and financial reforms necessary to ensure greater autonomy and sustainability. The Maputo Municipality has launched a municipal development program, *PROMAPUTO*, with financing from an adaptable program loan comprising an IDA Credit and local contributions from the central government and the city council itself. The program is divided in two phases covering a period of ten years. The first phase, which covers three years, is already ongoing with a total budget of 43 Million \$US, of which 30% are local contributions.

The process of strategic planning started in 2005, when the municipal council decided to contract a company to conduct a SWOT analysis, following a two years period of very little success. The assessment revealed a number of shortages in management and service delivery. In November 2005, after a series of internal discussions, a major seminar was held with participants from various sectors. The seminar ended with the establishment of a clear commitment by all relevant stakeholders in contributing for a new environment of change in the city. An independent survey followed on the quality of services and public satisfaction, now established as an exercise to be done every year. The results of the first survey, presented in a form of a report card, helped us to define priorities based on citizen's expectations.

A technical seminar was initiated in February 2006, translating into a step forward in the planning process with the drafting of a 10 years plan. During this seminar, a final version of the vision statement and a Charta of municipal values were adopted. Presently, the vision of 'Maputo, a prosperous, attractive, clean, safe and supportive city' is a common statement and Maputo is trying to turn it into a trademark in all its realizations.

A pre-appraisal mission by the World Bank in summer 2006 led to final negotiations and the approval of the IDA Credit by the World Bank Board on 25 January 2007. *PROMAPUTO* became effective in March 2007 and is currently being implemented. The formal launching ceremony took place on the 21st of March 2007 with a range of stakeholders, many of whom had participated in the first seminar held in 2005 as part of the identification process. During the launching mission the results of the second (2006) report card and a list of baseline service standards were presented, again as a result of an independent assessment done by consultants.

One of the projects concentrates on slums upgrading. Thus three key areas that Maputo has focused on include:

1. Strategic planning
2. Service delivery
3. Capacity building and citizen participation

Planning pace is crucial as citizens become increasingly averse to slow planning processes and poor service delivery. In the Maputo project areas, the city is required to provide certain minimum requirements such as basic infrastructures and social amenities.

The Maputo case suggests that slum upgrading faces numerous challenges but that these can be addressed by certain approaches.

1. **Create local capacities.** There are already efforts at local capacity building through *PROMAPUTO* and these are geared toward enhancing citizens' participation and transparency in the implementation of projects. Promaputo does the strategic planning of the city supported by a World Bank funding amounting to \$US 10 million.
2. **Employ participative methodologies**
3. **Establish clear dialogue** between communities and authorities
4. **Involve the private sector** as this is key to boost resources and skills
5. **Involve all stakeholders** in the planning processes
6. **Encourage Public Private Partnerships**

6.3. *Johannesburg, Republic of South Africa*

Johannesburg is home to 3.5 to 3.7 million people, produces approximately 17% of South Africa's GDP and covers an area that stretches over 100km². Like Durban, Johannesburg is a segregated city with sharp income disparities among its population.

Approaching a City development Strategy in 1997, the city of Johannesburg initially went through various stages characterized by financial crisis and subsequent intervention by the Gauteng provincial government. This resulted into a structural and constitutional transformation that addressed budgetary and institutional deficiencies. Within these processes, authority for electricity was transferred to a public company, the provision of water was revised and the city grappled with the issue of job creation and how to attract the private sector in addressing the challenges of the city.

The restructuring of the city of Johannesburg realized certain gains:

1. **Stabilized finances:** In two years, Johannesburg managed to significantly raise its finances from and there was notable additional growth
2. Soweto was transformed, roads were upgraded from gravel to tar, public services were expanded, and a conference center and new central square were built.
3. Social housing initiatives increased and the total amount of investment per year was raised
4. The process was highly participatory through workshops that were held over five months and involved every city department. These culminated into a major development workshop.

The reflected lessons of Johannesburg indicated that for the city implementation efforts to succeed, it was necessary to have:

1. **An evidence based strategy** through the use of data and simple analysis that is directly relevant to the strategy.
2. **Political leadership** to lead the process conceptually
3. **Partnerships** with all organizations to develop concrete plans that departments can apply. The strategy needs to be clearly linked to medium term operational planning
4. **Community participation** as these allows the community to raise popular issues that matter and to have these incorporated into the plans
5. **Plans that are translatable** into action agenda accompanied by monitoring to prevent strategic drifts

6.4. South African Cities Network (SACN)

The South African Cities network works with South African cities and local governments to:

1. Promote good governance and management of South African cities
2. Analyze strategic challenges facing the country's cities, particularly in the context of global economic integration and national development
3. Collect, collate, analyze, assess, disseminate and apply the experiences of large city governments in a South African context
4. Promote a shared learning partnership between different spheres of government to support the governance of South African cities

SACN currently consists of nine cities as members. These are Buffalo City and Nelson Mandela Metro in the Eastern Cape Province, Cape Town in the Western Cape, Ekurhukeni, Johannesburg and Tshwane in Gauteng Province, Msunduzi and eThekweni in KwaZulu-Natal and Mangaung in the Free State Province. SACN so far is a network of large South African cities and its activities are funded by member cities and the national government contributing 40%. The residual 60 % are covered by donors including Cities Alliance and USAID.

In their presentation, the SACN noted the following:

1. The differences of cities need to be taken into account and general comparisons across the continent may not be ideal. Functional comparisons could be more fruitful than broad comparisons.
2. The role of local governments in city development need to be strengthened and recognized within individual countries
3. Meeting MDGs depends on the performance of municipalities
4. Cities should work towards more integration and the habitat of poor people should be placed within the cities
5. It is important for cities to work towards self-funding rather than a heavy reliance on donors

SACN summed up the building blocks for CDSs:

1. A productive city that is able to meet the needs of its constituents
2. An inclusive city that addresses economic inequalities and segregation
3. A well governed city
4. A sustainable city in terms of financing and ecological footprint. Sustainability addresses how the city copes with issues of environment, governance etc. This involves having to change the way business is done to ensure accountability and good governance

Questions and points of clarity

Based on these four presentations on cities, participants requested clarity on further aspects of the presentations..

Q: To the City of Johannesburg, *“what kind of help did the provincial government give to avert the financial crisis?”*

A: The provincial government did not pay the debt, as there is a strict provision in the SA law that intervention doesn't include debt repayment but rather, ensured that there were cuts in expenditure and a schedule to repay creditors. So it involved restructuring the debt. The national treasury later gave a restructuring grant and this supported the budget.

Q: *What strategies were introduced to stabilize revenue?*

A: The tax net the city ensures is now as complete as possible. The city has a systematic process that requires bodies that are given plans and approval to make billing traceable. This is constantly under improvement. The city tries to stop revenue losses through water and electricity and in this respect the city introduced prepaid meters where households cannot get water out of the pipes without going through the meter. The water saving methods ensures that the city does not lose as much as it did in the past.

Q: To the city of Maputo, *how do you solve the issue of services in informal sectors, are these areas surveyed*

A: According to the law in Mozambique, land cannot be sold. Occupants of informal settlements gain certain land rights after 10 years and they cannot be transferred. The strategy then is to upgrade the areas. This requires that the occupants involve in communication with authorities and other land users, but these processes are often hindered by problems of illiteracy.

6.5. *Association of Local Authorities Namibia (ALAN)*

ALAN and its cooperation partner, the Federation of Canadian Municipalities (FCM), shared their experience in developing a successful proposal to Cities Alliance. The proposal was for a preparatory study on CDSs in Namibia, leading to the development of a proposal for three pilot municipalities. Two associations have partnered in these processes; (1) ALAN, an association of elected officials and (2) NALAO² for professional staff. This partnership is aimed at improving the role of members in representing their local governments especially in matters pertaining to strategy.

The process of accessing funding was a long drawn process for ALAN and FCM and to other associations intending to apply. They recommend a phased out approach that allows the applicant to know the CA system and processes. This would make implementation easier. Some of the requirements that CA needed from ALAN & FCM included:

- A registered legal entity
- Audited financial statements
- History of financial probity and record of achievement
- Separate bank account for preparatory study
- An account with a bank with an international counterpart to enable transfer of funds
- Records and evidence of activities

ALAN reported that there were opportunities for Namibia's cities to develop and pursue CDSs but that these were hindered by low capacities of the associations and in the cities. ALAN voiced their interest in promoting smaller cities to also implement their CDS.

6.6. *Local Government Association of Senegal*

The local Government Association of Senegal reported that Senegalese municipalities primarily encounter problems with financial resources, a young and unempowered population and a lack of an efficient security apparatus. Since 2002 however, the municipalities have engaged in reform with a strong emphasis on participatory planning and improved budgeting. Their approach involves a transfer of competencies and targets the youth, sports, culture, environment, land and habitat. Most municipalities have started on integrated development plans. But only one municipality has been chosen by UN Habitat to try out an MDG-oriented development strategy. LGAS, like ALAN is also keen to explore ways of extending CDS to other smaller cities in their country. Statistical data indicate that out of 110 Senegalese cities, only four are realizing MDGs.

² The Namibian Association of Local Authority Officers

In Senegal, the rural policy focuses on development plans while the cities talk about investment plans. Efforts at developing city strategies have realized the following:

- A strategy plan 2015
- A 5-year action plan for the period 2003-2007 focusing on priorities identified by the people at the grassroots
- Conduct an economic survey to get a good baseline. In 2006, an evaluation was done to redirect the project to MDGs and this was a breakthrough year for local government. Kebe' was chosen to test the effectiveness and UN Habitat provided finance.
- August 2007 is the validation stage and this will open the way to financial and budget planning
- To drive the localization of MDGs, goats have been imported from Spain to facilitate poverty reduction, due to their high quantity milk production and the ability to reproduce quicker.

6.7. *Association of local Government Authorities of Kenya*

The Association of local Government Authorities of Kenya (ALGAK) shared their experience in developing a concept paper and a proposal for funding City Development Strategies. ALGAK reported that the key lesson learned, quite upfront, is necessity to know the city's needs and how these could be accomplished.

ALGAK was first exposed to local economic development (LED) concepts and processes through a UN Habitat LED series in May 2006. The emphasis was on strategic planning, the building of planning capacity for local authorities and the involvement of a broad range of stakeholders in planning. This would ensure improved service delivery in the urban environment.

ALGAK's engagement with Cities Alliance started after a second LED workshop in Vancouver in June 2006. During this workshop, ALGAK familiarized itself with the different approaches, tools and experiences of LED around the world. They expressed interest to initiate CDS action with a focus on LED and held further discussions with CA and the International Labor Organization. The outcome was a concept paper on urbanization in Kenya, demand for services, the local economy and the role of local authorities. As a result, the *Lake Victoria Development Authority* CDS program started in Kisumu (Kenya), Jinja (Uganda) and in Mwanza (Tanzania). The Kisumu example of CDS will be rolled out to other Kenyan cities.

A State of the City Report is another project in the pipeline and will be assisted by the Association. The SCR identifies physical resources of the city, how the city functions (actors and relationships), and the competitiveness based on a SWOT analysis. This initiative was considered after a World Bank mission to the cities of Mombasa, Kisumu, Nakuru and Eldoret. ALGAK submitted a proposal to CA for preparation of a CDS and SCR for Kenyan urban local authorities.

Lessons from the participants' experiences

1. Strong networks and partnerships are necessary between cities in designing CDSs. The role of mentor cities is important in this process. It is also crucial to upscale the processes and experiences to other cities within these countries.
2. In developing proposals for funding, it helps to coordinate smaller cities for joint CDSs funding if necessary. This has been successfully explored by Namibia's four pilot cities in their proposal to Cities Alliance.
3. A thorough understanding of the requirements of funding partners is needed. National associations can seek the help of experienced individuals or entities in developing proposals.

Following the presentations from the local government associations, an open discussion revolved on where each participating city stands in relation to World Bank input on CDS and where each country was with its frameworks. It was revealed that most cities do not have a CDS framework but that they had other strategic plans most of which had not been systematically implemented.

In South Africa for instance, the cities relied on Integrated Development Plans (IDP), which is a legislative requirement. The question posed was if CDS was more effective than for instance the IDP. From the experience of the SACN, the tools could be complementary and the IDP as a legal framework should not be discarded but taken on as a driving tool and frame the CDS within the IDPs. The idea even in the rest of the continent would preferably be to take best practices from existing frameworks and incorporate these into the CDS. The CDS is understood to be more of a long-term perspective that needs action on the framework. Hence efforts should focus on balancing priorities and making plans that should be informed but also able to inform strategy.

The discussion resolved that there was a need to acknowledge existing efforts at development of city strategies and that these need to be cascaded to smaller cities. There is also the need for assessments of what each country has and when & how they would be progressing to the next level.

Planning has to be linked to implementation and every stakeholder should embark on the vision for the future and this makes long-term perspectives necessary. In this regard, national local government associations are important as the voice of the cities and should be recognized as such. It is critical also to raise the profile of the cities in the political agenda, as cities are core to the transformation of the continent. Stakeholders are also an important component of the process and inclusion should be a key requirement.

The role of national and regional associations such as the East African Local Government Association was recognized as necessary in boosting the national perspectives and acting as the knowledge base for CDS.

7. IMPLEMENTATION STRATEGIES & NATIONAL POLICIES

In Africa, the delegation of authorities and responsibilities to local governments is still under development. Frequently, local governments are overwhelmed by the present and growing demand of public services and lack capacity for the delivery. The example of housing policies in South Africa shows the importance to balance between decentralization of authorities, responsibilities and capacities, apart from the debate on sustainable finances.

The session included a presentation from the city of Johannesburg's department of housing and planning and another from the National Ministry of Housing. Housing is one of the biggest challenges for local governments that are committed to sustainable urban development, and is a component of CDS. Developing housing comes with enormous investment challenges that mostly result from national government resources. In delivering on housing, local governments facilitate dialogue with communities and also establish stakeholder partnerships.

The city of Johannesburg focuses on development housing and social housing projects. For these strategies to work successfully, the presentation emphasized the following:

1. The context has to be understood for the housing strategies to work. Needs assessment is a prerequisite.
2. Inclusion is a priority when developing housing strategies. The city focuses on developing housing for all, absorbing the poor, those in informal settlements and inner city dwellers in the plans.
3. It is critical to think strategically. The city of Johannesburg integrates housing with other poverty alleviation strategies. Housing is viewed as a people's asset incorporating the social, financial and economic.
4. Stakeholder partnerships are vital in implementation. The idea is to promote shared growth and development for all through housing delivery.

The Ministry of Housing gave a national perspective on the relationship between city strategies, poverty alleviation and decentralization. There has been a paradigm shift from RDP houses to better quality housing under the concept of *Breaking New Ground (BNG)*. This has involved the deepening of subsidies. The BNG complementary plan includes:

- New policy instruments for implementation and the revision of housing code
- New policy instruments that includes houses for public rental, social housing, inclusionary housing and rural housing
- A shift from unit based subsidies to more flexible project based funding
- The implementation of the N2 Gateway, Cosmo city and Olievenhoutbosch housing projects

During the Discussion following the presentation on housing delivery by the City of Johannesburg, several questions emerged:

Q: *Are there prescribed national standards for the housing units that you build?*

A: The minimum is 200 m² for the plot and a 40 m² surface area.

Q: *What are the contributions of the private sector?*

A: On funding, government provides subsidies and the private sector only bonds housing.

Q: *What is the magnitude of the housing problem?*

A: 40.000 households and 200.000 in informal settlements

Q: *The experience in Uganda was the complication of land tenure and difficulties in acquiring the. Who owns the land where you have the units?*

A: Land is either in public or private hands and is acquired through negotiation. The land on which Cosmos City is built took about 8 years of negotiation after which the EIA had to be done and consent obtained from surrounding land users. Generally, it takes 2-3 years.

Q: *What is the role of the mayor in these processes?*

A: The mayor owns the CDS and drives and approves the initiative.

Q: *Similar to Matola (Mozambique), the houses seem small. Are they adequate and is there a possibility for expansion to cope with increase in family?*

A: We looked at issues of affordability, the aim was incremental, These are starter houses, over time people are expected to expand these.

Q: *In Swaziland, people move out and rent out the units due to costs, costs that may not have been there in the slums, how do you cope with these challenges?*

A: We provide a certain amount of free water and electricity to assist people. We also have policies for additional subsidies if you are below a certain income. In 2007-2008, our budget indicates a R40.000 per unit up from R16.000

Q: *What was your main challenge in the housing process? Where did you fail?*

A: Our major challenge has been the issue of capacity to deliver. Even 20.000 units is a challenge in terms of capacity.

Q: *On vertical decentralization, why has there been opposition from provinces and ambiguity from the national level?*

A: The provincial level may resist decentralization because of capacity to develop these. Higher levels of government involvement may also undermine the local level.

The delivery of adequate housing in South Africa is hindered by issues of capacity and efficiency. Local governments have low capacities to deliver on a large scale hence the problems are not necessary financial but those of human resource and implementation strategies. The other challenge is to integrate housing as part of the CDS processes where planning becomes a core prerequisite to delivery. In South Africa, there is a recognized need to delegate more authority to the local to speed up housing delivery.

8. DEVELOPING GOOD FUNDING PROPOSALS

Cities Alliance enlightened the audience on its focal points, funding procedures and areas where emphasis should be placed to ensure successful implementation of CDS. The Alliance made certain commitments at the conference:

- CA will consider giving assistance grants where applicants need this to raise their profiles within the national governments.
- CA will consider modifying the application procedure for preparatory grants. Currently, the same application form for full grants is the only method available

The application form³ requires the following:

1. **Who should submit the application to CA?** CA expects the city to be the applicant. There were cases where development partners had submitted but CA does not prefer this route.
2. **Who sponsors the application?** CA is a partnership and most members are donor governments and Agencies.
3. **Why a group of sponsors?** Development assistance has been fragmented and uncoordinated, thus demanding more coherent action.
4. **Who is the recipient?** This should be the city, the association or small organizations as owners of the process. CA members support these processes
5. **What happens after approval?** There is a system of controls and good practices for financial agreement that recipients should comply with. A good past record and accounting system is necessary to access future funds.
6. **How long does it take to get approval?** This depends on the size of the grant and there are always delays. Up to \$75,000 falls under the lower threshold and up to \$250,000 falls into the medium threshold.
7. **Who delivers?** There must be an accountable body responsible for process and outcomes
8. **Timeframe?** Often the funds may cover 2-3 years but there is no artificial time barrier for long-term projects
9. **Link to investment follow-up?** This is often the most difficult criteria but it helps to remember that CDS is a process that involves a plan of action. There is need for good prospects for investment follow-up. Money can be targeted from any area, i.e. city programs for revenue.
10. **Show how to localize domestic finance for local needs.** Sound financial practices and transparency are necessary. Finances can be unlocked using pension funds for instance. In this regard there is need for both national and international partners to help in these processes.
11. **What are your priorities for assistance?** CA looks at what the applicant is trying to achieve and what their involvement and contributions are. The applicant's investment encourages funding.

³ Accessible at: www.citiesalliance.org/work-with-ca/work-with-ca.html

Cities Alliance pointed out that the application should be contextualized to help understand the city. It also adds weight to the application to indicate if there are neighboring CDS and if there are opportunities for linkages.

The audience asked Cities Alliance to explain its role in the chain of dialogue with various partners. CA explained that it is mandated to raise the profile of cities. However, participating cities, associations and other partners are the agents of that process to raise the issues within individual countries. Assistance is available where necessary and CA can entertain proposals on assistance. CA is an agent of change and aims to get more attention within national governments. CA also has access to knowledge, financial and technical resources on the topic of CDS.

In accessing this knowledge, CA added that the national and regional associations could link up with the regional economic groupings in the continent (like SADC), as some issues would require increased participation of different countries and these can be introduced at regional level to help foster exchange even more.

Participants also raised the issue of the rigorous application process with CA especially when it involved request for preparatory grants as opposed to full grants. The CA agreed that there is a need for simple methodology and indicated that CA would probably have a modified and simplified application form in the future.

Cities Alliance reiterated their expectations of the CDS to include possible areas of provision of basic services or how to incorporate new residents into the city, employment generation, more income or environmental matters. All these require concerted efforts of all stakeholders spearheaded by local governments and including communities, private actors etc. The rural areas and cities can link up as their markets are integrated for instance; food from the rural is sold in the cities. Hence stakeholders need to think holistically about the country's economy and on how to link services between the city and the rural, e.g. roads or the provision of water.

Proposal Design: A practical experience of UCLGA

UCLGA had designed a proposal to CA for funding and shared the process with the audience. To design a successful proposal, it was necessary to meet the requirements of the CA as outlined.

The initial impression of a good proposal can be demonstrated in the choice of the title. In the UCLGA title for instance “Placing cities and Local Governments on the African Political Agenda”, the objectives are clearly communicated in the title. The objectives must be seen to be addressing something bigger and these needs to be pointed out in a narrative detail. The intended outcomes of these objectives must be spelt out and could be in the form of activities. The kind of partnerships that exist and people or entities involved in the processes is also important to CA.

Second, the proposal should show the sequence of activities with proposed dates of adoption or accomplishments. If there are national or international forums where certain intentions will be tabled, it is necessary to show these as well as the idea is to develop the interconnectivity between local and international levels.

Third, the budget must be indicated. The financial plan should include local contributions and priorities for assistance. Overall, the proposal should reflect on all the key areas that CA stipulates as their requirements.

The strength of a proposal is also measured by the extent to which the CDS is localized and localization should be spearheaded by the cities. For potential applicants who are yet to embark on CDS, there is a need to develop a city framework that is conducive to a long-term perspective of that particular city. National associations and local governments should lead the process of developing the framework. Within this process, it is critical to identify the actors which are to be involved. And as evident from Namibia's experience in proposal development, this process should take cognizance of the required legal arrangements, set up an organization viable to receive funding and appreciate the rules and accompanying procedures.

The World Bank guidelines on practical CDS design emphasized the importance of creating enabling environments. The World Bank indicated that this needs to focus on five different issues:

1. **Demonstrate strong ownership** and avoid another study on the shelf. The indicators could be council resolutions or senior management commitment to the plan
2. **There should be clear strategic priority** that is congruent with ongoing reform and capacity building processes. The strategy needs to address a broader demand i.e. communities, policy makers, private and other stakeholders. It should also facilitate movement towards investments
3. **Is there an enabling environment** in which a city development framework can be implemented? This could assess whether the policy and legal framework is adequate, or delivery responsibilities are clear and if there are adequate capacities, clear jurisdiction and authority
4. **A cohesive project team** is necessary and this could be indicated through a core proponent staffing and the mobilization of locally knowledgeable Technical Assistance. The focus should be inward first, before international development partners could be closely involved.
5. **Reporting** needs to be managed and backlogs avoided. Realistic financing plans that are project specific and that entail real partner contributions are necessary.
6. **Post project implementation** should ensure linkages to local, national and international funding for implementation. Community participation should be maximized.

Donor Perspectives (World Bank, Cities Alliance, USAID and the GTZ).

1. Donors are strategic partners who bring certain resources to the table and are not interested in stakeholders who are only interested in benefits but those that can demonstrate future returns.
2. Donors will support proposals that have leverage on existing resources
3. On CDS, it is important to prioritize. Also look at the short, medium and long-term based on resources available today, in the near future and for long-term goals.
4. It is critical to consider partners but even more to assess local resources.

The World Bank provides the largest amount of funding to the Cities Alliance activities, and assists the South African Cities Network through significant grants for city development strategies and exchanges of knowledge. The World Bank works closely with the SACN in partnership with the South African Local Government Association (SALGA) to promote pro-poor city development strategies, focusing on urban renewal and informal settlement, implementing the *Extended Public Works Program*, and developing urban indicators. Municipal finance market development will be emphasized, with significant TA input, as will linkages between budgeting and planning. These interesting initiatives could serve as models for grant proposals to be presented by several municipalities or associations of the region.

The World Bank's Local Government Sector currently covers seven countries in Africa. Their entry point is the national government and they are interested in fiscal frameworks. The WB supports clients who have a clear, strategic and strong local ownership. They also encourage that the proposals be aligned to national priorities.

The United States Agency for International Development (USAID) supports urban programs to improve living conditions of the urban poor by promoting development policies. The urban program team works at all levels to identify creative and workable approaches to equitable and sustainable urbanization. Recognizing the need for scaling up citywide and national efforts, USAID has joined other members of the international donor community and local government associations within the Cities Alliance.

In an interactive session, the audience identified the most important responsibilities of a municipality to include Local Economic Development, service delivery and improving the quality of life of constituents. USAID emphasized that municipalities have specific roles that must be accomplished and partnerships can only reinforce these when municipalities are clear about their roles.

The fulfillment of municipal needs rely on availability of sustainable resources. Developing a CDS, it is important to determine where the resources will be sourced and how these add up to a general budget. On CDS, USAID has partnered with the cities of Kigali and Mbabane, two cities in Mozambique and a few in South Africa. USAID emphasizes public participation, involvement of partners, women's groups, and the youth. They engage NGOs but are open to link ups with local governments. USAID focus areas include the development of infrastructure, water, sanitation and energy. They only work with private organizations and can act as a credit guarantor to organizations and they can help municipalities develop their credit worthiness to access loans.

The GTZ represents Germany on behalf of the BMZ within the Cities Alliance. GTZ works in 17 African countries. Their core competence is on capacity development. GTZ offers technical assistance, consultancy and support for organizations, and project and financial management. In South Africa, the GTZ has assisted the government in developing a comprehensive tool to support urban development, the Integrated Development Plan (IDP). IDPs are important strategy elements for sustainable urban development - it involves administration and investment and describes the spatial development framework of a municipality. The IDP contains yearly investment and development initiatives, i.e. projects, plans, and programmes and key performance indicators. Besides the development of tools and guidance, GTZ is also supportive of the UCLGA and SALGA in their advocacy task. In case of

demand, GTZ could assist or develop similar guidance for the CDS of other African cities in order to help some cities effectively link, integrate and formulate their proposals. GTZ offers linkages to their programmes advising cities on their proposals to the Cities Alliance. The GTZ and other German cooperation agencies support local government associations and are willing to cooperate with sub-regional associations.

In the Discussion with all Donors, a key question posed was what their 5-year strategic plan is in relation to support to cities, what impacts they have realized after 5 years and what their CDS is for their target community. The World Bank indicated that they have different methodologies and in South Africa, they work with urban local authorities and seek bilateral synergies. USAID said that when they start a bilateral arrangement, they respond to what the bilateral government requests. They also merge the local authority requests with what they see as USAID priorities. On an annual basis, USAID indicates how much they have available for specific areas such as capacity building or service delivery. Hence their responses originate from the ground.

The audience asked the World Bank and GTZ to clarify why they do not go directly to the local authorities rather than the national government. The World Bank stated that often the national and legal framework may not enable them to work directly at local government levels and that they need certain preparatory steps before they can engage with local authorities. GTZ negotiations are done with the national governments but with an understanding that the local governments are part of the program under discussion. How explicit or implicit this is depends on each particular country. One of the GTZ requirements is that there must be a concrete demand before they can get involved for instance, in strengthening capacities.

The last question sought clarity on the kind of direct support the donors targeted at civil society since most had indicated more engagements with government. The World Bank said that they have a commitment to constructively engage beyond areas of difference with the civil society. The private sector has also been a part of the process of engagement.

For the GTZ, their problem has been one of adequately defining which groups are civil society representatives and how to support them. GTZ indicated that they would have difficulties in reaching civil society.

9. SITE VISITS

Conference participants attended site visits to see projects implemented under the Framework of the Joburg CDS.. Next, the participants visited Soweto to view a proposed market that would formalize existing informal traders. The third leg of the trip took participants to the Kliptown museum and the Walter Sisulu Square.

9.1. *Brickfields housing project*

The R120-million Brickfields project in Newtown, the largest ever public-private partnership in housing in South Africa, was officially launched by President Thabo Mbeki in August 2005. Brickfields is also one of the biggest social housing project in the country. The project is a joint venture between the Gauteng Housing Department, the Gauteng Partnership Fund, Anglo American Corporation, Absa, ApexHi and Anglo Gold. The National Housing Finance Corporation injected R25 million into the development and the City of Johannesburg provided the land. The Johannesburg housing company is a section 21 company (not for profit), this financing model ensured that only 50% of the capital costs are borrowed from financial institutions.

Brickfields, an initiative overseen by the Johannesburg Housing Company (JHC), will ultimately consist of 7.100 houses (5.700 RDP houses and 1.400 houses for rental). The Newtown area of Johannesburg's inner city was transformed into a desirable residential area by this development. Before this housing project, the location was not promising to investors; The densely concentrated population of about 45.000 people needed to be systematically moved before houses can be built. In addition, electricity, water and sewage connections have to be installed. The nearby wetlands and parks have been cleared and cleaned, creating substantial local employment. The purpose of the Kliptown project is to redevelop this traditional segregated township between Johannesburg and Soweto into a desirable and prosperous locality. The development will see, interspersed with low-rise blocks, four high-rise blocks soar into the Johannesburg's sky, in the first such upward residential development in the country for 30 years. JHC offers 715 one- to three-bedroom flats catering for a range of people across income groups. Only some units are subsidized, but the whole development is considered a social project.



Picture 1: Brickfields housing project

9.2. *Development Plan for greater Kliptown*

The Greater Kliptown Development Project was established in November 2001, with an amount of over R400 million committed from four sources: Blue IQ (R293m), the Gauteng Housing Department (R110m), the City of Johannesburg (R30m), and the provincial Department of Agriculture, Conservation, Environment and Land Affairs (R1.2m). The Kliptown project is one of seven sub-projects for greater Soweto, coordinated by the Johannesburg Development Agency.

The plan is integrated and covers environmental, economic, transport, housing and social development. The nearby Klipspruit River is to be rehabilitated, an informal traders market and taxi rank is to be built, together with a museum and media centre, an access road from the highway is being built, almost 7.000 new houses are to be built from December 2002, and a new crèche for 200 children is to be erected.

The Kliptown square, as the center of the development area, will contain offices, banks, retail space, a tourism office, an art gallery and the community hall. The Square was opened on the 50th anniversary of the signing of the Charter, in 2005. The buildings are foreseen to house conference halls, markets and offices. The market buildings still lack of users (and promotion, as noted). Impressive was the memorial museum and the housing projects along the big road.



Picture 2: Location of the W. Sisulu square in Kliptown

10. **ROUNDTABLE WITH MENTOR CITIES**

Three cities with varying degrees of experience in the implementation of CDS facilitated three group discussions as mentors. The aim of the roundtable discussions was to help unpack country specific strategic needs, priorities, environments and plans. Below are the mentor cities, corresponding working groups and needs of respective countries.

1. **Durban (mentor)**

Namibia
Zimbabwe
Uganda

Uganda reported having a Local Government Act. The city of Kampala for instance already has 5 divisions engaging in city planning. They operate under a framework of a 3-year development plan and a 3-year capacity building plan. There are also mandatory plans for central government funds. These processes have been ongoing for 8 years. In principle, legislation is in place but it does need to be more refined and streamlined.

The city of Kampala also intends to develop a CDS proposal based on the C3 concept, as initiated by DFID and the local government association. Their target will be the Nakawa city division where they'll focus on capacity building and slums upgrading.

Namibia's office of the prime minister requires that there is a national planning commission and that the regional councils and local governments have in place a 5-year plan. Although legislation is in place, there are no mechanisms for internalizing and taking ownership of strategic plans. As a way forward, the local government association (ALAN) intends to facilitate CDS proposals to their cities and towns, after finalizing the preparatory phase of which they have already obtained funding from Cities Alliance.

The Local governments in Zimbabwe are not constitutionalized but are legislated by an Act of Parliament. There are two pieces of enabling legislation for urban councils and rural councils. Efforts are underway to merge the two with a deadline of December 2007. Under the Act, rural districts are required a 5-year development plan. Legislation on regional towns and country planning focuses on master plans, local regional and sectoral plans. Decentralization in Zimbabwe is governed by a cabinet directive and not enacted. Likewise, strategic planning is not legislated but comes as a ministerial directive. There are capacity development plans for local authorities to be able to make strategic turnarounds but no policy on a national strategy even on developing the local governments nationally. There is no enabling legislation for effective strategic planning and lack of resources is also a major issue.

2. Johannesburg (mentor)

Zambia

Swaziland

Malawi

Mufulira's economy depends on mining and supportive industries. The available strategic plan in place is a top-down government approach with no stakeholder involvement. There is a priority need to develop and implementation plan that takes into account local ownership and challenge environmental degradation.

Kabwe is a former mining city. The mining activities ceased in 1994 and Kabwe now faces challenges of governance although the development of the strategic plan was participatory and highly consultative. There is a need to assess potential economic sectors to address issues of financial sustainability.

Kalulishi is a mining town 12 km away from the bigger city of Kitwe (2 million people). A district and social analysis has been completed and the city is finalizing a strategic plan for the council, including a stakeholder analysis. It is a challenge to structure Public Private Partnerships (PPPs) and to outsource services.

In Malawi, the city of Lilongwe has a population of one million people. Agriculture, retail and trade support the city's economy. There is an existing city profile and sector plans but no vision of a competitive advantage and the potential of economic sectors. There is a dated GIS zoning plan that needs updating. Areas that need attention include transport, waste and land use management. Stakeholder involvement is needed within the change processes.

The town of Luvumisa in Swaziland is primarily dependent on agriculture. There is an under-utilized rail line that could be improved. The town has a master plan and a strategic plan but no localized ownership of these plans. The challenges that face the town include extreme poverty, no income streams, HIV, lack of government services like the registration of deaths and births.

The town of Piggs Peak in Swaziland recorded a population of 10.000 in 2007, up from 6.000 in 1997. Activities that support this town include tourism, forestry and the natural environment. There is a strategic plan 2004-2014 and implementation is monitored annually but is not owned by stakeholders. The environmental impact assessment of Piggs Peak is being finalized.

The local government of Swaziland would like its association to actively facilitate contacts and exchange on CDS.

3. Maputo (mentor)

Mozambique

Rwanda

Kenya

Senegal

Matola in Mozambique is a city of 600.000 inhabitants. There is a 5-year strategic plan that needs to be adapted to a CDS format. This is also the case in Nampula. The two towns will coordinate themselves with Maputo and the national association of Mozambique to identify priorities for CDS.

Kebe (Senegal) has a development plan from 2003 and an MDG profile since 2005. The MDGs will be validated in 2007. For other cities, there is need to elaborate CDS based on MDG.

Muzanze has a population of 40000. It has a 5-year program related to the national vision 2020. Currently, the city is guided by an economic development and poverty reduction strategy. These are evaluated annually based on a performance contract. There is a need to link CDS and district development plans to the MDGs. The Rwandese Local Governments Association (RALGA) is not yet involved in CDS processes and has initiated no activities with the CA. RALGA wants to develop a CDS proposal and recommend Muzanze as a pilot case.

ALGAK (Kenya) is well advanced and already collaborating with CA. They have a status report in each local government in Kenya. ALGAK also organized a workshop on LED at UN Habitat. All members of ALGAK are sensitized on CA activities. ALGAK already has funding from CA. They also have established networks with SALGA to share experiences. ALGAK will support Rwanda (RALGA) in the preparation of CDS proposals.

Key issues from the groups

1. Namibia, Uganda and Zimbabwe reported having no mechanisms for internalizing and taking ownership of strategic plans
2. Enabling legislation is in place but certain aspects need to be refined to suit current needs
3. Most countries, associations and cities are in need of capacity building to undertake strategic planning across the board to understand what strategic planning entails in its entirety.
4. All countries require funding and enabling frameworks to receive finances
5. Uganda and Namibia need city profiles that include baseline studies, data on demographics and economics
6. Participation of stakeholders in planning needs to be enhanced
7. There is a role for regional platforms as a network between countries to discuss strategic planning
8. It is necessary to obtain a clearer understanding of the Cities Alliance, their expectations of cities and national associations. There is also a need to clarify what is meant by mentorship and what it involves
9. Potential economic sectors in the cities should be explored to address issues of financial sustainability

Networking needs and offers

1. Associations and cities are interested in amplifying technical networks and partnerships
2. Senegal asked for support to elaborate CDS based on the MDGs
3. ALGAK (Kenya) agreed to mentor Rwanda since they are ahead on CDS experience. Rwanda also expressed the intention to link up with smaller cities in Mozambique that resemble similarities to Rwanda's smaller cities. SALGA already established networks with ALGAK. Kenya and Mozambique also agreed to link up on certain network issues.
4. The city of Harare (Zimbabwe) has the intention to exchange ideas on CDS with Durban. Likewise, the Malawian city of Lilongwe would initiate exchange with the city of Johannesburg
5. Each national association was encouraged to consider producing a document on MDGs in their local governments
6. UCLGA was requested to consider promoting a national forum on MDGs and CDS. Each national association to also consider workshops to elaborate CDS based on MDGs to establish a common understanding of the same
7. Exchange visits to cities that have succeeded in implementing CDS should be arranged to confirm that members have understood the processes.
8. A request was made to CA and UCGLA/UCLG to organize a network of all participants for a follow-up workshop in 2008

In brief, issues identified at the roundtable discussions were mainly about:

- **Strategic thinking;** to be facilitated by UCLG & UCLGA. Strategic thinking involves a result oriented exchange among all components for CDS approaches, including political and legal analysis regarding frameworks and opportunities and problems local governments might face in the respective countries
- **Operational issues** as the responsibility of national associations. This includes the management of a CDS grants and getting in place all the requirements of CA/WB to be a possible partner
- **Resource mobilization** by the cities and national associations. They have to identify their own resources and also mobilize partners in the national level, before requesting for external resources.
- **Partnering** between cities of the continent and with strategic partners
- **Participation** in governance by all stakeholders to enhance good governance.

Issues of partnering should be addressed by the criteria below. National associations must facilitate these partnerships. Partnerships should be demand driven. Technical exchange is also available through partnering and networks.

1. A clear guideline with respect to development needs and the role of the specific city/town within the country.
2. The size of the population matters and helps to make comparisons and a sense of the scale of challenges
3. Size of the organization. The municipality will point out the kind of challenges under the spotlight. It is better to partner on specific issues within that city. Partnering can also be facilitated beyond the municipalities or cities
4. Strict budgeting will give a sense of the day to day practicalities, operations and capital expenditure of a particular municipality. Budget will also highlight sector issues so that cities know if to network on say, transport or other. UCLGA need to unpack these guidelines
5. The role played by a town in a regional or global context should be determined. What is the extent of the regional space that the city plays and how far is the city a reference for the region, for example Johannesburg?

11. CONCLUDING REMARKS

The Secretary General of UCLGA, and chair of the event reminded delegates that the UCLGA congress had requested that each country in Africa have local governments as a distinct but subsidiary sphere of national government.

Increase international partnerships: CDS emphasizes the linking of planning and implementation. The rapid pace of urbanization on the continent requires that the strategic partners of Africa help to translate planning into implementation. Hence it was critical for donors to convince their governments, that unless Africa is assisted in implementing enabling environments, democracy will not take root. Development partners must understand the pressuring need for support in Africa. Estimates suggest that between \$25-50 per year per capita are required to meet the MDGs, currently this figure stands at \$10. The investments related to CDS follow up will be crucial for reaching the MDGs in most possible way.

Local governments need to claim the role of overall governance of African states. They are democratic public authorities that should complement the democratic national governments. This would contribute to the deepening of democracy in the continent. In these processes it is critical to engage partners such as the private sector and its constituents. The advantage of local governments is that they contribute directly to the improvement of life of their people. Hence while the national government concentrates on macro issues necessary in stabilizing the country, local governments deliver concrete outcomes, and structure them through CDS.

Articulate a local profile. For the local governments, there is a need to come back to the essentials. The local governments need to talk to raise the attention of counterparts in cooperation. Local governments and associations also need to remember that when they initiate a CDS process like the ones represented at the conference, it raises expectations and the momentum should not be lost. This momentum is the rise of urban issues on the national, African and international agenda. It is upon the delegates to raise this profile today.

As a follow up, cities and local governments associations that are interested in preparing proposals and intensify partnership within the Cities Alliance should address their concepts and demands to the UCLG and UCLGA. The next step is on the participants to be proactive. The world congress in Jeju can be an important forum to address enquiries to the Cities Alliance and also to other UCLG members that are front running on the implementation of City Development Strategies. The regional and global association will continue advising the participants and help to facilitate matchmaking with possible partners. Once having received proposals that fit into the topics mentioned in this workshop, UCLG and UCLGA will set up a taskforce and identify activities to support applications.

The request for intensifying networking inside the UCLG is welcomed and could also be addressed by the participants during the UCLG World Congress in Jeju, to identify interests of other members for possible ongoing activities and networking. However, pure delivery of information is also available in existing networks, and UCLG activities should be complementary to those networks.

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We are grateful for the participation at our event

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