

FIRST INTERNATIONAL MEETING

# URB-AL PROGRAMME

Network n°3

## DEMOCRACY IN THE CITY

ISSY-LES-MOULINEAUX  
18-19 FEBRUARY 1999

*Concept paper  
Synthesis*



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*The authors are responsible for the opinions expressed in this concept paper which are not necessarily those of the European Commission and those of the Municipality of Issy-les-Moulineaux.*



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## CREDITS

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This report draws on the contributions of Valérie Robert for the European part, and of Clara Braun (TIAU Foundation, Argentina) Herbert Sanchez, Rocio Lombera and Alejandro Luevano (COPEVI, Mexico), for the Latin American part. Rocio Lombera, Alejandro Luevano and Valérie Robert participated in the reflection on the final text, which is the sole responsibility of the author, Yves Cabannes, co-ordinator of the Urban Management Program for Latin America and the Caribbean (PGU/UNCHS/HABITAT) in Quito, Ecuador.

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This report is a working support for the debate and reflection that will be held during the First International Meeting between the network members.

The opinions expressed in this document are solely those of the authors.

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## Introduction and presentation of concept paper

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### Background and objective

The town of Issy-les-Moulineaux, in France, has been selected by the European Commission to be in charge of the "Democracy in the City" network, the third of the 8 networks of the URB-AL programme. Nowadays this network includes 76 Latin American and 36 European cities. A press conference was held on October 26, 1998, to formally launch the network's activities.

The objective of this document is to serve as the basis for debates and for the establishment of inter-city working groups, or sub-networks, which will be the object of debates during the seminar that will be held in February of in Issy-les-Moulineaux, France.

### Working Method

The steps followed to develop this document are briefly outlined below :

- Based on the preparation and presentation of the technical proposal for the co-ordination of the network, the town of Issy-les-Moulineaux had focused its work on the research of experiences and practices related to local democracy. In order to do that, the town has gathered technical data cards on the cities that have sent notices indicating their adhesion to the thematic network. These examples of experiences were used to feed the concept paper.
- The conceptual and theoretical work started with a selection of the issues most closely linked to current debates and with the interests expressed by those cities. The construction of an "up and down" conceptual framework, beginning with the confrontation of the points of view of the advisors and the teams of professionals involved, has the advantage of revealing concepts that are "under construction", with the purpose of allowing its members to participate effectively. Those issues with a potential to generate co-operation between cities and democratic transformation were privileged. Methodology matrixes designed for research purposes were used :
  - One matrix served to identify issues in correlation with the experiences of cities according to geographical distribution ;
  - The other matrix was determined according to a distribution based on city size (Annex 1).
- A survey in which network members were invited to express their priorities, expectations and possible contributions to network activities was distributed (Annex 2).
- The analysis of the major declarations, charters, and conclusions of seminars allowed us to highlight the main advances on these issues and the central debates and views of various actors. This work was

complemented with an analysis of the position of several key international institutions in this area (Annex 3).

- The main virtue of these experiences is that they illustrate the central issues of democracy at the local level and they represent an updated benchmark, both for current issues and for dynamics. They do not intend to be comprehensive ; however, they are representative of the dynamics and processes currently occurring in both continents.

From the experiences documented in existing data banks and from updated references in most cases<sup>1</sup>, a selection was made so that they would be representative of the size of the cities in population terms, as well as of regional differences, direct illustrations of defined guidelines, and data availability. Some experiences in cities member of the "Democracy in the city" network were chosen. We worked according to a benchmark of 39 cities (Annex 5).

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<sup>1</sup> In particular on the Latin American part, the UMP (Urban Management Program) *urbanet* base and the works of REPPOL (the *Popular Education Network/Local Power*).

In particular for the European part, the data of the "*Forum pour la gestion des villes*" Paris, and UNESCO's document "*Mayors for Peace: First Book of Novel Experiences 1996-1997*", UNESCO, Paris.

# CHAPTER 1

## WHAT LOCAL DEMOCRACY ARE WE TALKING ABOUT ?

### Conceptual and Theoretical Framework

1. Fundamental Concepts
2. Analysis of the main charters and declarations on local democracy : the players' vision
3. Some clues to understand Latin American and European local contexts
4. International organisations' perspectives on local democracy
5. Preliminary conclusions

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## 1. Fundamental Concepts

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Before discussing several significant experiences on the construction of democracy at the local level, it would be appropriate to go over some of the concepts and theses that sustain this work.

Democracy is one of the values that support European nations and today it constitutes a political benchmark both for Europe and Latin America. However, democracy as conceived in Greece, would not be considered as such nowadays, because it was based on the existence of slaves subordinated to free men, and on the inequity of the relations between men and women. Obviously, not all individuals were **citizens**, then, therefore, we have to explain *what kind of democracy we are talking about, or what democracies we will make reference to* in each of the two continental contexts.

We say that local democracy at city level cannot be limited to the concept of *representative democracy* which has been the prevailing trend in the democratic construction of European cities within the rule of law. Also, we cannot say that local democracy can be limited to participatory democracy which has been the most positive contribution made to democracy by various Latin American cities.

What is at stake in local democracy and what identifies and qualifies it is the nature of the relations between representative democracy and participatory democracy. Although it has been said that democracy, including democracy in the city, relies on universal, indivisible and interdependent rights in each context, the links between these two forms of democracy will characterize local democracy in any given city.

### 1.1. The two meanings of democracy

In "Desafios y dilemas de la construcción del poder local" Alforja gives a short but clear definition : *"Historically, democracy has been understood in two ways : as a mechanism to deliberate on public issues and to adopt political decisions, as a quality that seeps into the entire life and running of a society; as a type of society; a set of reciprocal relations between the people that constitute a nation. An analytical approach to the discourse on democracy obliges us to refer to it in these two senses: a strict one and a broader one.*

a) Democracy as a political regime :

*In the **strict sense**, the concept of democracy refers to a political regime and specifically alludes to a set of rules, norms and procedures through which most citizens participate in the deliberation of public issues, elect the government and its representatives or promulgate the adoption of political definitions.*

*From this approach, the most visible feature of democracy is the election process, but the main elements of formal democracy (relative separation between the State and Society; guarantees for civil freedom, electoral transparency; division of powers and represen-*

*tation principles) leave open and unresolved the structural problems of society. In this sense, we will talk of representative democracy.*

b) Democracy as a project of society :

*In the **broad sense**, we refer to democracy as a whole as a means for **political and social coexistence** that cuts across all social spheres ; therefore, it does not exclude or limit the importance of the institutionalisation of political procedures that enable citizens to exercise their rights to participate in the deliberations of political issues. But it does not reduce democracy to political procedures, nor limit citizen participation to voting.*

*In its broad sense, democracy is understood as a **means of coexistence** that organises society on the basis of the general will and the common good, and that is managed through a political regime regulated by a set of procedures that **guarantee a broad and safe participation** of the people in the election of its governments and in the adoption of its programmes.*

*...In this sense, we speak of **participatory democracy**. The social dimension of democracy is related to democratic coexistence, with the development of social relations of well being for the majority ; it is related to the construction of social equity in all the spheres of the economy : both the market and goods manufacturing one and of everyday life. In this sense, we speak of **social democracy**.*

*...**Democracy** as a social project and democratisation as a process are inseparable realities that are intrinsically joined. That is why we decided that democracy is both a process and an end, a set of political procedures and a project of society; a political objective, and a methodological and organisational practice"<sup>2</sup> .*

### 1.2. Democracy and Rights

Political philosopher, Claude Lefort is among the founders of the "Socialism or Barbarism" group. One of his main contributions, contained in his work *Democratic Invention*<sup>3</sup> was to link the concepts of democracy, rights and justice. *"A right is a moment in the normalisation of the democratic space (...) **rights** are not rooted in the individual (...) it is more like a member of a democratic society that benefits from certain legal protections."*<sup>4</sup>. Thus, Lefort considers that the **freedoms** of thought, speech, assembly... are not attributed to the individual but rather to the **democratic public space**. Therefore, to attempt against these freedoms implies jeopardising democracy.

Thus, at city level the democratic public space is inseparable from human rights. Likewise, human rights can only be developed in a democracy : *"rights are the core of the democratic space, and this reminds us of how essential the Declaration of Human Rights is and at the same time forces us to interpret those rights at local level."*

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<sup>2</sup> Alforja, 1997.

<sup>3</sup> 1980.

<sup>4</sup> Poltier, 1997.



"Local democracy cannot have another basis than the respect of human rights, of life, liberty and safety, of social inclusion, recognition and respect of the nationality and faith of individuals, of their involvement in public affairs and the protection of the law", as indicated in the Universal Declaration of Human Rights.

According to the Universal Declaration of Human Rights "the will of the people is the basis of the authority of the public power"<sup>5</sup> and in particular towards our subject : "all people have the right to participate in the government of their country, directly or through freely chosen representatives"<sup>6</sup> as well as also having the "right to have access, under equal conditions, to public office in their country"<sup>7</sup>

### 1.3. Democracy, Rights and Justice

If democracy is understood as being a space where rules are governed by the principle of equality of all before the law, justice, according to Lefort and his followers, would then be its guardian.

This clear assertion of the central role of justice reflects the conversations between Plato and Socrates on the Foundations and Command of the city: "But Socrates, what is it that you see in the search for what is just? I will tell you, I answered. We assert that Justice is an attribute of the individual, but also of the entire city."<sup>8</sup>

### 1.4. Democracy in the City

While conceptual debates on the relation between democracy and justice seem to always be present, the debates on the conceptions of democracy at urban level are equally vital. Although the 1968 book by philosopher H. Lefebvre contains a conceptual framework of the "right to the city", which proposed a change in the concept of democracy at local level, the work carried out in Brazil in the 70s and 80s helped identify two concepts that the philosopher would not have denied.

We refer to the differentiation between **citizenship** and a **citizen's state of mind**, the latter being understood as the specifically urban **rights** of the citizen, those rights that local democracy must guarantee to its citizens. We share H. Lefebvre's belief when he states that : "the right of the city cannot be conceived as a simple right to visit or return to traditional cities. It may be formulated only as a right to a transformed, renewed urban life. The right to the city is manifested as a higher form of right : right to freedom, to individualisation within socialisation, to a habitat and to live there. The right to work (to have a participatory activity) and the right of appropriation (quite different from the right of ownership), are implied in the right to the city."<sup>9</sup>

The principles of the European declaration on the right to the city, arising from the European Urban Consultation adopted in 1992 by the Standing Conference of European Local and Regional Authorities<sup>10</sup> (CLRAE) and the European Urban Charter, constitute today specific and operational contributions that materialise the concepts of a *citizen's state of mind*, or the *right to the city*.

"Democracy in the City"

## 2. Analysis of the major charters and declarations on local democracy : the palyers' vision

Many Latin American and European Charters and Declarations state the development of democracy, in particular in the local sphere. Many of those are no more than a Declaration and some others are not legally binding. However, their analysis and foundations are clarifying at two levels, because they identify the principles that drive the debates on local democracy, and also the converging and diverging points between Latin America and Europe, steps that are necessary in order to lay the foundations to understand common projects.

### 2.1. European Charters and Declarations

The major European Charters and Declarations dealing with local democracy include :

- The European Convention for the Protection of Human Rights and Fundamental Freedoms ;
- The Declaration on Intolerance – a Threat for Democracy ;
- The European Charter on Local Autonomy ;
- The European Charter on the Right to the City ;
- Involvement of foreign residents in public life at local level ;
- The European Urban Charter ;
- The European Charter for Regional Autonomy ;
- The European Charter for Women in the City.

These declarations have the same substance : local democracy can only exist if all its components are brought together, that is to say :

- respecting others as individuals,
- respecting others as social, cultural or minority groups,
- listening and bearing in mind their opinions,
- commitment,
- non-violence,
- respect for the law.

Five fundamental elements in these declarations will be identified :

#### a) The importance of local authorities

They clearly state -for example, the European Charter on Local Autonomy- that "local authorities are one of the main foundations of any democratic regime". It should be pointed out that this assertion comes from central governments that thus recognise the role of the cities in terms of democracy.

<sup>5</sup> Universal Declaration of Human Rights.

<sup>6</sup> Universal Declaration of Human Rights, Article 21.

<sup>7</sup> Universal Declaration of Human Rights, Article 21.

<sup>8</sup> Plato, *The Republic*.

<sup>9</sup> Lefebvre, H., 1968.

<sup>10</sup> The Standing Conference of European Local and Regional Authorities became the Congress of Local and Regional Authorities of Europe in 1995.

## b) The notion of the rights and duties of the individual

### c) Citizen's participation as a right

*"The right of the citizens to participate in the management of public affairs is part of the democratic principles which are common to all the States member of the Council of Europe"<sup>11</sup> ... "citizen participation in local political life should be guaranteed at all political and administrative levels"<sup>12</sup>... "The citizens have the right to be consulted on any project of importance that has an impact on the future of the community"<sup>12</sup> ... "Participation through pluralistic democratic structures and urban management characterised by co-operation among all its partners."<sup>13</sup>*

The European Charter for Women in the City adds that *"equitable participatory processes have to be implemented in order to favour new relations of solidarity."*<sup>14</sup>

### d) The defence and reinforcement of local autonomy

It is considered as a contribution to the construction of a Democratic Europe.

### e) Decentralisation of power, from central to regional and local levels

In most cases, this decentralisation corresponds more to a transfer of central administrative functions than to a genuine delegation of power to the citizens.

## 2.2. Latin American Declarations and Charters

In parallel to Europe, local democracy has once again been placed at the heart of a significant number of national and local processes in Latin America, where democratic transition and globalisation between the population and the local government. **Finding out what kind of local democracy we are talking about** is at the top of the agenda of the most diverse local and international actors.

In a certain way, the emergence of the local is related to the trend of multilateral agencies in the sense that *"many global have given new value to the local in the construction of new rules of coexistence between the civil society and the State, problems have to be treated in the local sphere"*<sup>15</sup>, a trend marked in the early 90s by the Environment Summit (Eco-92). Since then, the possibility to consider local governments as effective counterparts in economic and social development programs and activities has increased.

The 90s have brought numerous declarations and charters by local governments and other municipal actors (Annex 3), some of which are illustrative of the issues and claims on debate. Without wanting to exhaust the contents of these declarations, horizontal

reading allows us to detect several major themes. We will organise the presentation around five of them.

### a) Relations between Local Government and Society

After the Habitat II Conference in Istanbul, the search for local democracy went hand in hand with the redefinition of the role of the cities, of local government and its relations with people : *"to fight inequalities and improve the quality of life of its residents"*<sup>16</sup> ; *"for cities to better manage social integration and the fight against exclusion, which would include actions aimed at committing all social sectors and groups with the municipal government process, including the preparation of the budget"*<sup>17</sup>. *"That the trends towards decentralisation of States and regional integration have turned the principles of local autonomy and subsidiarity into fundamental elements of modern democracies."*<sup>18</sup>

Thus, *"the binomial decentralisation – citizen participation (...) requires the consideration of the expectations and interests of all citizens when decisions on the settlement of problems that affect the entire community are taken, in the creation of this municipal space that belongs to all."*<sup>19</sup>

### b) The Roles of Local Governments

The issue for local governments is *"to recognise the strategic role of local communities in encouraging the expression and mobilisation of local energies, in the population assuming the responsibility of their own affairs and in the implementation of material and institutional structures required for local development"*<sup>20</sup>. It is deemed that local participation must be understood as complementary to the efforts of the State and other actors: to play an active role in the promotion of *"policies based on participatory development, supporting us in an active partnership with all the local forces, to improve the transparency and efficiency of management, opportunities for women to participate and have full access to decision-making processes, to promote association and co-operation between populations, and between populations and governments at different levels, co-operation between public and private sectors, to streamline the administration, to foster forms of decentralised co-operation in technical assistance, exchange of technology and know-how..."*<sup>21</sup>

<sup>11</sup> European Charter on Local Autonomy.

<sup>12</sup> Principles of the European Urban Charter/participation of citizens.

<sup>13</sup> European Declaration on the Right to the City.

<sup>14</sup> European Charter of Women in the City.

<sup>15</sup> IULA, Local Autonomy Charter.

<sup>16</sup> IV Mercocities Summit

<sup>17</sup> World Assembly of Cities and Local Authorities.

<sup>18</sup> Union of Iberoamerican Capital Cities, UICC.

<sup>19</sup> UIM.

<sup>20</sup> WACLAL

<sup>21</sup> WACLAL

## c) Local Government and Governance

The Declaration of Rio de Janeiro states “*the consolidation of the processes of local democracy as a requirement to improve governance, through 1°) participation of all actors in the management of human settlements, particularly in the definition of priorities and action plans ; 2°) promotion of joint actions among actors involved in the local everyday life ; 3°) establishment of a broad access to information about decisions taken and accountability on the use of public resources ; and 4°) execution of responsible, transparent, efficient and effective management*”.

## d) Participation of society

The participation of society means involving the people “*in the various organised expressions of civil society*” as well as “*recognise differences between individual and collective identities, memories and inclusion*.”<sup>22</sup>. As the Declaration of Mexico City states, citizen participation “*is both a reform of the State and a reform of the society*”. It is a reform of the State because it gives a new way of governance and a reform of society because citizen participation “*extends new practices and educates the citizens about their rights and duties; when forms of government and social practices change, citizen participation builds local and national democratic governance, makes government management more efficient and facilitates the settlement of problems such as insecurity; economic management of municipalities, public corruption, lack of transparency in information, and social problems such as exclusion and lack of equal opportunities*”.

## e) Integrated Democracy

The Latin American Local Powers Network (REP-POL), on its part, assumes a conception of integrated democracy stating that “*capital democracy is selective and, consults those who can usufruct from it ; is restrictive in terms of the various aspects and dimensions covered by human and social existence (...) integrated democracy would be a political system that guarantees to each and every citizen an active and creative participation, as individual in all the spheres of power and knowledge of society. The system that guarantees to each and everyone the right to be co-authors of the world (...) to do so, each and every citizen of society is called to participate, whether it is individually or together, in the development and of all the institutions related therewith, from the town, the neighbourhood, and all productive units up to the State*”.

<sup>22</sup> Mercocities.

## 2.3. Converging and Diverging issues between Europe and Latin America

The **importance of local authorities** as the foundation and the motor of all democratic regimes, of **local autonomy, citizen participation** and **decentralisation** are correlated issues in the declarations of both regions.

However, with all the care necessary to his assertion, one can say that European Declarations abound in notions of rights and duties, while several Latin American Charters accord a broader and deeper importance to participation. Furthermore, they turn the building of local democracy into a means to fight exclusion and urban poverty. Finally, the issue of subsidiarity appears as a determining factor to reach an autonomous network and local democracy.

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## 3. Some clues to understanding local Latin American and European contexts

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To facilitate communication and exchange between the members of the local democracy network, several elements from substantially different contexts in both regions have been identified.

### 3.1. Levels of Representation at the Local Level

The number of municipal legislators (council members) is far lower in Latin America compared to Europe. For example, the city of Quito, Ecuador, has 17 council members for 1.7 million inhabitants (1 council member for every 100,000 inhabitants), and Fortaleza (Brazil) has 42 vereadores (council members) for every 1.8 million inhabitants (1:42,000). In France, the extreme example as far as representation is concerned, there is one council member for every 100 inhabitants.

Faced with the limits of representative democracy, Latin American cities have developed initiatives and mechanisms, based on participatory democracy models, that manage to administer all local aspects, including those for citizen policy proposals.

### 3.2. The process of constructing democracy in the municipalities

The municipal space is still under construction in several Latin American countries : municipal emancipation processes, that is, the creation of new municipalities by referendum, are common and legitimate. At the same time, universal municipal elections by vote are a much more recent phenomenon in Latin American cities : the first municipal elections in the 5,000 Brazilian municipalities took place in the late 80s, after the last dictator left power, and the most populated city in the region, Mexico, elected its first governor in the mid 90s.

For their novelty and limited ties with rigid norms, recent democratic processes have given rise to numerous experiments and innovations, more difficult to imagine in a European context encoded along the years or even centuries.

### 3.3. The Respective Roles of Social Organisations

The strength and dynamism of social organisations as a space for citizen participation and talking partners of the local government, constitute some of the major characteristics of local democratic processes in Latin America. The isolated individual, the “inhabitant” or “citizen”, or the family as social subject, have a more limited role in Latin America than in Europe.

Furthermore, democratic initiatives at local European level seem to be promoted more by elected local governments or by national governments than by citizens' pressure, as democratisation is broadly a “downward” process, while in Latin America democratic construction is an “upward” movement due to the pressure exerted by the inhabitants through their extremely varied social organisations.

### 3.4. Municipal Resources

The portion of national income tax redistributed towards local levels is quantitatively different between the cities of the two regions, in relative (percentage of national accounts / municipalities' expenditures) or absolute (municipal resources / residing inhabitant) terms.

In European countries, between 50% and 70% of the income tax product is spent in the local sphere, while in Latin America the percentage may vary from very low in Peru, to exceptional cases of around 20% in Colombia. Although the object of this document is not to establish any relation between municipal financial resources and democracy, the lack of resources in most local governments in Latin America is an obvious obstacle to local democratisation.

## 4. Perspectives of international organisations on global democracy

The prospects of international institutions such as the Inter-American Development Bank or the World Bank, include the decentralisation and strengthening of local governments, as well as the participation of their inhabitants, the incorporation of the civil society and the private sector in the definition of local public options. However in spite of the conceptual changes achieved with the introduction of the notion of governance, the World Bank does not consider local governments as getting loans directly but still goes on lending loans exclusively to national governments.

### 4.1. Democracy and the State of Law. The European Union contribution

*"The Community policy in both democratisation and human rights sectors is guided by the universal commitments contained in the Universal Declaration of Human Rights of 1948 and the International Covenants of 1966 both on civil and political rights as on economic, social and cultural rights."*<sup>23</sup>

The European Union, *Building a Culture of Justice and Peace* document also reaffirms the great principles that sustain its vision of democracy, universality, indivisibility and interdependence of human rights : *"the support given to democratisation and to the promotion of human rights has become an essential element in its foreign relations, and in particular of its policy of co-operation with developing countries."*<sup>24</sup>

The democratic clause introduced in the co-operation agreements of the European that includes (a) actions aimed at public powers ; (b) reinforcement, development and accountability of the Civil Society ; (c) actions aimed at vulnerable groups.

Union with Latin America in the 90s illustrates this priority : *"The respect of human rights and the effective exercise of fundamental freedoms as well as the democratic principles are, for the European Union prerequisites for sustainable economic and social development."*<sup>25</sup>

In its efforts to preserve the irreversibility of democratic processes and in order to develop the legal framework essential to the promotion of human rights and the respect of the Rule of Law within a context of growing accountability of civil society, the European Union has defined a broad co-operation approach with Latin America

This contribution by the European Union to the democratisation process would seem primarily centred at national level. The URB-AL programme thus

<sup>23</sup> European Union, *Building a Culture of Justice and Peace*.

<sup>24</sup> European Union, *Building a Culture of Justice and Peace*.

<sup>25</sup> European Union, *Building a Culture of Justice and Peace*.



represents a specific and innovative contribution in terms of prioritising the municipal space. The creation of a specific "Democracy in the City" network which gives citizen participation a central role is framed within the global context of support to democratisation, the rule of Law and the empowerment of the Civil Society.

## 4.2. Governance for sustainable human development

The UNDP concept<sup>26</sup> most closely related to that of democracy in the city is the concept of good governance. However, it is more comprehensive than democracy as a political regime or as a project of society. It does encompass not only the political and administrative spheres but also the economic one. The UNDP maintains that Sustainable Human Development cannot be achieved without good governance.

Governance is the capacity to exercise authority in the economic, political and administrative areas, to administer the affairs of a country at all levels (national, regional, municipal) and in all the powers of government (executive, legislative, judiciary). It includes all the mechanisms, processes and institutions that allow to articulate the interests, to exercise the rights, to fulfil the obligations and to mediate the differences of all citizens.

Good governance is participatory, transparent and responsible, in addition to being efficient and equitable. It promotes the rule of law and ensures that decisions are taken by means of broad consensus. Governance involves the State and its public and political institutions, and also the private sector and the civil society, being the three sectors equally responsible for sustainable human development. These interdependent characteristics are summarised in the box below.

### UNDP : Characteristics of Good Governance

**Participation :** Whether exercised directly or through mechanisms of representation, participation must be shared by all, based on the exercise of the freedoms of assembly and speech.

**Rule of Law :** The legal framework must be fair and applied impartially.

**Transparency :** The free flow of information allows all the processes, institutions and the same information to be accessible to all, enabling its understanding and follow-up.

**Responsibility :** All the institutions and processes must strive to serve those who are involved with them.

**Consensual Guidance :** Governance should mediate between diverging interests and seek broad consensus on the best interests of each group.

**Equity :** All men and women have similar opportunities to maintain and improve their well-being.

**Effectiveness and efficiency :** The expected results of processes and institutions should meet existing needs and make the best use of resources.

**Accountability :** Those responsible are accountable to the public and / or to those who appointed them.

**Strategic Vision :** Both the leaders and the public should have a broad long-term vision of governance and human development and of what is required to achieve it, on the basis of understanding the historical, social and cultural complexities supporting this perspective.

UNDP, 1997

## 4.3. The Habitat Agenda and Local Democracy

It was during the Habitat II Summit held in 1996 in Istanbul that cities and towns were recognised as "*centres of civilisation and the source of economic, social, cultural, spiritual and scientific development (...) [where] human beings should enjoy a life full of conditions of dignity, good health, security, happiness and hope*"<sup>27</sup>. In order to meet this objective, Habitat II contributed to reinforcing local democracy by proposing to adopt the principles of solidarity and participation in human settlement issues, recognising the inclusion of various actors of local life : "*local authorities, congressmen, the private sector, unions, NGOs and other organisations of the civil society*", and to strive to "*achieve the full and equitable participation of all men and women and the effective participation of young people in political, economic and social life*".

<sup>26</sup> UNDP, 1997 and Lombera, R., 1998.

<sup>27</sup> Declaration of Istanbul on Human Settlements. UN Conference on Human Settlement (Habitat II). Istanbul, Turkey, June 14 1996.

#### 4.4. The UMP's perspective in the construction of local democracy

The Urban Management Program (UMP) co-ordinated by Habitat (UNCHS) and financed by the UNDP and several European governments (Sweden, The Netherlands, Switzerland, Germany and the United Kingdom) has emerged since Habitat II as the main technical co-operation programme at the service of cities and local governments. It is based on the concept of Participatory Governance, focused in particular towards transforming actions in order to face the problems of poverty and environment by means of City Consultations and the participatory design of Action Plans. It is framed, and contributes to, democracy as a social project, and to democratisation as a process<sup>28</sup>.

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#### 5. Preliminary conclusions

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The proposal of a referential framework based on the concept of local democracy, the examination of the pillars of democracy, the reading of some Declarations and Charters related to democracy in the city, and the consideration of the vision of international institutions provide a first approach to the issue.

Nevertheless, it is still insufficient if one wishes to know how democratisation comes about, and what roads are opening today in the territories of democratic experimentation.

The construction of an empirical basis in the next chapter responds to this concern. The examination of concrete processes will allow us on the one hand to question the proposed referential framework, and on the other hand it sets the roots of an exchange between cities based on their specific contributions.

Based on the concept of local democracy, both in Latin American and in European cities, the specific relations established between representative democracy and participatory democracy on the one hand, and on the other hand between the citizen, the social organisations to which he belongs, and his elected local government, will be analysed.

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<sup>28</sup> UNDP, 1997 and Lombera, R., 1998.

## **CHAPTER 2**

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# **HOW IS LOCAL DEMOCRACY BUILT IN LATIN AMERICA AND IN EUROPE?**

**Description and analysis of illustrative cases**

**Guideline 1. Participation/Consensus.**

**Relationships between citizens  
and local governments**

**Guideline 2. Democratisation of local manage-  
ment**

**Guideline 3. The people excluded from local  
democracy**

**Guideline 4. The territories of democracy**

**Guideline 5. Urban violence, citizen security  
and culture of peace**

**Guideline 6. Education/Training for local  
democracy**

**Conclusion : Lines of inquiry for working  
groups**

This chapter contains information on innovative experiences on which cities are building a new vision and new democratic practices ; therefore it covers the broadest vision possible of types of cities according to size, regional diversity, the set of thematic and action guidelines identified as innovative, and speaks of new paradigms to build new processes for democracy from local aspects.

These experiences have been organised around 6 main guidelines that appear as main issues in the construction of democracy in the cities (Annex 5) :

- Guideline 1. Participation/consensus : relationships between citizens and local governments
- Guideline 2. Democratisation of local management
- Guideline 3. The people excluded from local democracy
- Guideline 4. The territories of democracy
- Guideline 5. Urban violence, citizen security and culture of peace
- Guideline 6. Education/training for local democracy

Each one of these six Guidelines in turn addresses specific sub-themes. For example, the issue of participation and consensus (Guideline 1) as the modality for a relationship between citizens and local governments can be divided into :

- Forms and ways of citizen participation ;
- Participatory budgets ;
- Institutionalisation of channels and spaces of participation and consensus ;
- Public policy on citizen and popular initiatives.

After a brief thematic introduction, each Guideline is illustrated with European and Latin American cases.



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## Guideline 1 : Participation/consensus. Relationships between citizens and local governments

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### 1.1. Forms and modalities of citizen participation

#### European experience

The inhabitants may participate in local management at various levels. The first level occurs when the government in power **listens to citizens** and allows them to express opinions on all matters related to their everyday life. Listening does not necessarily mean that their opinions will have a direct influence on the decisions taken. However, citizens feel that they are taken into account, and that they exist in the face of political decision-makers. **The reception area** in City Hall is a first step that allows the municipality to improve while listening. Many have thus modified their working hours to enable their working citizens to find their offices open after business hours.

Some local governments have created various **observatories** : economic, urban, on youth issues or on local public utilities, which allow the users to express themselves on the quality of services.

Local governments can decide to consult their inhabitants through **surveys**. In this case, the opinions of the inhabitants are anonymous or almost anonymous. These surveys do not commit the local government, but may however influence the decision taken. In several experiences, a questionnaire refers to a special project, and this type of **consultation** aims to associate the citizen directly to local life.

In the case of a **concertation** with the people, the local government tries to open a space to meet and debate projects, to collect and analyse reactions and to draw conclusions.

*In 1996, the Municipal Council of Chelles (France) decided by deliberation to launch a **public consultation** according to the provisions of a 1992 Law enacted to improve transparency and respect of democratic procedures. However, the Municipality did not limit the consultation only to voters, but extended it to young people under 16 years-old and to foreigners living in the city for more than 5 years. Both groups had to register at the City Hall : “a voluntary act that allowed them to express their will of citizenship and integration” (Jean-Paul Planchou, Mayor of Chelles). As the Prefect, within the framework of his responsibility to monitor and care for community acts, submitted the case to the Administrative Tribunal of Versailles, the public consultation was voided by a Tribunal decision. The issue was to know whether or not local democracy should be submitted to age or nationality. The provisions of the existing*

*law are sufficiently ambiguous to provoke confusion on the definition of the constituency. However, it seems that both age and nationality should not be compulsory conditions with regards to people living in the city who wish to insert and incorporate themselves and who can contribute to the policy making. In 1997, the mayor of Chelles again launched a concertation on a city project called “Let’s open up”, to define the needs of its inhabitants in urban management and transportation issues. During six months the inhabitants have reflected on the future of their city through meetings and debates. The city’s project was then formalised together with the inhabitants in early 1998, and a Charter was enacted.*

Participation in local management can even go beyond that, as when the citizens are directly involved in the taking of decisions that affect them in their everyday life.

*The city of **Kolding (Denmark)** has set up a possibility of participation for its citizens based on the principle that the closer the decision makers, the executive staff and the people are, the lower the risk of misunderstanding. Thus, each of the city’s 16 schools has a school council, whose members are elected by the parents among themselves. The school council can, under certain circumstances, appoint the teachers they want for the school, a power that belongs to the municipal council. But above all, the school council must approve the school budget submitted by the principal. Likewise, the council must issue an opinion on the teaching methods practised in the school. The council has quite a significant influence on how children are educated.*

#### Latin American experience

The notion of citizen participation based on the idea of the reallocation of power has led local governments to strive to involve the population in the process of taking and implementing decisions at various levels of public life. In these cases, citizen participation is a substantial element of the democratic programme, insofar as it implies fostering a real decision-making power in the population to propose, monitor and control government actions. This combines mechanisms of direct, semi-direct and representative democracy, so that citizen participation practices cover a wide range of initiatives around the opening of channels and spaces for participation, transparency of government actions, reforms that guarantee social control on government management.

*From this viewpoint, the city of **San Salvador (Republic of El Salvador)** has developed several participation modalities through zone concertation boards, Development Councils and Cross-sector Development Committees. According to the Salvadoran municipal code, all municipalities have to hold four open town meetings each year to address the issues raised by the inhabitants of each town. In the case of the concertation boards, the municipality was divided into seven zones, and preparatory meetings with the social sectors were held to inform them of the purpose of these boards, to prepare the*

programs and the working agendas. Afterwards, zone assemblies were held with the presence of the Municipal Council and the social sectors of the area. These assemblies appointed committees to follow on the agreements negotiated. One of the best results has been the reinforcement of the mayor's office and the perception of a new form of government existence by the people.

*In Soyapango (the most populated municipality of San Salvador) the Municipal Council established a commission to build a concertation mechanism that fostered local development councils accessible to all local actors, including a representative of the Municipal Council, with the prospect of creating a Micro-Regional Development Agency.*

*In another municipality, the Municipal Council decided to summon the representatives of all organised sectors in order to build with them an instrument of citizen participation that would enable them to assert and recognise the opinions of the population. After 3 meetings, it is possible to see the constitution of a Cross-sector Development Committee for Tecla "CIDET".*

## 1.2. Participatory budgets

### European experience

Some municipalities are giving a portion of their resources to neighbourhood committees or boards, in order to create a **neighbourhood budget** that can be used freely by those committees. Direct democracy is implemented insofar as the inhabitants, through the committee, take direct decisions concerning their own projects.

In some cases, with the purpose of increasing financial transparency and keeping the citizens informed, local governments have adopted their **budget directly** :

*In Grande-Synthe (France) the citizens participate in public meetings where the municipal budget is presented and discussed. Since 1996, the inhabitants have been invited to debate with the Municipal Council and the Mayor on municipal activities and its budget. The Mayor is committed to answering all questions in writing. A large number of inhabitants attend the debates and 88% consider the municipality's initiative as interesting, because explanations are given to everybody both on the budget and on municipal activities and they have the possibility to discuss issues in public meetings.*

Experiences with **fiscal referendum** are still relatively exceptional. However, its contribution as a form of direct democracy deserves to be mentioned. Under this approach, taxpaying citizens had to determine the tax load they were willing to accept, the resources that the Municipality was going to receive, and therefore its investment capacity. This initiative allowed the citizens to better understand the use of their tax money in relation with the municipality's income, as well as the benefits they were going to obtain.

### Latin American experience

Participating in the definition of the municipal budget is probably one of the most advanced forms of citizen participation. Brazil has the most advanced and most abundant experiences (around 100 municipalities) in this field. However, they are not the only ones.

Generally, user participation is relative only to the use of the "investment" portion of the municipality's budget. The case of Barra Mansa, (State of Rio de Janeiro, see box 4), where public officials and the population decided the operating budget, is an exception.

*The Icapui experience (a town of 15,000 habitants on the North-eastern coast of Brazil) is relevant for several reasons : firstly, for the speed with which the participatory budget was launched in 1997 ; secondly, for the exceptional level of participation of the population (around 30%) last year, and thirdly, for the multiplicity of micro projects of interest that were developed.*

*Based on municipal training programs, community training courses were provided. Subsequently, in plenary sessions held in 36 communities, three working groups were established : infrastructure, Social Assistance, Employment and Income Generation. Each plenary subgroup chose one priority for its community and another one for the municipality. At the end, each plenary community defined three priorities for the community and three for the municipality. Since then, seven Regional Plenary sessions have been held. A Municipal Congress was held on participatory budget where the budget was presented and globally approved and delivered to the Municipal Chamber. At the same time, the Municipal Budget Forum was created. At the beginning of the 1998 fiscal year, the projects that were part of the participatory budget began to be implemented with municipal resources.*

The experiences with Participatory Budgets enable the population to look beyond the limited vision of their demands; they provide the skills required to analyse all the problems and needs of the municipality, to define priorities, to decide how these priorities are to be addressed, and to execute these plans. And, from the political point of view, they have contributed to teach the exercise of democracy to those who have participated in the process; they have required growing levels of administrative transparency on the part of municipal technicians and, finally, they have allowed everybody to know how the budget is prepared.

### 1.3. Institutionalisation of channels and spaces of participation and concertation

The institutionalisation of channels and spaces of participation for the population is the central element for the construction and consolidation of local democracy. On the one hand, the large majority of participatory experiences do not go beyond mere practices and political voluntary work. On the other hand, several levels of community participation lack legal or formal existence.

Reference to the law, and equality of all under the law implies the institutionalisation of both social organisations and recognised institutions, promoted and even regulated at municipal level. Reference to concertation tables (cross-sector development committees in the case of El Salvador) illustrates experiences that have effectively gone beyond voluntary participation.

#### European experience

*In 1996, the Municipal Council of Norwich (Great Britain) adopted a new approach towards the development of the community and to involving the population in the decision-making process. This approach is embodied in the “Community Power” program, the objective of which is to involve the community in the town’s affairs. Local authorities hope that everyone will participate in this program so that all can contribute to the future of their local community and their city. The purpose is to strengthen local democracy by listening to everything the population has to say:*

*The program helps the inhabitants to gather strength, to mobilise and to express their will, and also to share their resources for the common good of the neighbourhood and the city they live in. Within the framework of the program, the inhabitants meet and take initiatives on the issues that affect them directly. They also work with other groups, with representatives, and with the Municipal Council.*

*This program was initially launched in 3 neighbourhoods : St Stephen, Mile Cross, and West Norwich. It has gone further in Mile Cross, where the inhabitants have already decided how they wanted to be organised and how they are going to participate in local management.*

*This program is not only about consulting the inhabitants; rather, it is about having them participate in the decision-making process that affects their “scope of activities”.*

It is also interesting to highlight a municipal initiative to encourage participation in “inhabitants’ houses”, meeting places where citizens can become associated to projects that affect them.

*The inhabitants of Helsinki (Finland) have created networks in various neighbourhoods, something the administration could not do on its own, and this has allowed them to strengthen their capacity to act on various issues.*

*The “Inhabitant houses” project encourages local citizens to become interested in affairs that directly affect them in order to improve their living standards. To succeed, this project requires the support of the inhabitants, and also financial and communication support from the municipality. The first inhabitant house was created in 1990. In 1997 they were organised in networks and in 1997 they already numbered 17.*

*These “Active Participation” projects aim at developing citizen participation. Their objective is to favour education and information among the inhabitants by developing means of participation. In order to train the citizens, the municipality proposes to assist, channel and improve the efficiency of the inhabitants’ skills, whose initiatives are frequently spontaneous.*

*The implementation of information channels by the municipality tends to improve communication and the institutionalisation of actions undertaken by the inhabitants in their neighbourhoods, as they establish connections between them and with local authorities.*

*The development of participatory methods by the municipality allows the inhabitants to find new means to participate in decision-making in matters affecting their everyday life.*

#### • Advice by the “Wise”

“Councils of the Wise” have been established in many cities, where pensioners and in general elderly people who wish to be useful to society and not to be excluded once they reach the end of their professional life get on together. Current balances show that these councils contribute to the operation of local democracy : they are consultative forum that offsets the municipal council and they are also a space of mediation for problems encountered in everyday life.

#### • Neighbourhood Committees or Boards

Some European municipalities have developed Neighbourhood Committees (or Boards), whose function is different from one city to another, varying from mediation spaces to counterbalancing spaces. The aim of these boards is to favour the participation of the population and to create a regulatory framework for the definition of city or neighbourhood development projects.

*The city of Krakow (Poland)<sup>29</sup> has implemented a committee to maintain contacts between the Municipal Council and the inhabitants. Each neighbourhood committee gathers close to 2,000 inhabitants, who elect two persons. Fifteen signatures are required to be a candidate. The elected neighbours manage the needs, support the activities and receive a budgetary allocation in this view.*

<sup>29</sup> For information only, Poland is not member of the European Union.



## • Charters for local democracy

The institutionalisation spaces of the participation spaces in Europe include the Charters for local democracy, prepared in many municipalities. Their official objective is always to develop local democracy with means that vary from one city to another as a result of the local culture and customs.

## • Local Referendum

Another approach is the local referendum, whose consequences may vary from one country to another, with the biggest difference being the fact that the mayor may or may not be legally bound by its results.

*The local referendum has a legal value and its results are enforced in the cases of **Hungary, the Czech Republic, Slovakian Republic**<sup>30</sup> and the **German Lander**. In this sense, this is a form of direct democracy.*

*In **Finland, Italy, Luxembourg, Norway and Spain**, in spite of its formal nature, the referendum has only consultative value. However, the mayor cannot ignore the results of a vote and will have to take them into account when making a decision.*

## Latin American experience

In several cases, Latin American cities have opted to go beyond the institutionalisation of social organisations, as in general they are very cautious of being “institutionalised” for fear of losing their autonomy and to be co-opted by the political parties in power.

*It should be pointed out that thanks to its great creative effort, the municipality of **Santo Andre** (metropolitan region of Sao Paulo, **Brazil**) is contributing to deepening local democracy through the constitution of various levels, channels and spaces for participation. Participatory Budget Councils were established, Sector Management Councils were strengthened, both are bodies of equitable representation between the local government and civil society ; a Centre Forum was established by consensus to develop an Action Plan for that area, complemented with a Bank of Ideas so that all the citizens of the municipality may contribute proposals for the Centre.*

Another illustrative case is the Municipal Democratic Council of the small town of **Cuquío**, 20,000 inhabitants (Jalisco State, Mexico) which shows that the institutionalisation of democracy happens not only in the bigger cities of the region.

*The Municipal Democratic Council of **Cuquío** (CODEMUC) is the result of the will and determination of municipal public powers that seek a genuine decentralisation and democratisation of the decision making process, as well as greater and more genuine citizen participation in the exercise of government. Decentralisation was achieved by zoning the municipality on the basis of its territorial organisation for participatory planning and management, as well as*

*for the development of community life. The purpose of CODEMUC was to define municipal priorities for the budgetary allocation of works, programs and services, as well as for the everyday monitoring of the municipal government and the evaluation of the triennial management plans of any political party.*

Pedro Pontual, a municipal official of Santo Andre and an active member of REPPOL has said that the establishment of a **non-State public sphere** is a strategic element to ensure participatory practices in local management and a new relationship between government and society, giving rise to a change in the public - private relationship (Pontual 1995).

## 1.4. Public popular and citizen initiatives policies

The possibility for all citizens to have the **right** to create standards on their own initiative is today one of the most advanced spaces in terms of participative democracy. These spaces are the result of the sometimes conflicting battles waged by the citizens to conquer their right to participate.

### European experience

European citizens only have the initiative to develop local and also national public policies exceptionally. Switzerland, with its tradition of local democracy, is an exception.

## • Right of initiative

*The experience of **Fossano (Italy)** and its Charter on popular participation signed in 1993, is relatively unique, as it recognises the “**right of initiative**”, in any field that is under the prerogative of the Municipal Council. However, although provided in the By-laws of Italian municipalities, popular initiative is hardly mentioned by the mayor's offices.*

## • Referendum by popular initiative

*Today, Swiss citizens are not the only ones that can exercise this recourse to direct democracy. In **Luxembourg**, for example, a referendum is possible when it is requested by 20% or 25% of the constituents (in municipalities with respectively less than or more than 3,000 inhabitants). Legally speaking, any issue at municipal level may be the subject of a referendum by popular initiative, not only in Italy and Luxembourg, but also in **Sweden**.*

## Latin American experience

*Due to the pressures of the organised civil society, the **Brazilian constitution** of 1988 established the right of the citizens to have popular initiative policies at central (federal), regional (state) and local (municipality) levels. A proposal for a municipal law may be submitted by the civil society when it is accompanied*

<sup>30</sup> For information only, Hungary, the Czech Republic and the Slovakian Republic are not European Union members.



by the signatures of 1% of the local constituency. The request and the proposal have to be debated by the Municipal Council.

Since 1996, **Buenos Aires** (Federal Capital of the Republic of **Argentina**) has a constitution that has tried to write down the entire democratic experience gathered by the country since 1983. This is one of the most significant experiences of institutionalisation of a democratic space.

One of its most outstanding aspects is the possibility to **submit a bill by popular initiative**. In addition to the constitution, the Legislature and the Executive Branch have recognised a series of legal channels to participate and/or reach agreements with the autonomous government of the city. Public hearings for a better involvement in administrative or legislative decision making, are organised to take part in the destiny of the city by consensus through the Urban Environment Plan and the Strategic Plan (with parliamentary jurisdiction). The sanction, reform or repeal of a statutory provision by the citizens via referendum, is possible, as well as administrative acts and the revocation of mandates via plebiscite (with parliamentary jurisdiction).

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## Guideline 2 : Democratisation of local management and the government apparatus

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Governmental apparatus and local management democratisation as well as good governance and respect for the rules of *transparency, responsibility, equity, accountability, and no corruption* is a prerequisite for the construction of local democracy. Innovative experiences both in Europe and in Latin America show that two strategic elements, **improved communication and dissemination of information** are some of the required modifications of the local governmental machine in view of the demands of democratic life.

One mechanism typically used by non-democratic governments to prevent and/or inhibit population participation has been to hide information related to the operation of the administrative apparatus, to resources and how they are used, to available know-how... Based on this, **administrative transparency in all activities** and government bodies is a necessary requirement for the population to have access to the information needed to exercise participation.

Practice has shown that in addition to the political will required to exercise transparency, clear and permanent mechanisms have to be created in order to effectively guarantee access by the population to information, and also a language to allow those mechanisms to be decoded and understood. With that, we can create the conditions required to develop and reveal the operating mechanisms of the administrative apparatus, and also to identify the scope and the limitations of the actions carried out by the municipal government. Those are important conditions required to establish a horizontal relationship with the organised civilian society.

Another important condition is transparent criteria on how to gain access to public funds and assistance programs, in order to prevent paternalism or clientelism which compromise the public nature of available recourses and services offered.

It can be said that, in fact, transparency is a prerequisite for participation.

### European experience

Technological breakthroughs have allowed several municipalities to develop new models of communication both with their institutions and their inhabitants. Advances in the multimedia sector allow information to be instantly disseminated, and at the same time the Municipal Council can be immediately informed of the reactions of its citizens.

*At the municipality of Issy-les-Moulineaux (France) there is a culture of innovation. Anybody can get in touch with the mayor by telephone or e-mail. In 1995 the Municipality decided to become a member*

of the "Society of information", and in January 1996 it adopted the Local Information Plan with the purpose of accompanying the development of information and other new technologies in the city's territory. A Steering Committee for the Local Information Plan has been established, and its role is to define strategic operations and follow-up all new technological breakthroughs. This Committee adopted a global management plan on the use of new communications technologies and operates horizontally to associate all sectors of local life, all generations and all population categories.

Additionally, the municipality has created an Interactive Municipal Council that is broadcast by a cable TV channel. Although not all the inhabitants of Issy-les-Moulineaux are connected to cable, all have the possibility to follow the debates in public places. The possibility for the population to participate allows the process of direct democratisation to advance smoothly.

In Helsinki (Finland) citizens have the possibility to debate, be informed and participate via the net, which is the mass communication tool of the future. Through an internal debate forum, the inhabitants can discuss, debate and issue opinions on all local issues. The other aspect is a link between inhabitants and city officials, who must answer all the questions raised.

### Latin American experience

One of the most significant experiences in the region is being developed by the Association of Social Communicators, Calandria, together with several municipalities (districts) in Metropolitan Lima (Peru). These communication programs are aimed at different organised social actors, and also at the scattered citizenship. They include : **recovering the Local Government's Image** through innovative municipal information campaigns that brought the municipality closer to the population, for example in Villa El Salvador (Peru) ; **citizen education campaigns in election times** by graphic communication means were used to favour information and debate prior to the elections, thus guaranteeing efficient citizen participation. These methods include commercials broadcast on the radio and through loudspeakers in the community; videos broadcast in public places, and educational workshops ; community TV programmes similar to "What about you, what are you doing ?", where public figures as well as gang members, young people, anonymous neighbours... appear on TV to improve mutual understanding among the various urban actors.

One important lesson for democracy that can be learned from these communication practices is that we have to overcome the narrow limits of the traditional political "marketing", which works by promoting government and its leaders. We have to develop coherent communication policies that become an incentive for participation, for co-responsibility, for the development of alternative practices that the population can discover to solve its problems.

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## Guideline 3 : The people excluded from local democracy

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This guideline concerns practices that allow or facilitate the local integration of several social categories that in fact do not participate equitably in democratic life.

At first, one has to focus on the efforts made for the political inclusion of the economically excluded, the poor, the unemployed, those forgotten by development in the context of globalisation. Then, the issue of those discriminated against on the grounds of religion, race, language or gender and their participation in local political life and finally, the refugees and the people displaced due to violence and war, who also do not participate as citizens should be considered.

In a second stage one has to examine the issue of the participation of boys, girls and young people in local political life. A third stage will consider the issue of gender equity vs. local power as, in spite of innumerable meetings, declarations and charters, women are still mostly excluded from political life. The percentage of female mayors and municipal officials, not only in Latin America but also in Europe, with some notable differences in North European countries, is incompatible with the notion of contemporary democracy.

### 3.1. Political integration of the victims of economic exclusion in the context of globalisation

#### European experience

In spite of economic growth, the number of poor, indigent and unemployed people in Europe reaches heights that contradict the notion of an egalitarian society. It challenges the meaning and the limits of a democracy that is not able to overcome the growing inequality in the distribution of wealth. However, some municipal experiences have successfully addressed these serious challenges.

The job-seeking programme for young people, "Jobs match", developed in Bradford (United Kingdom)<sup>31</sup>, has also been adopted in Kecskemet (Hungary) where the municipality helps marginal young people to find new jobs. This program, "I work again", is specifically aimed at young gypsies who depend on social welfare or otherwise receive no social aid and also have no home. The Kecskemet Trade Centre offers professional training courses so that they may learn a trade.

#### Latin American experience

The current economic model exacerbates economic and social exclusion : in the last ten years, the number of poor people in Latin America has grown from 130 to 160 million.

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<sup>31</sup> See UNESCO's document "Mayors for peace".

*In Villa El Salvador, VES (Peru), a shantytown established in 1971 by massive occupations of a deserted area on the outskirts of Lima, has been keen in politically integrating its poorest members : those who built the town. VES was granted the status of municipality in 1983, and organised the Self-Management Urban Communities of Villa El Salvador, CUAVES. Several exemplary initiatives to foster formal and informal sectors have given rise to one of the most important small and micro-industrial parks in the region. Today, VES plans to build a model of municipal management, in addition to CUAVES, that will enable the integration of the young population born in VES and the producers of expanding formal and informal sectors. The proposal is : a productive district, a supportive community, a healthy city.*

### 3.2. Participation of foreigners in citizen life

Generally, foreign people although living in a city for a long time, are excluded from city life, both in Latin America and in Europe. In Europe, however, a difference must be made among foreigners, between those coming from a member State and all the others. The European Union treaties forbid a State to considerate them less favourably than its own nationals. This provision, however, still leaves some integration problems at local level, which have been positively addressed by several cities, in Germany for example. The goal of deconcentrating municipal services is to propose relative solutions to the various dimensions of integrating immigrants, whether they come from the European Union or not. In spite of this globally worrisome situation, several initiatives seem promising.

#### European experience

*Sweden was the first European country to grant foreign residents the right to vote and to be elected in municipal elections since 1975. Associations of immigrants are also encouraged to develop initiatives at local level.*

*In Göteborg (Sweden) the citizen status is granted after one year of residence in the city. There is a project to foster and encourage immigrant vote with the purpose of increasing and broadening their participation.*

*The Netherlands followed the example and foreigners also have the right to vote in local elections. This fully illustrates the principle of the European Council, which states that the municipal level is one of the pillars of democratic construction.*

However, the slight participation rate of foreign voters shows that the local representation of foreigners will have a low impact if it is not sustained by an efficient organisation of associative movements, whether of immigrants or not, that work to educate and integrate foreign residents.

*In 1994, the city of Turin (Italy) instituted a Parliament of Foreigners. During the 1995 municipal elections, parallel elections were held to elect representatives of communities made up of foreigners. Twenty-one candidates were elected, most of them chairmen of associations of immigrants. Their parliament includes a co-ordination office and thematic commissions in charge of proposing integration projects to the Municipal Council. This Council operates on the model of the consultative structures of Northern Europe.*

*In Antwerp (Belgium) foreign residents also have the possibility to participate in neighbourhood councils, just as nationals do.*

*In 1983, Vienna (Austria) started providing municipal services to neighbourhoods with large numbers of foreign residents. The offices in charge are responsible for implementing an integration plan adapted to the reality of each neighbourhood. Their job includes: keeping local actors informed of problems encountered by the foreign population and communicating with other municipal services and local administrations to jointly adapt the quality of their services. These offices identify the shortfalls of local administration in terms of foreign resident integration in their neighbourhoods, and they also participate in planning the decisions that will be taken in consensus with local associations. Afterwards, the decisions are transmitted to the Municipal Council for their enforcement.*

#### Latin American experience

In Latin America, no municipal initiatives have been identified that aim at the integration of foreign residents in local democratic life. There is a long way to go before a genuinely inclusive local democracy can be attained. The issue of foreigners in illegal situations due to immigration, or displaced due to violence, war, or unemployment, is still far removed from the concerns of most cities in the region.

### 3.3. Participation of young people in local democratic life

#### European experience

One of the most advanced and sound approaches towards the integration of girls, boys and young people into the democratic life of a city, viewed from the perspective of citizen education, are the **Municipal Children and Youth Councils**. Built on the model of adult Municipal Councils, they have become a place for learning and exercising citizenship, local democracy, and civics. Their goals are to foster dialogue and communication among young people and adults and teach the former how to be active citizens. Today, just in France, around 1,000 cities have established Municipal Children and Youth Councils. A national association, ANACEJ<sup>32</sup>, offers technical support for the establishment of new

<sup>32</sup> Association nationale des conseils d'enfant et de jeunes.



Councils. Several European cities have adapted or created similar forms of municipal councils composed of elected youngsters. This type of experience can also be seen in several Eastern and Central European cities, for instance in Krakow<sup>33</sup>.

*One of the first municipal youth councils was established in Schiltigheim (France) where the Mayor, inspired by UNESCO's Charter of Children's Rights, decided to give young people the place they deserved in the town. His goal was to do things WITH them, not just FOR them.*

### Latin American experience

There are many initiatives aimed at inserting children and youngsters in local democratic life : school councils, young judges of the peace, mayors...

*The town of Barra Mansa (State of Rio de Janeiro, Brazil) pioneers Latin America in the institutionalisation of spaces for the participation of boys, girls and young people, as it contributes to the creation of a local democracy open to them. One of these spaces is the Children's Municipal Secretariat, the Mirim Secretariat, whose first activity was a contest of essays and drawings on the subject "How I see my city". Twelve winners were awarded with a responsibility of "Mirim (Child) Secretary". Five boys and seven girls aged from 8 to 13 assumed it in 1997. They meet periodically with the corresponding Secretaries of the Government to discuss and find solutions to the major problems of the town.*

*In 1998, after an exchange trip with children from French municipal councils, the model was adapted to the local reality of Brazil. In November of that year, the first Latin American municipal council took office. The first participatory children's budget was also institutionalised, involving 6,500 youngsters from zone assemblies. The adult's Municipal Council of Barra Mansa has also voted a budget that will be implemented in 1999.*

### 3.4. Equity of gender and local power

Women have been mostly absent or misrepresented in the local governments both of Latin America and Europe, with some notable exceptions particularly in Northern Europe and in some Latin American countries. Argentina and Ecuador have respectively implemented a quota system of 30 % and 20 % of female representation.

The quota concept is one of the central issues of the debate : it is sometimes proposed for the elaboration of candidates' lists, and also for elected posts. Although male and female advocates of the quota system have demonstrated the progress achieved in terms of female presence, its detractors reject the idea of a minimum quota, arguing that it institutionalises categories among citizens and also that it does not respect the democratic principle of the universality of rights and of the equality of all men and women under the law. Opposition to the adoption of

this measure lessens when the quota is established progressively and temporarily, until parity is achieved.

Another concept in the debate is the concept of parity in politics, a principle that may be directly practised by political parties when they prepare their candidates' lists. At a formal level then, parity does not affect the principle of the universality of rights and of equality<sup>34</sup>.

### European experience

*Göteborg (Sweden) has no regulations on the representation of women in political life, either at national or local level. However, political parties have long been committed to introducing a parity in candidates' lists. Almost all Swedish political parties enforce parity: Women represent 40% of elected members of the Municipal Council, although there are no facilities for working mothers. Female participation in political life is the result of an advanced citizen culture. Their husbands are much more active in domestic life and help more in household chores.*

### Latin American experience

In Latin America, the first contest of municipalities that advocate women's rights, convened by the UMP/HABITAT and by UNIFEM, concluded that very few municipalities had taken decisive steps to promote this. However, reading between the lines of 30 candidacies indicates that Latin American municipalities are spaces for democratic construction (UMP, UNIFEM, 1998). One remarkable experience illustrates the current trend.

*In Colombia, the 1991 constitutional reform incorporates new concepts of citizenship that favour participatory and innovative initiatives in public administration. In this context, the women's groups of the Department of Risaralda, which has 14 municipalities, developed the idea of lobbying before local authorities to express their political will and to channel technical and financial resources to the incorporation of the gender equity approach into local development plans. The incoming and outgoing authorities (1998) of the Governor's Office of Risaralda have decided to implement the project developed by the citizens by putting into place a series of measures and long-term projects.*

<sup>33</sup> Noted only for information, Poland is not member of the European Union.

<sup>34</sup> Le Monde Diplomatique, November 1998.



### 3.5. Participation in local political life of persons discriminated against on religious, race, language, or gender grounds

#### European experience

The participation in local political life of persons discriminated against on religious, race, language or gender grounds raises questions about the relationship between culture and local democracy and challenges the ability of the local democratic space to respect differences.

*In this sense, although the gypsies are one of the largest cultural groups of Europe, they constitute a trans-state minority at the European scale. They want to be recognised as European citizens, and also to be locally acknowledged. Today they have difficulties in fully exercising their citizenship, and a European solution would help provide an answer to the issue of the participation of people discriminated against in local political life.*

Their way of life is questioned. If one thinks that a citizen is not only the person who shares a territory and uses it, but also an individual who shares the values of the social group to which he belongs and with which he shares his history with, then the cultural expressions of the gypsies leave the local aspect of democracy still unsolved. Although access to citizenship by gypsies remains a problem to be solved at municipal level, due to the fact that they are just temporary residents, the European Union is working on this issue.

*The town of Pecs (Hungary)<sup>35</sup>, is working hard to welcome refugees. In 1988/89, the city faced a wave of refugees from the Hungarian minority living in Romania. In August 1991, war victims from former Yugoslavia also started migrating to Pecs. The town provides all refugees with a house, a work permit, an educational structure, and schools for children.*

#### Latin American experience

We have no accurate data on the number of Latin American and Caribbean municipalities with mostly indigenous populations. However, according to UMP / UNCHS estimates, among the 16,000 municipalities in the region, no less than 3,000 have a predominant or significant indigenous population. On the other hand, their participation in the political life of medium-size cities or in large urban centres where they are a minority is minimal or non-existent. Recognition of their citizenship rights is an exception rather than the rule. In this context, the experience of Quetzaltenango, although not the only one, is still remarkable due to its ability to open a genuine space for indigenous women and for having become a strong reference for the indigenous peoples of the region.

*For Quetzaltenango (Guatemala), as well as for the other municipalities, 1996 was the start of a new historical era after the end of a 36 year-long civil war. The peace agreements include an "Agreement on the Identity and Rights of the Indigenous Peoples of Guatemala", an indigenous political achievement that follows the trend of the ethnic claims experienced in the country. The participation of Indians and women in war and in various social organisations and associations affected by violence have left as a legacy an immense capacity for mobilisation, especially at local level.*

*During the 1994 electoral campaign, the ladies of the Civic Committee of Xel-Ju (Xelaju is the name given to Quetzaltenango in the Quiche-Maya language) campaigned next to their husbands, brothers and friends. They had no prior experience in political participation before becoming members of Xel-Ju. Their participation has projected them to new spaces that had been traditionally occupied by men. The women of Xel-Ju have shown how to cross from the social to the political, indicating how gender ideology can be related to ethnicity.*

On the basis of this experience, it should be pointed out that the introduction of the "female" variable in political speeches and activities began after the emergence of the "indigenous problem", conceptualised as the problem of a discriminated group insofar as it is an "ethnic minority", and not as a social class.

<sup>35</sup> See UNESCO's Document "Mayors for Peace", published in 1997 by UNESCO.

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## Guideline 4 : The territories of local democracy

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One of the most complex challenges raised by local democracy and citizen participation is, the meeting or articulation between one way of city management on the one hand, and on the other the extremely diverse territories or spaces that make up that city : streets, quarters, neighbourhoods, districts, delegations, centres, or the city as a whole.

To say that decentralisation is a requisite for local democracy to be fully expressed gives part of the answer but at the same time it raises a series of needs, such as the design of planning and management instruments, adequate channels for social demands, and spaces of participation. Some answers can be obtained from the empirical examination of study cases.

Physical, concrete places where everyday life unfolds remind us of the matrioskas, the Russian dolls that hide ever smaller dolls within each other. In each level of territory one may have a certain type of citizen participation in a specific interest.

On the other hand, decentralisation and deconcentration of municipal administrative functions may take place at several territorial levels. Is there a degree of municipal decentralisation that improves citizen participation and participatory democracy ?

In order to partially answer these questions, we have interrogated the reality and the initiatives of the cities as they search for local democracy.

### • The decentralisation concept

For clarification purposes, the term decentralisation refers to decentralisation within the municipality, and according to the case may go from deconcentration, decentralisation of administrative functions, up to a partial devolution of municipal powers to the population.

Although from the perspective of local autonomy the **decentralisation** process from the national sphere towards the municipalities would seem as a determinant element in the construction of local democracy, but this chapter will not focus on that.

### • Importance of territory and space for the citizen

What is at stake in the territorial issue is not only an improved efficiency in planning processes or to make citizen participation more fluid and operational. Instead, the focus is mostly placed on the fact that a person's identification with the territory is central to that person's feeling as citizen of a neighbourhood and of a city, for that person to be able to appropriate the space and to have a feeling of belonging, in the sense given to the term by H. Lefebvre in the "Right to the City" and in the sense underlying the declara-

tions and charters studied in the first part of this document.

Interviewed on the issue, Jordi Borja, one of the actors of the strategic planning and decentralisation of Barcelona, said that "*citizens also have to feel symbolically as members of the city; they have to have visible reference points, even monumental ones..., that make them feel the city centre as their own, with just a few reference points that go from its history and its culture, its physical monuments, its natural elements ... that make the citizen identify with that territory... But they must also have this in their everyday life, in their neighbourhood ... Each neighbourhood must also have symbolic elements, elements of cultural identity, events and feasts that give a feeling of neighbourhood. Because the citizens have a dual culture, a neighbourhood culture and a global city culture : insofar as they feel as citizens of a large city, they open up to the rest of the world ; insofar as they feel as citizens of their neighbourhood, they feel as citizens of part of a larger city; but of a part that they can control, and which is most directly their own*"<sup>36</sup>.

### European experience

*In Barcelona (Spain) the political and participatory building of districts influenced urban politics : the design of many public spaces and large works was the result of a consensus with district councils or committees and associations. Decentralisation brings a series of participation and co-operation instruments, such as co-operation with social societies by means of joint security councils... Decentralisation, participation and associative life have allowed the societies to speak up, those interested to become involved in urban politics and the citizens to achieve a more active role as such. Symbolic elements are significantly favourable for citizenship : identity groups (ethnic, social, cultural), and neighbourhoods. In turn, the decentralisation process has stimulated the collective identity of the neighbourhood and of the group, and raised urban awareness on the use of the entire city by all. However, these processes are slow to be developed. Barcelona has been working for 25 years now towards the transformation of the relations between its citizens and the city. Everywhere, the will of the citizens to become identified with their city is highly evident.*

*The town of Aubagne (France) has launched a large project of concertation on the POS<sup>37</sup>, a regulatory framework essential for the municipal management of the land. Its objective is to find solutions adapted to reality by collecting the maximum amount of opinions until a joint decision can be reached. Concertation is not limited exclusively to the claims of land owners. Apparently it represents a national innovation in terms of planning land occupation. A*

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<sup>36</sup> Fragment of an interview of Jordi Borja in Montevideo in October 1994, published in the Weekly **Brecha** (11 November 1994) under the title "Creating Citizenship that is ?"; transmitted by Pilar Chasque in [laneta@amlat.habitat](mailto:laneta@amlat.habitat), on 27 April 1995.

<sup>37</sup> *Plan d'occupation des sols*, the Land Occupation Planification.

Formal partnership has been established with several civilian associations. The objective of this dialogue is to create an instrument for shared decision-making that does not exist at the moment.

### Latin American experience

One of the most important initiatives of the newly elected government of **Mexico City (Mexico)** has been the Partial Urban Development Programs, executed in 32 wards of the city. In Mesa de los Hornos, a concertation process among seven social organisations, the Tlalpan delegation (one of the 20 districts of the Federal District), COPEVI, a civil advisory agency and the UMP, has led to a Partial Plan for Integrated Territorial Development, which generally includes improving the quality of life of the colony's settlers.

*“Ruas da cidadania”*. Within the context of decentralisation activities carried out in **Curitiba (Brazil)**, "citizen streets" were created in 1994 in order to facilitate access by mass transportation services that offer horizontal public and private services and to recover the concept of the street as a symbol of public space. The intention of the municipality was to improve the quality of life and to stimulate a fuller citizen participation. It should be pointed out that this project corresponds more to the will of the local government than to one of the priority demands made by the town's social organisations.

In **Rosario (Argentina) District Participatory Plans / District Municipal Centres**, co-ordinated by the Municipality, have been implemented as decentralised public services units in the newly created District Municipal Centres (CMD). The Plan and the Community Development Programme were developed on the basis of a letter of agreement that formalises the consensus between the actors involved and which supports the City's Strategic Plan. This innovative approach allows to relate "micro-local" spaces with the city as a whole, thus opening a concrete space for citizen participation.

**Municipal Decentralisation and Strategic Plan in Zone 13, Montevideo (Uruguay)** : zone participation spaces for the preparation of the Strategic Plan were formed in 1990 to foster citizen participation through the creation of a new space of identity : the Zone (18 in the entire city). Since then, and with the support of zone community centres composed of officials and technical-social teams, the Zones have organised workshops, joint commissions, and recreational days that associate various actors: the Local Board, the Local Neighbours' Council, the neighbours themselves, Social Organisations, the Central Intendancy and other agencies to address the issues of each zone and seek consensual solutions.

**Territorial Management Units, Cordoba (Argentina)** : since the elaboration in 1994 of the city's Strategic Plan, the Municipality has developed urban micro plans. For that purpose, the Municipality launched a program of deconcentration

and decentralisation aimed at 10 delegations, called Community Participation Centres. To facilitate the implementation of micro planning processes, it became necessary to carry out a zoning process and the territorial units became government units (Territorial Management Units, UTG).

These processes have opened a new physical and social space of concertation between the representatives of the neighbours and government officials, and a space within the State where social claims can be channelled and urban conflicts addressed.

Decentralisation and deconcentration processes that include transferring functions and services to intra-urban territorial units (**Zones** in Montevideo, **Delegations** in Mexico, **Districts** in Rosario) have facilitated participation and management processes at the micro local scale. In this sense, they facilitate the construction of participatory democracy and local power.

Several cities, such as Barcelona, Rosario, Montevideo and Cordoba, have managed to link strategic planning to micro planning processes in specific forms. Thus they have opened the way for their citizens to feel that they are a part of the city as a whole, and also that they are citizens of their neighbourhoods, their zones or their colonies.

Although the decentralisation process is a common trend in the experiences mentioned above, their physical planning or management space and the number of people living in these units vary greatly: the UTGs in Cordoba, the colonies of the Mexican Partial Programs, the districts in Rosario have extremely variable populations and dimensions.

This series of experiences indicates that the institutionalisation of participatory planning and management spaces is possible, and that they have a positive impact on the construction of democracy in the city as a whole. **They certainly create a very valuable system of reference, in spite of their limitations and difficulties, where concerned municipalities can reconcile democracy, citizen participation and territorial management.**



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## Guideline 5 : Urban violence, citizen security and culture of peace

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Conflicts between ethnic and religious communities are still a concern both in Europe and in Latin America, where violence affects entire countries, as in the case of Colombia, or specific cities.

### 5.1. Urban violence and citizen security

Citizen security and urban violence appear increasingly as central issues in several European and Latin American cities, so much so that they put local democracy in danger. The increase in delinquency, thefts, robberies and insecurity is correlated with the widening gap between the rich and the poor, and between rich and poor municipalities.

Security is presented as one of the major demands made by citizens in their everyday life. Although traditionally central governments have been responsible for the safety of their inhabitants, the explosion of urban violence forces local governments and civil society to face this challenge.

The analysis of concrete situations shows that only a very small number of crimes are reported and an insignificant proportion thereof are ever prosecuted and penalties applied to convicted felons. The failure of the law, and more generally of the Judiciary both at local and central levels endangers the foundations of democracy in the cities.

#### European experience

*Frankfurt (Germany)*<sup>35</sup> along with 70 other German cities, has opted for a program of "co-production of security". The treatment of sensitive zones emphasizes prevention instead of repression. The objective of the Frankfurt police is to stay close to the citizen. In the neighbourhoods where foreigners are numerous, there is a strong police presence "because those people have nothing to lose. With their unemployed, wandering youth, prevention is useless." The police depend on the Ministry of the Interior of Hesse, whose office is in Wiesbaden, and the municipal authorities attempt to work together, not compete with each other. In spite of this clearly announced intention, collaboration is difficult in practice. The police have to give impulse to the theme of prevention and act to compensate for the frustration generated by the administration.

For some years now, in each precinct there are officers of the municipal police with limited powers in contact with local organisations, the population, and the shopkeepers. A "The Citizens and the Police" association unites the banks, the elected officials and business people. The prevention programme is effective, and it compensates for the lack of interest of other administrative services.

*In London (United Kingdom)* the general strategy of responding rapidly and appropriately to the context results from a simple affirmation : prevention is cheaper than repression. The police works to improve contact with the population in difficult neighbourhoods, and on its internal culture. The London Police has recently changed its name from a "Force" to a "Service". But the police cannot control its evolution.

The Metropolitan Police, of whose numbers only 3% of whom are from racial minorities (as opposed to 10% of the population) takes seriously the confrontation between the police culture and the culture of minority populations, which allows them to be more effective in their work. The use of force is the responsibility of the police, which should only be employed according to the perceived threat. Each police officer is also an individual accountable before the law, and therefore open to having to explain his or her actions, even in the case of a general disturbance or brawl. The priorities are defined on the basis of two principles :

- the law which defines what is legal, and therefore permitted, and what is prohibited ;
- the legal obligations that allow the smooth functioning of the city; the protection of the life and welfare of the citizenry, and the fight against aggression. The balance between permissiveness and punishment is a constant question.

### 5.2. Local democracy and culture of peace

In the face of these challenges that upset any possibility for democratic construction, educational processes where local governments play a key role appear as one of the most convenient approaches.

On the other hand, the introduction of the educational dimension in popular participation spaces means, in many cases, no longer generating new conflicts or aggravating old ones. The great challenge in political-educational action is to turn the conflict into something pedagogical, as proposed by Paulo Freire. By explaining the interests at stake and encouraging organised groups to face the conflict, it becomes a factor for the political and educational growth of the actors.

In order for this to occur, an active presence of the local government in the educational field is essential, as in the case of **Apartado (Colombia)**.

#### European experience

In Europe, **citizen education** as a means to address local conflicts has been developed, for example in Northern Ireland, in each of the communities, with the intention of opening up to the culture of the "other", in order to achieve peaceful coexistence. Likewise, Romanian and Hungarian local authorities

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<sup>35</sup> Sophie BODY-GENDROT, *Les villes face à l'insécurité. Des ghettos américains aux banlieues françaises*, Ed. Bayard, col. société, 1998.



have been made aware of the importance of education for democracy, as a tool to improve the relations between their ethnic communities.

*In spite of their antagonisms and conflicts, some municipalities have been successful in organising the management of their public sectors in a joint fashion. This is the case of Nicosia (Cyprus)<sup>39</sup>, a city divided in two by the Greek / Turkish affair. Both sides have decided to jointly administer the distribution of water in the entire city. This example of local management is noteworthy, because it uses peace and this agreement not so much as an end but as a means to improve public services, thus benefiting all its inhabitants.*

### Latin American experience

*The municipality of Apartado (Antioquia, Colombia) has become a symbol of intense and violent conflict, worsened by the economic crisis and the presence of guerrilla groups which are being reinserted into civilian life, paramilitary groups, and drug traffic. More than 1,000 civilians were killed. It was said that Apartado was "the town where Colombian blood was being spilled".*

*But it has also become a symbol of the triumph of the culture of peace above violence, thanks to a local democracy approach headed by the local government and its Mayor's wife.*

*The Mayor's Office launched a process of concertation and consensus as a mechanism for decision-making and for the development of joint strategies among all actors and people concerned. Through this process it was able to recover the capability of dialogue and communication with all the neighbourhoods affected by the lack of public services, which were improved in the entire municipality. This enabled the Mayor to launch a more integrated process that succeeded in improving the quality of life of the growing neighbourhoods and of the municipality in general, and also reinforced neighbourhood organisations.*

*This process, which started with the resolution of concrete problems, was an important step in order to reach a consensus called "unity for peace", which also required the depersonalisation of political action.*

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## Guideline 6 : Education/Training for local democracy

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A clear concept emerges from municipal practices : education plays a crucial role in the construction of democracy at local level. However, the experiences and texts analysed here refer to three specific educational areas.

- First, the education of the civil society, to develop a citizen culture, in the sense of the construction of the "urban dweller's state of mind" mentioned in chapter 1.
- Second, teaching and training of local governments: technicians, decision makers and elected officials. For the human and professional transformation of the administrative machinery.
- Third, the educational process implied by the fact that local governments and civil society have to learn to work together.

### 6.1. Education towards a citizens' culture

#### European experience

Education for democracy is a learning process that requires information, training and experience. In addition to municipal children and youth councils that serve as "active citizen schools", several cities have educational programs to teach young people about life in the city.

*In Rome (Italy) for example, young Romans study how their institutions work and have courses to learn how to propose and how to act within the framework and the limitations of democracy.*

*One of the approaches of these practical civic education courses, in England, France and Northern Europe, is teaching not only the rights, but also the duties of the citizens.*

In many cities, education for democracy is not limited to future voters ; it is also included in education programs addressed to adults.

#### Latin American experience

The influence of Paulo Freire, the teacher of the "Education of the Oppressed", and of institutions member of CEAAL (the Latin American Adult Education Co-ordination) and REPPOL, deeply marked by him, is undeniable both in the field of educational practices for local democracy and at the most conceptual level, that is, from the perspective of the civil society. It is therefore necessary to examine the proposals for Popular Education developed by these institutions in order to be able to understand one of the foundations of democratic opening in Latin America at local level.

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<sup>39</sup> See UNESCO's Document "Mayors for Peace", published in 1997 by UNESCO, noted only for information, Cyprus is not member of the European Union.

We start by admitting that *education is essential for the construction of a participatory and democratic culture* and, therefore, for the creation of new forms of relations between the Civil Society and the State, between the population and the government. The proposal to change the relations between the municipal government and local society, in view of building participatory democracy, must necessarily be permeable and mediated by the presence of the educational principle.

It emerges as the solution to revert the historically predominant logic in the relations between the population and the government, impregnated by clientelism, apathy, submission, populist practices, corruption, co-optation and other vices. These are values and customs that generate a mentality that is not substantially changed simply by opening participation channels.

Based on these premises, the particular contribution of educational practices and notions developed in the field of popular education is critically important. On the one hand, popular education practices in Latin America have significantly contributed to strengthening the various social and political actors (especially of social movements and popular organisations) of civil society. In turn, this has given a new quality to the relations between these and the State. On the other hand, they have developed a concept about education that is much broader than that of the school system.

## 6.2. Teaching and training of local governments : officials, technicians and "elected" authorities

It is essential to invest in training public sector workers, whether they hold a general position or one which involves dealing closely with the population. In turn, the population in general learns its first participatory steps with the local government. As it is, if municipal workers do not incorporate new practices and new tasks, it will be very difficult to keep the participation channels open.

This training of workers or officials of the local public sector includes training them as public employees and citizens, while at the same time recognising the local population as a partner.

On the other hand, training leaders in the democratic exercise of power requires a teaching ability to articulate speeches and practices, and to be able to act as a leader that both educates and is educated by the population.

### European experience

Training, both of the "elected" or leaders, and the technicians of the public sector, seems to be a consensus in several European countries and cities, but we still do not know if this training is limited to the acquisition of technical and administrative knowledge and instruments, or if it aims at changing their mentality, in order for them to be able to work better with the population.

*One of the contributions of training institutes of training for "local officials", such as the CNFPT (France)<sup>40</sup> is to have established a teaching and training engineering course, sustained by a permanent body of trained officials, and also the possibility to have a professional career within local government. The organisation of national contests for admission into the municipal public sector, open to all men and women under equal conditions, is a contribution to the democratisation of local governments and a positive reference for almost all Latin American municipalities.*

*The town of Katowice (Poland) receives training from a French twin city since 1992. This programme aims at the modernisation of public services, the transfer of technical and operational know-how, to develop, host and run first of all, the generation of participation with the support of a local training institute. It has also covered other aspects of local management. The French city was in charge of implementing this program, and the evaluation of the results has been very satisfactory.*

<sup>40</sup> National Center for Territorial Public Functions.

## Latin American experience

In Latin America, very few training institutes have national coverage; IFAM in Argentina is one exception. However, national, regional and international municipal associations do participate, depending on their resources and training possibilities, mainly through elected decision makers.

Although there is no national plan, municipal training institutes contribute positively in the training of municipal officials. Two of these institutes are outlined below.

*One municipal training institute that deserves mentioning is the Municipal Training Institute (ICAM) of Quito (Ecuador) one of the first to be established in the area, in 1989. Its initial activities and orientation are illustrative of the training approach. Its field of action covers :*

- **Long-term training of municipal human resources** (graduate studies, scholarships...) to reinforce the structuring of administrative careers
- **Training of municipal officials**
- **Training-related research.**

*It is interesting to see that the Institute is not restricted to public administrators; the entire community can have access to it, and it offers correspondence course to complete one's studies and also to strengthen social actors, in particular women and young people. It also develops teaching activities in issues of participation, organisation and community leadership, as well as in citizen development processes.*

*ICAM has also hosted and taken part in the establishment of the Latin American Network of Municipal Training Institutes (1992).*

*IMCEC and the Neighbours School, Maracaibo (Venezuela) : the "Neighbours School of Venezuela" was established in Maracaibo in the 80s under the perspective of popular education for local democracy. On the other hand, the "Training and Citizen Education Institute" (IMCEC) was established in 1993. It is funded with 1% of the ordinary income in order to guarantee continuity and financial stability. Like ICAM, its programmes are aimed at elected and appointed officials (within the municipality), and to educate citizens (outside the municipality). The great emphasis on permanent awareness raising and education of citizens aims at a genuine change in paradigms and government/civil society relations. In this sense, it is illustrative of the popular education approaches mentioned at the beginning of this chapter.*

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## Conclusion : Lines of inquiry for working groups

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The first chapter highlighted the concepts of Universal Rights and Justice as central pillars in the construction of democracy under a political regime in the strict sense, or as a project of society in a broader sense. It has also been said that the rights of the city are larger than the rights of its citizens.

At the end of this analysis, these series of experiences, whether originated in Civil Society or promoted by elected governments, have to be questioned in the light of the founding concepts of local democracy.

As rich as these dynamics may be, what are their limitations ? And what are the questions that may serve for the reflection of working groups ? Without being limited, some of these questions can be :

- ***The "right to have rights"***

The exercising of the rights enshrined in the various declarations enforced as laws and mentioned in chapter 1, or built on the experiences analysed here, is closely dependent on the processes implemented to claim those rights. The right to life, freedom and to participate or to live in a city are nothing without a second step right, that is, the right to have rights, or the equitable access to adequate juridical processes. In this sense, both the European and Latin American experiences find their limitations in their universality and in the guarantee restricted to this second step right, which is the right to have rights.

- ***Men and women excluded from democracy***

The quality of the various processes we have analysed should not hide the current failure of the system, in cities in both regions, to guarantee equality for all men and women, and of the principle of "all rights for everybody". The examination of excluded people and those forgotten by local democracy (Guideline 3) is still a concern because of its unfairness and due to the number of those excluded still growing. Furthermore, in Europe the concept of those discriminated against means minorities, while in Latin America it is more the issue of majorities.

- ***Obstacles to participating***

The experiences presented here reveal where democracy is being constructed at local level on the basis of initiatives taken by the citizens or elected governments. However, the positive cases presented should not hide all the difficulties found in practice by citizens and social organisations, to participate and exercise their rights as citizens in most of the cities. The result presented in these cases have been frequently the fruit of years of fighting, conflicts and negotiations that have reached a certain degree of institutionalization.

Identifying these obstacles, so as to overcome them, constitutes a subject of research rich in teachings that will serve to broaden our experiences.

- *Limitations of local democracy*

In several cases, the efforts of many Latin American cities to build local democracies must be analysed in the light of a lack of democratic institutions in the State as a whole. This raises the need to think and act at local level, without losing sight of the establishment of the rule of law, as proposed by the European Union.

- *What does this shift towards the local scope in citizen participation mean ?*

A necessary question that has to be answered during the seminar and in the working groups is why formerly centralising entities such as development banks and other co-operation agencies, political or academic institutions have placed in recent years such interest in strengthening local governments and democratising them as a guideline for their political action, especially in Latin America.

Even the advocates of decentralisation and local autonomy must apprehend the meaning of this shift in order to consolidate citizen participation.

In the context of the rich experiences presented here, but without ignoring their limitations, the next chapter offers some clues for possible co-operation in order to consolidate local democracy both in Latin American and European cities. The recommendations to exchange experiences is not aimed at a mechanical reproduction thereof, but rather to adapting them to different realities.



## CHAPTER 3

# **WORKING CO-OPERATION CLUES TO REINFORCE DEMOCRACY IN OUR CITIES**

- 1. Possibilities for exchange and joint work**
- 2. Possible subjects for working groups**
- 3. Horizontal commissions**

This chapter provides clues for joint work by Latin American and European cities that are members of the URB-AL N°3 Network. First we will examine, under a SWOT diagnostic approach (Strengths, Weaknesses, Opportunities, and Threats), the possibilities of exchange and co-operation between partners of both regions as regards the issue of "democracy in the city".

The second and third sections propose concrete operational approaches : **working groups** and **cross-sector technical commissions**.

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## 1. Possibilities for exchange and joint work

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### 1.1. Main forces

- In view of their wealth and relevance, the experiences studied and presented in chapter 2 are an invaluable asset. Many cities both in Latin America and in Europe may benefit from these accumulated positive experiences. In this sense, an exchange of experiences would be positive, not only between both regions, but also between cities within each region.

- The systematisation work reveals that these experiences relate not only to one single actor, whether a local government, a professional body or a social organisation, but rather to a series of actors who have invented, developed, and strengthened a highly valuable empirical basis. This joint construction, which in itself reveals a democratic construction; also offers an additional guarantee for co-operation in an exchange programme. None of the actors involved have the entire solution, and if one of the actors disappeared or changed, a great part of the experience is still transferable.

- Contacts with cities, the first responses to the questionnaire where they were invited to state their interests, their level of motivation and possible commitment, are highly encouraging. One may say that there is a genuine will to find mechanisms for joint work and to benefit from the experiences of others.

- The requirements for joint work are also given at the technical level, for a reason that is considered critical. In light of the declaration, the illustrative experiences and many more that affect the persons involved in the elaboration of this document, the thematic and sub-thematic guidelines may be organised into three categories.

#### a) Converging issues with complementary answers

Pooling of knowledge and know-how would allow to open the range of answers in a sensible way. These pre requirements serve to obtain the benefits of cross fertilisation. This is illustrated with some examples.

- *Training and education for local democracy* (Guideline N°6) are critical both in Latin America and in Europe. The engineering experience and pedagogic approaches of inserting the **training of municipal employees** in the administrative machinery in Europe may be beneficial for Latin American cities, which in turn have accumulated positive experiences in **citizen education** through their social organisations, especially on the basis of the proposals of Popular Education.

- Considering Guideline N°4, *the territories of democracy*, if the European experiences of **decentralisation within the municipality** constitute a system of reference, Latin American experiences in planning

and management at micro local level may serve as a source of inspiration for many European cities.

- The will to *democratise local management* (Guideline N°2) on the basis of administrative reforms and improved communication with the citizens / inhabitants is notable in both regions. Advances in the **multimedia communication sector and new technologies at the service of democracy** made by some European cities are encouraging and constitute a bearing subject for co-operation. In turn, Latin American experiences in **communication, on the basis of the consideration of cultures and popular codes**, and through the renewal of traditional approaches, may help European cities get closer to their citizens and inform them better.

- The issue of **gender and local power** (Guideline N°3, *The excluded from democracy*) is being debated in cities in both regions and promotes a shared search for solutions. Under this same guideline, the **participation of children and young people** in local democracy is an issue with different solutions in both regions that could be combined to improve the level of response.

### b) Possible contributions of European cities to their Latin American counterparts

- Several European charters and declaration insist on the notion of "**urban rights**", of the **right to a city** in a positive way. Additionally, the concepts of citizen **duties**, and not simply of **rights** constitute a useful benchmark for the construction of a local democracy of rights.

- The solutions offered by some European cities to facilitate the **participation of foreign residents in local democracy** (Guideline N°3, *The excluded from democracy*) constitute an invaluable reference point for cities in both regions.

### c) Thematic contributions from Latin America

- Generally, the experiences in participatory democracy constitute an important benchmark, such as participatory budgets, public policies of citizen initiatives and the forms of participation of the organised civil society in local democratic life (Guideline N°1, *Participation / concertation*).

- Solutions in conflict management and construction of a culture for peace to address the various forms of violence, is another possible issue where contribution is possible.

## 1.2. Weaknesses

In spite of these strengths, some weaknesses must be overcome, or at least analysed from the perspective of exchange and co-operation program.

- *A culture of limited international co-operation*

In many cities, the idea of international or regional co-operation and of the use of foreign languages is something new. It is not entirely certain that all cities have adequate means to develop co-operation activities, as it requires specific efforts.

- *Which municipalities have a real capability to co-operate ?*

The real co-operation capabilities at local government level is essentially concentrated in the larger cities and mainly in capitals, at least in Latin America. In general, the municipalities with greater co-operation needs are further away from information circuits.

For many local authorities, including several members of the network, telephones and faxes are resources that don't always work. Computers and e-mail are not yet installed in many small and medium sized municipalities in Latin America, or even in Europe.

Therefore, it may be important to associate several advisory agencies that will serve as interface with "global communication" concertation plans. Notwithstanding the lack of municipal resources and the low levels of communication, these programs will again be concentrated in cities that are already capable of co-operating, thus widening the gap between them and thousands of small and medium sized municipalities.

- *Limited participation*

Democracy is by nature "inclusive", and the various experience analysed clearly show that it is built among several partners, several "urban actors". Therefore, an inter-city co-operation program limited to co-operation exclusively between local governments would be a strong debilitating factor. Three reasons may be given : first, accumulated experience is not only that of local governments ; second, participation as a central element of democracy would be effectively negated ; and third, the contributions of civil society and the private sector would be for the most part wasted.

- *Insufficient systematisation of experiences*

The systematisation of significant experiences in local democracy, access to information about them, translating them to the various languages used at local level are insufficient both in Latin America and in Europe. On the other hand, existing information many times is non operational and in its current form is not understood by interested cities.

There is a necessity for a shift from collecting data to treating for operational purposes, so that a city may appropriate the results and learn from the lessons of others. This element raises methodology problems that technical institutions could help solve.

### 1.3. Threats

- *Municipal discontinuity*

One of the threats is the lack of continuity that can arise when the municipal team is changed. This risk may increase if sub-networks are exclusively made up of representatives of local governments. Therefore, there is a minimum need to institutionalise sub networks and working commissions and to "anchor" them so that they last more than the local government that promoted them.

- *Multiplicity of networks*

Multiple declarations and charters drafted and signed by various cities show on the one hand that they are interested on the issue, and on the other hand, that there is a multiplicity of existing networks that associate an important variety of local actors. It may be useful to consider a linkage between the working groups of network N°3 "Democracy in the City" with already existing initiatives, so as to optimise scarce or at least limited resources.

On the other hand, it would be useful to articulate working groups that emerge from the network with other networks of the URB-AL program with the purpose of generating horizontal channels of reflection and exchange that will serve to assimilate the expressions of democracy and to avoid the compartmentalisation of the integrated whole which is the city.

### 1.4. Opportunities

- *Positive attitude of the European Union*

Possible access to European Union resources for common projects by thematic sub-networks is a positive opportunity to go beyond speeches and meetings. These contributions may have a very important catalysing and mobilising role.

- *Contributions of existing networks*

There are various active networks made up of actors involved in experiences related on local democratic construction. They offer positive conditions of technical support for thematic working groups.

- *Installed capabilities for the capitalisation of experiences*

In spite of the limited capitalisation of experiences there is both in Europe and in Latin America, human institutional and academic resources that may be associated to the works of network N°3.

### 1.5. Proposals on the basis of a diagnostic

During the first seminar of Network N°3, scheduled for February 1999, the participants may consider the establishment of working groups focused on subjects of their interest and their priorities. They could take into account the approach previously developed that considers Strengths, Weaknesses, Threats and Opportunities for joint work.

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## 2. Possible subjects for working groups

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### 2.1. Brief presentation of possible working groups

As a preliminary proposal, we suggest establishing working groups that correspond to the guidelines of the chapter "*How democracy is built in European and Latin American Cities*" to reflect the dynamics of the cities in both regions.

#### Working group : Participation and concertation. Relationships between citizens and local governments

It refers to the modalities of **participation in local management** and in a broader sense to the democratic life of its citizens, either individually or in an organised way.

It does not refer only to participation forms but also to the **institutionalisation of channels and participation spaces** anchored in the practice. This working group will consider **participatory budgets, citizen initiative and popular policies** because they are important participation modalities in the field of local democracy.

#### Working group : Democratisation of local management

It refers on the one hand to structural and administrative reforms that allow a more democratic management and therefore is more concerned with the legal changes in the executive, legislative and judiciary powers at local level, as well as to the relations between these powers. It considers the actions affected by corruption at the local level, as well as measures that facilitate transparency in municipal management.

#### Working group : Men and women excluded from local democracy

It centres its work on the modalities of participation in the local democratic life of the **poorest** (those economically excluded in the context of globalisation), of **foreign residents**, of **displaced people** and of **refugees** for reasons of violence, of **temporary immigrants** searching for job opportunities and those **discriminated on religious, race, language or gender ground**.

This group may include activities related to "*the participation of children and young people*" in local democratic life. Due to its importance and the interest raised by the issue on **municipal children and youth councils**, it could become a guiding sub-theme. Finally, the "*gender and local power*" issue could be considered within the same thematic sub-network.



## Working group : The territories of democracy

It refers to forms of **participatory planning and space management at local micro level**, that is, the inscription of democracy in the territory, in the neighbourhood, and in the city as a whole. On the other hand, it focuses on the modalities of **decentralisation - deconcentration of administrative functions and/or the political power** of local governments.

## Working group : The territories of democracy

It focuses its activities on the field of the **management of different conflicts** at local level within the prospect of building a **culture of peace**. Addressing conflicts includes considering the issue of **urban violence**.

## Working group : Education and training for democracy in the city

It refers to two different and complementary fields: on the one hand, **educating and training of local governments** (public servants and elected rulers) or "inside" training. On the other hand it refers to **educating the civil society and the citizen**, and this includes the consideration both of their **rights to the city**, as their **duties towards it**.

## 2.2. Operational proposals for working groups

*What is the purpose of thematic working groups ?*

Interested members could continue the work carried out by thematic groups during the initial seminar. In that way, joint projects and actions that interest the participants may be collectively prepared. In this sense, the project is an operational modality of joint work. We aim at eliminating the concept of "information exchange networks", that tends not to be anchored in the everyday life of the municipalities and no to face the problems that must then be solved by the authorities.

## 2.3. Guiding proposals

Each city may participate in a different way in Network N°3. For example as :

- a) **Resource cities**, willing to share their experiences and put them at the disposal of the group ;
- b) **Partner cities**, willing to participate in order to learn and adapt their context to other city's experiences.

Although the responsibility for these working groups is in the hand of the cities, they can admit other kinds of actors :

- c) **Partner institutions**, which may be professional agencies, advisory NGOs, private development organisations, private corporations and other municipal actors.

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## 3. Horizontal commissions

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### 3.1. What are horizontal commissions ?

These are technical commissions that link and articulate working groups and also serve as support and technical basis for the activities of the thematic sub-networks. Their general function is to raise the level of relevance, efficiency, efficacy and impact of joint programs.

### 3.2. Operational modalities for horizontal commissions

The co-ordination of commissions is entrusted to the co-ordinator of network N°3. These commissions may be composed by member cities or spontaneous candidates. The cities that are members of the network and other associated institutions may also be a part of horizontal commissions.

### 3.3. Brief presentation of horizontal commissions

Commission 1 : *Local democracy observatory*

Commission 2 : *Communication and information technologies* at the service of local democracy

Commission 3 : *Systematisation of municipal experiences* of construction of local democracy

Commission 4 : *Generation of tools, methodology and instruments* at the service of training and transfer of know-how

#### Commission 1 : Local democracy observatory

It involves promoting a Commission that contributes to develop and operate a system used to monitor and follow the operation of democracy in the local sphere, on the basis of the selection of a set of relevant indicators through which it may be possible to trace the evolution of the exercise of democracy in each city.

The possibility to articulate potential Local Observatories, in the national, regional or inter-regional spheres, is not aimed at developing useless comparisons, but mutually enriching participatory processes through the permanent exchange of information and experiences.

In Latin America, due to its size and diversity, the Observatories should in a first stage be nourished with information and experiences through regional antennae that have a lower level of operational complexity and which could be sustained by groups of municipalities, operating as regional nodes to capture information.

## **Commission 2 : Communication and information technologies at the service of local democracy**

The explosive growth of communication and information technologies, positively assimilated by local governments, is a valuable instrument for the strengthening and the exercise of democracy. New communication technologies may be used to promote transparency, efficiency and equity, and also open the possibility to develop new forms of citizen participation. But the development of specific instruments for communication in local spaces generates the need of sustained supports that would be adequately channelled through a Commission specifically conceived for this purpose.

## **Commission 3 : Systematisation of municipal experiences of construction of local democracy**

In spite of the efforts of international co-operation organisations and other promoting agencies, the multiple experiences developed in Latin American and European cities for the construction and strengthening of local democracy frequently lack dissemination channels and remain as isolated initiatives and also cannot take advantage of the effects of mutual exchange. This justifies the establishment of a permanent technical instrument, for the systematisation, promotion, dissemination and exchange of experiences at all levels.

## **Commission 4 : Generation of tools, methodology and instruments at the service of training and transfer of know-how**

The promotion of local democracy, especially of participatory nature, generates the needs to use different tools, methodologies and instruments to educate and train the citizens. Although many such resources have general validity, usually it is necessary to adapt them to local conditions or design other alternatives. There are regional networks and organisations dedicated to this effort and their contributions and experience can facilitate the tasks of a Commission that should be established in all cases to co-ordinate and facilitate the processes of transfer and exchange in the specific sphere of training and education.

## CHAPTER 4

### ANNEXES

1. Methodology tools : matrixes of identification of issues and experiences
2. Questionnaire
3. List of conventions, declarations and charters
4. List of case studies : Europe and Latin America
5. Bibliography





# Methodology tools : matrixes of identification of issues and experiences/Latin American Region

## SUB-REGION AND POPULATION

Regions	More than 4 mil.	1 - 4 mil.	0,5 - 1 mil.	100 000 - 500 000	50 000 - 100 000	less than 50 000	Total
Mexico	Mexico City					Cuquio	2
Central America		San Salvador		Quetzaltenango			2
Andean region	Lima	Maracaibo Quito	Risaralda	Villa El Salvador	Apartado		6
Brazil			Santo Andre	Barra Mansa		Icapui	3
Southern Cone	Buenos Aires	Cordoba Montevideo	Rosario				4
Total	3	5	3	3	1	2	17

## TEMES AND SUB-REGIONS

Themes	Mexico	Central America	Andean region	Brazil	Southern Cone	Total
1- Local management and participation	Cuquio	San Salvador				2
2 - Institutionalisation of channels and spaces of participation				Santo Andre		1
3 - Participatory planning and formulation (projects, policies)					Cordoba Rosario	2
4 - Participatory budget				Icapui		1
5 - Democracy and territory/decentralisation	Mexico City				Montevideo	2
6 - Municipal Councils of children and youth				Barra Mansa		1
7 - Gender and local power/representative democracy			Risaralda			1
8 - Public policies through popular citizen initiatives					Buenos Aires	1
9 - Conflict management and culture of peace			Apartado			1
10 - Globalisation, political inclusion vs. economic exclusion (protection of minorities/refugees/migrants)		Quetzaltenango	Villa El Salvador			2
11 - Civic education, democratization of civil society, citizen duties			Maracaibo			1
12 - Citizen information and communication technologies			Lima			1
13 - Municipal training and capacity building			Quito			1
Total	2	2	6	3	4	17

## THÈMES PAR POPULATION

Themes	more than 4 mil.	1 - 4 mil.	0,5 - 1 mil.	100 000 - 500 000	50 000 - 100 000	less than 50 000	Total
1- Local management and participation		San Salvador				Cuquio	2
2 - Institutionalisation of channels and spaces of participation			Santo Andre				1
3 - Participatory planning and formulation (projects, policies)		Cordoba	Rosario				2
4 - Participatory budget						Icapui	1
5 - Democracy and territory/decentralisation	Mexico	Montevideo					2
6 - Municipal Councils of children and youth				Barra Mansa			1
7 - Gender and local power/representative democracy			Risaralda				1
8 - Public policies through popular citizen initiatives	Buenos Aires						1
9 - Conflict management and culture of peace					Apartado		1
10 - Globalisation, political inclusion vs. economic exclusion (protection of minorities/refugees/migrants)				Quetzaltenango Villa El Salvador			2
11 - Civic education, democratization of civil society, citizen duties		Maracaibo					1
12 - Citizen information and communication technologies	Lima						1
13 - Municipal training and capacity building		Quito					1
Total	3	5	3	3	1	2	17

# Matrixes of identification of issues and experiences/European Region

## SUB-REGION AND POPULATION

Regions	more than 1 mil.	500.000 - 1 mil.	100 000 - 500 000	50 000 - 100 000	10 000 - 50 000	less than 10 000	Total
Nordic Countries		Helsinki Göteborg	Turku Groningen	Kolding			5
German Countries	Koln, Vienna Berlin Bade-Wuttemberg	Frankfurt Stuttgart Duisburg	Mannheim				8
Latin Countries	Barcelona, Rome Turin, Antwerp		Nancy, Toulouse Boulogne-Billancourt	Issy-les-Moulineaux Saint-Nazaire	Sotheville-lès-Rouen Chelles, Sceaux	St-Paul-de-Varces	13
South of Europe			Nicosia				1
Anglo-Saxon Countries	London		Bristol, Norwich, Belfast, Bradford				5
Central European Countries	Bucarest, Budapest Pragua	Kracow	Constantza, Pécs, Katowice	Kecskemet			8
Total	12	6	14	4	3	1	40

## THEMES AND SUB-REGION

Thèmes	Nordic countries	German countries	Latin countries	South of Europe	Anglo-saxon countries	Central European countries	Total
1- Local management and participation	Kolding		Chelles		Bristol		3
2 - Institutionalisation of channels and spaces of participation			Nancy		Norwich	Kracow	3
3 - Participatory planning and formulation (projects, policies)			Barcelona				1
4 - Participatory budget			St Paul-de-Varces				1
5 - Democracy and territory/decentralisation			Sotheville-lès-Rouen				1
6 - Municipal Councils of children and youth		Koln	Sceaux Boulogne-Billancourt				3
7 - Gender and local power/ representative democracy	Göteborg						1
8 - Public policies through popular citizen initiatives		Bade-Wurtemberg	Barcelone			Budapest Praga	3
9 - Conflict management and culture of peace	Groningen	Frankfurt		Nicosia	Belfast London		5
10 - Globalisation, political inclusion vs. economic exclusion (protection of minorities/refugees/migrants)	Anvers Göteborg	Berlin, Mannheim Stuttgart Vienna	Antwerp Sotheville-lès-Rouen Toulouse Turin		Bradford	Bucarest Contantza Kecskemet Pécs	12
11 - Civic education, democratization of civil society, citizen duties		Duisburg	Rome				2
12 - Citizen information and communication technologies	Helsinki Turku		Issy-les-Moulineaux				3
13 - Municipal training and capacity building			Saint-Nazaire			Katowice	2
Total	6	8	12	1	5	8	40

## THEMES AND POPULATION

Themes	More than 1 mil. hab.	500 000 - 1 mil.	100 000 - 500 000	50 000 - 100 000	10 000 - 50 000	less than 10 000	Total
1- Local management and participation			Bristol	Kolding	Chelles		3
2 - Institutionalisation of channels and spaces of participation		Kracow	Nancy Norwich				3
3 - Participatory planning and formulation (projects, policies)	Barcelona						1
4 - Participatory budget						St Paul-de-Varces	1
5 - Democracy and territory/decentralisation					Sotheville-lès-Rouen		1
6 - Municipal Councils of children and youth	Koln		Boulogne-Billancourt		Sceaux		3
7 - Gender and local power/ representative democracy		Göteborg					1
8 - Public policies through popular citizen initiatives	Bade-Wuttemberg Budapest Praga	-					3
9 - Conflict management and culture of peace	London	Frankfurt	Groningen Nicosia Belfast				5
10 - Globalisation, political inclusion vs. economic exclusion (protection of minorities/refugees/migrants)	Antwerp Berlin Bucarest Turin Vienna	Stuttgart	Bradford Constantza Mannheim Pécs Toulouse	Kecskemet			12
11 - Civic education, democratization of civil society, citizen duties	Rome	Duisburg					2
12 - Citizen information and communication technologies		Helsinki	Turku	Issy-les-Moulineaux			3
13 - Municipal training and capacity building			Katowice	Saint-Nazair			2
Total	12	6	14	4	3	1	40

This questionnaire aims to provide a first approach about your expectations and your contribution as a City member of the "Democracy in the town" network.

City : .....
Country : .....
County, Land, Country : .....
Name of the Mayor : .....
Phone and Fax numbers : .....
E-mail : .....
Population : .....

DEMOCRACY IN THE TOWN

A. Among the following themes, which one do you consider as most important concerning the town debates (1 for the maximum, 5 for the minimum?)

- 1. Levels and ways of local management participation.
2. Institutionalisation of connections and participation/concertation possibilities.
3. Citizen participation in the planning and formulation of projects, programmes and policies.
4. Participation to the Budget.
5. Local democracy in a decentralisation context.
6. Children and young people municipal council.
7. Equity for gender and local power.
8. Public policies from citizen and people initiatives.

9. Conflict management at the local level and peace culture.

1 2 3 4 5

10. Political integration and economic exclusion in a globalisation context. Local political life participation for the victims of discrimination and exclusion (for example for reason of religion, race, language, gender), migrants, refugees and minorities.

1 2 3 4 5

11. Education for a citizen culture (citizenship), with regard to citizen duties.

1 2 3 4 5

12. Communication and information technologies, in particular those that improve administration transparency.

1 2 3 4 5

13. Training and qualification within the municipality.

1 2 3 4 5

14. Kinds of democratisation of Organised Civil Society.

1 2 3 4 5

B. What are the thematic axes not mentioned above that you would like to be considered by the working groups of the network "Democracy in the town".

- Axis 1 .....

- Axis 2 .....

- Others .....

C. What is, according to your point of view, the theme, among the network ones, that brings together, i. e. the most convergent one, the maximum of both European and South American towns ?

- Theme : .....

D. And the most divergent one?

- Theme : .....

E. What projects, programmes or policies that your municipality has already implemented and about which you would like to share the experience with other cities of the "Democracy in the town" network ?

- Theme 1 : .....

- Theme 2 : .....

- Theme 3 : .....

F. Among the themes mentioned above, which one, do you think might be divided into a sub-theme and given to a working group, what part would you like to play then ?

- Responsible for the sub-theme network  
- Theme : .....

.....

- Resort city (among those mentioned in answer C)

- Theme : .....

- City associated to a sub-theme network

- Theme : .....

G. What are your expectations from the network "Democracy in the town" ?

.....

H. What are your expectations from an exchange between South American and European cities ?

.....

I. Does your city participate in any other co-operation project with other municipalities from other countries, and if so in which one ?

.....

J. Do you wish to add anything?

.....

Thank you very much for your co-operation



## List of Conventions, Declarations and Charters

### Europe

- Convention for the Protection of Human Rights and Fundamental Freedoms, Council of Europe, Rome, 1950
- Protocols to the Convention for the protection of Human Rights and Fundamental Freedoms, Council of Europe :  
Protocol No. 1, Paris, 1952  
Protocol No. 2, Strasbourg, 1963  
Protocol No. 4, Strasbourg, 1963  
Protocol No. 6, Strasbourg 1983  
Protocol No. 7, Strasbourg 1984  
Protocol No. 8, Vienna, 1985
- European Social Charter, Council of Europe, Turin, 1961
- Helsinki Conference on security and co-operation in Europe (CSCE), The Final Act, Helsinki, 1975
- Declaration regarding intolerance - A threat to democracy, Council of Europe, 1981
- \*• Declaration on the Freedom of Expression and Information, Council of Europe, 1982
- European Charter of Local Autonomy, Congress of Local and Regional Authorities of Europe, CLRAE, Council of Europe, 1982
- Protocol to the European Social Charter, Strasbourg, 1988
- Declaration on the Equality of Women and Men, Council of Europe, 1988
- Vienna Document on CSCE Conference, 1989
- European Charter for the right to inhabit, CLRAE, Council of Europe, 1990
- Copenhagen Document on CSCE Conference, 1990
- Paris Charter for a new Europe, CSCE, 1990
- Protocol to the European Social Charter, Turin, 1991
- Foreigners participation to local public life, CLRAE, Council of Europe, 1992
- European Urban Charter, Council of Europe, 1992
- European Charter of regional autonomy, CLRAE, Council of Europe, 1992

### Latin America

- Declaration " For fair and healthy cities, towns and villages", Rio 92
- Declarations of Cities for life, Quito, NGOs and civil society, October 95
- Declaration of Santiago, Cepal and Minurvi, October 95
- Declaration of Mayors, Rio de Janeiro, Habitat, IULA, October 1997
- Declaration of Quetzaltenango, coord. of indigenous mayors, June 1998

- Declaration of Miami, Latin American Mayors, June 1998
- Concept Paper of regional seminar "Building Democracy and Local Power ", Antigua, Copevi, IPADE, INCIDE, Spanish FONS, July 1998
- Declaration of Mexico City, July 28, 1998
- Conclusions of the Latin American Meeting of Indigenous Mayors, Cotacachi, Indigenous Mayors, August 1998
- Conclusions of the Latin American Meeting on Participatory Governance and Social Inclusion, Mexico, REPPOL, September 1998
- Declaration of Quito, Latin American Federation of Municipal Council Women, September 1998
- Declaration of Montevideo, Mercocities, September 1998
- Declaration of Cordoba, IV UIM Congress, October 1998
- Declaration of San Francisco de Quito, UCCI, 19-20 November 1998
- World Charter on Local Autonomy, initial project, CAMCAL

### International Conventions and Declarations

- United Nations Charter, 1945
- Universal Declaration of Human Rights, UNO, 1948
- International Covenant on the Elimination of All Forms of Racial discrimination, UN, New York, 1965
- International Covenant on Economic, Social and cultural Rights, UN, New York, 1966
- International Covenant on Civil and Political Rights, UN, New York, 1966
- Optional Protocol to the International Covenant on civil and Political Rights, UN, New York, 1966
- Convention on the Elimination of All Forms of Discrimination against Women, UN, New York, 1979
- Ottawa Charter, Health for everybody up to 2000, 1986
- World Declaration on Local Autonomy, IULA
- Istanbul Declaration of Cities, Group 4 +, 1996
- Istanbul Declaration, NGOs and Civil Society, 1996
- Universal Declaration on Democracy, Interparliamentary Council, 1997
- Declaration of Lille, FMCU World Congress, June 98



## EUROPEAN REGION

Axis	Theme	Nordic Countries	German Countries	Mediterranean Countries	Pays anglo-saxon	Pays d'Europe centrale et orientale	Total	
<b>1 - Participation/Consensus-building. Citizen Local Government Relations</b> Means and modalities of participation in local management Participatory Budget Institutionalization of Channels and Spaces of Participation and consensus building Public Policies through Popular Citizen Initiatives		<b>Kolding</b>		Chelles Grande-Synthe	<b>Norwich</b>	Kracow	2	
							1	
				Helsinki				3
				<b>Fossano</b>				1
<b>2 - Democratization of local management</b> Citizen Information and Communication Technologies			<b>Issy-les-Moulineaux</b>				1	
<b>3 - The excluded people from local democracy</b> Possibilities of political inclusion of those economically excluded Municipal Councils of Children and Youth Gender and local Power Race religious, linguistic, gender discrimination	Göteborg	Vienna		Schiltigheim		Kecskemét	1	
				1				
				1				
			Antwerp Turin		Pécs	4		
<b>4 - Territorial democracy</b> Spaces of democratization Participatory planning				Aubagne <b>Barcelona</b>			2	
<b>5 - Urban violence, citizen security and culture of peace</b> Urban violence and citizen security Local democracy and culture of peace		Frankfurt		Nicosia	London		2	
							1	
<b>6 - Education and training for local democracy</b> Education for a Culture of Citizenship, with consideration for civic duties Training and capacity building in local governments : functionaries, specialists and elected officials				Rome		Katowice	1	
							1	
<b>Total</b>		<b>3</b>	<b>2</b>	<b>2</b>	<b>11</b>	<b>4</b>	<b>22</b>	

\* in bold : Member city of the «Democracy in the City» network, URB-AL

## LATIN-AMERICAN REGION

Axis	Theme	Mexique	Amerique centrale	Andes	Brésil	Cône Sud	Total
<b>1 - Participation/Consensus-building. Citizen Local Government Relations</b> Means and modalities of participation in local management Participatory Budget Institutionalization of Channels and Spaces of Participation and consensus building Public Policies through Popular Citizen Initiatives		Cuquio	<b>San Salvador</b>				2
							1
							1
							1
<b>2 - Democratization of local management</b> Citizen Information and Communication Technologies				<b>Lima</b>			1
<b>3 - The excluded people from local democracy</b> Possibilities of political inclusion of those economically excluded Municipal Councils of Children and Youth Gender and local Power Race religious, linguistic, gender discrimination				Villa El Salvador			1
							1
							1
							1
		Quetzaltenango		Risaralda	Barra Mansa		1
<b>4 - Territorial democracy</b> Spaces of democratization Participatory planning	Mexico					Montevideo Cordoba, Rosario	2 2
<b>5 - Urban violence, citizen security and culture of peace</b> Urban violence and citizen security Local democracy and culture of peace							1
<b>6 - Education and training for local democracy</b> Education for a Culture of Citizenship, with consideration for civic duties Training and capacity building in local governments : functionaries, specialists and elected officials				<b>Maracaibo</b>			1
							1
<b>Total</b>		<b>2</b>	<b>2</b>	<b>6</b>	<b>3</b>	<b>4</b>	<b>17</b>

\* in bold : Member city of the «Democracy in the City» network, URB-AL





## List of case studies

### Europe

- Chelles, *France*
- Kolding, *Denmark*
- Grande-Synthe, *France*
- Norwich, *United Kingdom*
- Helsinki, *Finland*
- Krakow, *Poland*
- Fossano, *Italy*
- Issy-les-Moulineaux, *France*
- Kecskemet, *Hungary*
- Göteborg, *Sweden*
- Turin, *Italy*
- Antwerp, *Belgium*
- Vienna, *Austria*
- Schiltigheim, *France*
- Pecs, *Hungary*
- Barcelona, *Spain*
- Aubagne, *France*
- Frankfurt, *Germany*
- London, *United Kingdom*
- Nicosia, *Poland*
- Rome, *Italy*
- Katowice, *Poland*

### Latin America

- San Salvador, *El Salvador*
- Cuquío, *Mexico*
- Icapuí, *Brazil*
- Santo André, *Brazil*
- Buenos Aires, *Argentina*
- Lima Metropolis, *Peru*
- Villa El Salvador, *Peru*
- Barra Mansa, *Brazil*
- Department of Risalda, *Colombia*
- Montevideo, *Uruguay*
- Mexico city, *Mexico*
- Cordoba, *Argentina*
- Rosario, *Argentina*
- Apartado, *Colombia*
- Quetzaltenango, *Guatemala*
- Maracaibo, *Venezuela*
- Quito, *Ecuador*

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\* Expérience citée à titre d'exemple seulement, l'Etat n'étant pas membre de l'Union Européenne.

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