

Environmental Planning and Management Process (EPM): Experience of Dakar, Senegal

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1 IAGU PRESENTATION

1. The African Urban Management Institute (IAGU) is an international NGO based in Dakar (SENEGAL) specialized on training, action research and technical support to African municipalities in urban planning and management.

The main objective of IAGU is to support western and central African municipalities and cities authorities in capacity building on planning and management in order to improve local governance and environment and struggle against poverty.

2. IAGU assist African cities on elaboration, formulation and implementation of cross-sectoral environmental strategies and policies in order to find sustainable solutions to urban planning problems. IAGU is acting in the fields of urban environmental planning and management; local governance and municipal planning and social policies and struggling strategies against poverty.

3. IAGU is a little team composed by less than 10 persons : the technical staff (4 permanent experts) and the administrative staff (3 persons).

4. IAGU is one of the 5 Anchorage Institutions of Urban Management Programme/Regional Office of Africa (UMP/ROA) : the UMP/ROA will probably disappear in May 2001 and its activities (especially city consultation process) will be transferred to anchorage institutions. The handing over process is on route and UMP/ROA is introducing IAGU to its networks and partners.

5. IAGU develops also short payee training sessions (2-3 weeks) on :

MARP (Participatory Research and Planning Active Methodologies);

Solid Waste Management;

Environmental Impact Assessment;

Environmental Planning and Management Process.

6. IAGU is actually developing 3 programmes supported by the UNCHS (Habitat) : the Sustainable Dakar Project, the Biomedical waste programme and the urban agriculture programme (with IDRC) which include 7 west African cities (Bamako, Dakar, Niamey, Nouakchott, Abidjan, Ouagadougou et Cotonou) .

2 THE SUSTAINABLE DAKAR PROJECT : ENVIRONMENTAL PLANNING AND MANAGEMENT PROCESS (EPM)

2.1 Background and introduction

The Environmental Planning and Management Process (EPM) began in march 1993 in Dakar with the support of UMP. The Urban Community of Dakar (CUD) was confronting with various environmental issues to address and so gave the opportunity to conduct the EPM process. It began with the CUD and at the Dakar consultation hold in October 1994, it was established that the Hann bay which is located in the municipality of Hann is more confronting with the two main issues identified. The process is composed by several steps.

2.2 Objectives of the project

2.2.1 General objective

To promote an efficient and participatory management of local urban environment.

2.2.2 Specific Objectives

1. Reinforce institutional and technical capacities of municipalities and local actors in the field of urban environmental planning and management;
2. Sensitise populations, local authorities and local actors on priority environmental issues;
3. Promote concerted action and cross-sectoral co-ordination of all the environmental management actions which objectives are similar;
4. Formulate an action plan, resulting of a synergy among all involved stakeholders.

2.3 Key dates and activities

The key dates and activities of the EPM process in Dakar are resume in the following table :

| YEAR | | | ACTIVITIES |
|-----------|--------|------------------|--|
| 1993 | Step 1 | March | Launch workshop of the Dakar Sustainable Project which gave opportunities to different organizational and institutional actors, including decentralized co-operation agencies, to discuss on the EPM process, on the methodology of environmental profile elaboration, on manner to formulate strategies and on mechanism of implementing action plan. |
| | | April/September | Preparation of environmental profile of Dakar |
| | | October | City consultation was organize to : <ul style="list-style-type: none"> - Discuss and Validate the environmental Profile of Dakar - Identify general environmental concerns - Identify and analyze particular priority issues (Hann Bay degradation and industrial hazards) - Outline an implementation strategy - Installation of a pilot-committee covering the CUD, IAGU and the UNCH (Habitat). |
| 1994 | | Nov. 93-Sept. 94 | Preparation of environmental profiles of the Hann bay and industrial hazards |
| | | October | Consultation on the above mentioned issues with the following outputs : <ul style="list-style-type: none"> - agreeing on declaration of Dakar - updating of Environmental profile - restitution and validation of Hann bay profiles |
| 1995-1996 | | Oct. 94 - May 96 | Post-consultation activities <ul style="list-style-type: none"> - Elaboration of planning step project document - Research of financing |
| | | June | Signing of financing agreement at Istanbul during the HABITAT II meeting |
| 1997 | Step 2 | March | <ul style="list-style-type: none"> - Launch workshop of the action plan elaboration step - Installation of two working groups which mandate was to prepare action plan for these two issues : integrated management of Hann bay and industrial risks |
| | | November | <ul style="list-style-type: none"> - Participatory diagnosis was initiated using the MARP (Participatory Research and Planning Active Method) and to validate at community level working groups' action plan. <p>The main objective was to more involve inhabitants at quarter and CBO (community based organisation) level, but also industrial at the consultation and planning exercise</p> <ul style="list-style-type: none"> - Organisation of a panel, using sub-regional meeting organized by MELISSA program of the World Bank. This panel hold on "partnership in implementing action plan for integrated management of Hann bay and industrial risks" had advantage to bring together all actors of urban environment in Dakar and a group of sleeping partner representative the World Bank - Organisation at Hann of a Community validation Forum bringing together all local and external actors by IAGU in partnership with the municipality of Hann around action plans resulted from working groups activities and participatory diagnosis. |
| 1998 | Step 3 | August | Organisation of community forum to launch the institutionalisation step of the process and to install the Follow-up cross-sectoral committee |
| 1999 | | March | Official installation of Follow-up cross-sectoral committee |
| | | April | Start of the replication process in Rufisque and Louga (2 secondary towns in Senegal) |
| | | May-September | Preparation of environmental profiles of Rufisque and Louga |
| | | December | City consultation of Rufisque with the following outputs : <ul style="list-style-type: none"> - Restitution to and validation by the participants of the environmental profile - Elaboration of an action plan. |

2.4 Lessons learned

2.4.1 Lessons specific to project design, management and implementation

Working group's activities period must be shorter to avoid weariness phenomenon, which will lead to member substitution or frequent absences obliging co-ordinators to frequent leveling of members.

Working groups activity must be supported by experts consultants so their work will be confined to actions identification, to validate consultants studies and works, to define orientations, to prioritize actions, to identify financing sources, to identify actors etc... This will avoid defection of members notably general public who is not close to the complexity of some environmental phenomenon.

Working group's members took personal initiatives between two meetings to sensitize stakeholders on proposed or kept solutions. So there is an information circulation bottom level – working groups that facilitate the work of the groups. This aspect should be formalized at the time of constituting specific – issue working groups, members being a link between the working groups and stakeholders; that is example of collective partial restitution meeting.

It is fundamental to search politic commitment and to confirm it at each stage of the process to maintain mobilization

It is essential to document each step of the demonstration project implemented and disseminate information. If involved actors adopt the process and results as they do it better if documentation is available with difficulties and constraints encountered. This will permit to correct community and other actors participation in the planning process

Up to dating profile must be systematic and should be a committee mission within the institutionalization process

It is essential to promote regular orders and to set up institutional appliance to formalize all steps of the EPM process. For example the signing of municipal decree setting up working groups has facilitated introduction of members into some institutions specially industries and information collection

Key actors must have more explanation on the EPM process. In spite of the first Dakar consultation (March 93) which launch the process and where different step of the process were presented, this information were not fixed on mind. So, it is perhaps relevant to organize training meetings on the process at community level for a better comprehension and to avoid disengagement during implementation

Financial support should be continuous as to avoid disruptions in the process. As a matter of fact, it erodes actors' motivation, delay implementation of action plan and, as a result satisfaction of population's expectations. Also, the phase support and its constraints should be abandoned, enabling to conserve the "flowing" of the process.

Municipal agents, town managers, must be involved at the start of the process. Their accurate comprehension of issues identified can facilitate their effective consideration among priority issues to address by municipal team. Also that will participate in strengthening their planning capacity

Sensitization should be accompanied by concrete action, even demonstrative, during the process to be more efficient.

More resources must mobilized for communication towards stakeholders to reinforce mobilization and to increase their interest about the process. It will permit also a continuous active communication process to avoid loose of process line.

The positive results obtained in implementing the EPM process in Hann arise from, in great part, the importance given to community participation reinforced and consolidated by the institutionalization process which will lead to local capacity building in environment management

It is necessary to maintain dynamic dialogue between municipal administration and stakeholders to promote democratic management and transparency in local affairs

At the start of the process, protocol must be signed between partner institutions. This will better implicate them and so the level of representation will be higher

Resources allocated to results dissemination and communication are insufficient. As a result interesting documentation produced in the different step of the process at Dakar are distributed to a few numbers of actors. Also it were not possible to have process documentary or photo-diapo process

Video reporting on the process. It is essential to have the start situation for comparison.

2.4.2 Lessons specific to EPM process adaptation and institutionalization

- EPM Process adaptation
 - Introduction of clarification

Clarification phase is fundamental for a better comprehension of issues by actors.

Instead of involving working groups after the profile of Dakar and general and specific issue definition, a deepening phase of issue knowledge is introduced. It permits environmental profiles on industrial risks and on Hann bay, essential for right conduct of the EPM process with intervention of working groups.

- Participatory diagnostic

It permits to move out the planning process at the bottom. Populations and industrials defined their problems, prioritize them to result in a priority action plan. This process is very important permitting to compare achievement of expert planning, although all actors were represented in working groups, with those of beneficiaries.

- - Community validation

It consist to verify by a participatory process if expectations of population are really took into account

These two exercises permit a global action plan, which has opportunity to be consensual

- EPM Process institutionalization
 - - Community participation must be institutionalized by municipal council deliberation. This permit reinforcement of populations interest to follow development of their environment by follow-up committee and others actors.
 - - The new organizations created must be linked officially to municipal structures. Effectively, the Follow-up Committee is well accepted by population and local authorities but it will be efficient only if it is linked to the municipal council which give him mandates and clear obligations. So, the Follow-up Committee can really integrate municipal organization by participating in council deliberation. In that way, it can, especially at budgetary sessions, notify concrete action to realize.