

Delegated management of urban services

A four-way partnership



AFD

This *Lettre de l'Isted* comes just at the right moment. Throughout the world, the management of public commercial services is increasingly being delegated to the private sector. And experience has shown that this form of management enhances productivity and quality of service, reduces the State's financial burden, provides new funding for the development of urban facilities and stimulates the emergence of a competitive domestic private sector. The impact is therefore significant both for cities and their inhabitants and for the country and its institutions.

Several countries in the "ZSP" (zone de solidarité prioritaire—France's priority solidarity area) have set the ball rolling (Senegal, Morocco, Ivory Coast, Central African Republic). But most privatizations are still to come and will require an increasingly customized response. For although the need for privatization and liberalization, each in their own way, is self-evident, the extent of the reform, what steps to take and how to take them, are still open to question.

The debate centres on the following key issues: the specific type of privatization for each public service; the specific nature of each sector (water, electricity, telecommunications, railways) which determines economic and institutional logical approaches: geographical or function-based breakdowns, the importance of regulations to control any monopoly situations and, more broadly, supervise the way competition works; the diversity of legal procedures (continuing or discontinuing State involvement, concessions, lease and operate agreements etc.); the role of donor organizations and financial instruments (market-friendly or concession-based) to be proposed according to the types of investment.

Liberalization/privatization operations have much to gain from four-way partnerships bringing together the conceding public authorities, private sector contractors, international donors and financial institutions that mobilize local savings. The examples of "experience feedback" described in this *Lettre de l'Isted* throw considerable light on the global public/private partnership issue.

Antoine Pouillieute,
 General Manager of AFD

Bravo à l'Isted, qui cartésien utilement à nous un discours optimiste et volontariste sur l'aide au développement et sur l'aménagement urbain.
 Antoine Pouillieute

*Bravo to Isted, which gives impulse to an optimistic, forward-looking outlook on development aid and urban planning (NDLR).

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Experience feedback¹

At the dawn of the XXIst century, urban services such as water, electricity, sanitation, and the telephone, are more than ever presenting a major challenge for the economic and social development of cities. To cope with the explosion of needs and the cutback in public authority financing capacities, new forms of organization are developing. These are based on the close involvement of private companies. The experience of French operators² throws light on the essential aspects of the relations between public authorities and private operators in the management of urban services.

At a time when an ever increasing proportion of the world's population is destined to live in an urban environment, quality and efficiency of services are at the centre of urban governance concerns.

The explosion of needs and the weakness of financial resources bring heavy pressures to bear on the management of urban services. In this context, new action policies have emerged. Based on public-private partnerships, they provide appropriate solutions to the inhabitants' requirements for access to public utilities, quality of service and environmental protection.

France has specifically succeeded in setting up an institutional framework and financing and management mechanisms consistent with the development of a long-term partnership between the public and private sectors.

Major French specialist groups are making this knowhow available to public authorities in other parts of the world (see boxes) and particularly in those developing countries where urban service management is a complex problem.

Several major difficulties are aggregated: low public resources, management problems resulting in a deteriorating quality of service, and a lack of local operators with the technical proficiency to complete large-scale projects.

In some cases, the rehabilitation of urban networks has fallen considerably behind for want of resources. Early in the 1990s, for instance, the water distribution network in Buenos Aires (11 million inhabitants) only reached 6 million people. It had hardly evolved at all since the second world war. Treatment of household and industrial wastewater was almost non-existent, with a single plant for 3,000 inhabitant equivalents.

"Uncontested" monopoly situations

The deterioration of the "quality of service rendered" by public operators can also be explained by the habits adopted in "uncontested" monopoly situations. The lack of care

¹ C.f. page 7

² In the working group on "urban services and sustainable development" organized by Isted, six experiences in urban service management were studied under the direction of Dominique Lorrain: water in Chengdu (China), waste in Hong Kong, water and electricity in Ivory Coast, electricity in Brazil, water in Buenos Aires (Argentina), energy in Prague (Czech Republic). These experiences, conducted by French operators, were analyzed against a grid taking into account the legal, financial and socio-economic aspects and prioritizing public-private partnerships. The group "Urban services and sustainable development", set up in November 1998, brings together key institutional players, among whom are representatives of the Directorate of Economic and International Affairs (DAEI), the French Development Agency (AFD), the General Council for Highways and Civil Engineering (CGPC), the Delegated Management Institute, the Urban Economy Institute and private sector representatives (Vivendi, EDF International and Lyonnaise Suez).

taken with customer management, persistent overmanning, long response times and low invoice recovery rates have made it necessary both to restrict the financial capabilities of public corporations and to penalize some user categories. For this reason, the first measures taken by SODECI in Ivory Coast (water distribution), Aguas Argentinas in Buenos Aires (water distribution and drainage) and Light in Rio de Janeiro (power distribution), have prioritized the rationalization of commercial management of the service and corporate housekeeping.

The situation may also be compounded by a lack of national public operators capable of conducting projects involving highly sophisticated technology. The city of Hong Kong has opted for international private firms rather than local practitioners for the construction and running of landfill sites meeting the most stringent standards.

It is becoming increasingly common for the developing countries to open up towards the private sector. Between 1990 and 1995, private financing of infrastructure increased from \$ 2.7 billion to \$ 37 billion. The new general framework is being shaped by this public-private partnership but solutions are multifaceted, tailored to local situations and specific problems.

The selection criteria for operators are many and varied. Their services may be solicited by mutual agreement (without invitation to tender or advertising) or by very open procedures in which the preparation of projects, the organization of tendering and the selection of operators conform to the recommendations of international organizations.

Although public authorities mostly look for well-known firms with sound technical foundations, they may sometimes select contractors with a more financial profile. Periods of performance and remuneration methods also vary from one delegation contract to another. The contract is drawn up with a view to encouraging the operator to develop productivity gains and make efforts to improve the commercial management of the service. Some of the gains achieved are passed on to users in the form of a greater or lesser reduction in charges.

Lastly, two main types of regulation models co-exist at the international level: "arms-length" regulation by a specialist agency, in which case the lack of independence of the regulator may adversely affect management, and "contractual" regulation which is more conducive to confidence and partnerships. ●●●

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ISTED — VED

The first drinking water production BOT in China

In July 1998, Vivendi announced that an agreement had been signed with the city of Chengdu, capital of the province of Sichuan, for the first BOT (Build Operate Transfer) project for the production of drinking water in China. The contract concerns the construction and operation of a drinking water production plant with a capacity of 400,000 m³/day, at a cost estimated at \$ 200 million. It supplements other already-existing facilities (operated by the municipal services) to meet the drinking water requirements of 2.3 million inhabitants. The first discussions were held in December 1996. The Chinese authorities then considered that a foreign operator would act primarily as a banker and provide funds rather than skills or technical operating knowhow. In 1997, Vivendi endeavoured to convince them of the relevance and economic advantages of its technical solutions, taking the risk of not following the Chinese standards.

The selection protocol used by Chengdu was divided into several stages: international invitation to tenders, prequalification, submission of tenders, examination and classification, negotiations with the successful tenderer. The main selection criterion was a technical solution enabling the price of water to be held in check. A year passed between the prequalification (July 1997) and the final agreement (July 1998). Nine more months were necessary to finalize the financial arrangements. A long, costly procedure—Vivendi spent nearly \$ 3 million in the preparation of its tender.

The actual construction will be phased over thirty months, then plant operation over fifteen and a half years, making a total of eighteen years. Setting up the project is a complex procedure T several partners (Vivendi and its partners), several loans, a project company (project owner) and an operating company.

Chinese administrative regulations are complex. But the nature of Vivendi, a "big integrated business" acting as both the builder and the operator, provides a degree of flexibility. And the integration of the various project components within the same group makes the adjustment of results less complex at each stage. The State Planning Commission (SPC) is now considering the possibility of launching more operations of this type.

(Source: "Experience feedback: six cases of delegated management abroad", directed by Dominique Lorrain, report of the working group "Urban services and sustainable development", May 1999, Isted)



In many respects, waste management in Hong Kong is an exceptional case. This is a city with a very high density (5.8 million inhabitants for an area of 1,000 sq. kilometres), strong, enduring population growth and high-income inhabitants, which is a hub of international trade in goods. A considerable volume of waste is produced here (some 16,000 tonnes per day in 1996, and twice that amount in 2006), while environmental, geographic and physical constraints (density, humidity) are very heavy. For this reason, the experience of the DBO (Design Build Operate) contract for Hong Kong's third disposal site, which involves SITA (Suez-Lyonnaise waste subsidiary), is a benchmark operation.

The Hong Kong authorities, aware of the constraints besetting waste management in their territory, decided to draw up a waste treatment plan for the 1989-2000 period. It includes the creation of three large-scale landfill sites which will be the main disposal sites for the next twenty years, with input from transfer stations.

The new disposal sites and transfer stations were privatized through DBO-type contracts. International invitations to tender were issued on the basis of strict specifications which nevertheless left a few technical options open. Each of the three disposal sites was awarded to a different group: SITA (Nent site), Waste Management Inc. (Sent site) and BFI (Went

site). The Nent contract is for a period of 50 years: 3 years of work, 17 years of operation and 30 years of after-care (site rehabilitation, followed by its development). It amounts to HK \$ 2,610 million, which includes 2,006 million for site operations (these began in June 1995). The disposal area stretches over 63 hectares and the site is designed to receive 35 million cu. metres of waste.

At the end of 1997, SITA took over BFI's international activities. There thus remained only two operators. In this situation, the authorities wished to have all possible guarantees. The company deals with a single partner, the Environmental Protection Department, which holds all the supervisory powers. This department exercises strict control, particularly in situ, to ensure compliance with environmental standards and detect any problems that may arise (smell, nuisance to local inhabitants, etc.). The contract management activities are separated within the Environmental Protection Department. The regulation framework has the advantage of being clear and strict. But the cost of this mode of operation is high and regulation does not provide an enabling environment for the development dynamics of the operators.

(Source: "Experience feedback: six cases of delegated management abroad", directed by Dominique Lorrain, report of the working group "Urban services and sustainable development", May 1999, Isted)



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A balanced, adaptive agenda

Although there is not just one reproducible model, various factors have been identified that help to build fair and efficient management of urban services. The first crucial stage consists in defining a balanced, adaptive agenda that covers all the institutions, rules and practices. It is key to mutual learning and adjustment (public authorities/operators). Once the linkage has been established between private interests, the institutional context and public decision-taking, it must be ensured that the urban service management meets requirements for transparency and economic and industrial rationality. Several mechanisms can then be used, consisting in:

- determining market call procedures that do not follow a purely financial logic but integrate industrial concerns,
- introducing monitoring and control procedures that enable the regulator to observe the operator and understand how he operates and what he requires,
- implementing incentive procedures to change and update charges while ensuring that the productivity gains achieved by the contractor are partially passed on the user,
- evaluating the operator's performance,
- using competition to encourage operators to realize their full potential in the best financial interests of users.

But the main challenge for public authorities and private operators alike is that of access to services for low-income households which are on the increase in



Jean-Paul Gavaler - EDF International Distribution

Some authorities have opted for international private firms rather than local practitioners to conduct high-technology projects.

urban areas. How can profitability—the private operator must be capable of making his investment pay—be reconciled with a service for people with little or no ability to pay? Several financial solutions have been tested, which aim to improve commercial management, control expenditure and develop new commercial tools and specific techniques. But none of them will be the holistic solution to the problem in question.

Public authorities and operators must make their activities consistent with a long-term perspective as this is the only way to give concrete meaning to the requirement for sustainable development. The modularity of the agenda is a precondition for urban services to keep up with demographic and socio-economic trends. ●

(Sources: "Experience feedback: six cases of delegated management abroad", directed by Dominique Lorrain, report of the working group "Urban services and sustainable development", May 1999, Isted - "Urban services and sustainable development: experiences in delegated management", Christophe Defeuilley, final report, July 1999, DAEI).

Brazil: privatized electricity

In 1995, Brazil engaged in a radical experience to restructure and liberalize its entire electricity sector. The main features? A strong hydro-electric component – at a great distance from the areas of use – a complicated extension of the transmission network, further intensified by the country's continental dimension, a time-sharing system, escalating demand (set to double in ten years), and great socio-economic diversity.

Before the reform, the Brazilian system was structured around Eletrobras, a Federal State holding enterprise in charge of technical and financial co-ordination of the entire sector, and long-term planning of investments. Power generation and transmission were provided by four major inter-regional companies owned by Eletrobras. Distribution was also shared between thirty public corporations. In the 1980s, the Brazilian electricity sector came up against major difficulties of a mainly financial nature. Corporate expenditure was no longer offset by charges, which were fixed by the State. In 1993, the sector was almost bankrupt. The Federal State therefore intervened and defrayed the companies' \$ 26 billion consolidated debts.

A "decentralized, competitive" model

Two years later, a reform of the electricity sector was initiated. It involved setting up an independent regulatory agency, launching an action plan to stimulate investment and interlinking with neighbouring countries, "privatizing" distribution over a specific period (the assets remain public sector property) and implementing a new regulatory, legal and commercial framework. The objective was a "decentralized, competitive" model of organization of the electricity sector. Mid-1998, 59% of the distribution, expressed in terms of billed energy, was privatized and 16 companies sold.

The government privatized the corporations by selling most or all of the capital to one or more companies organized in consortia. The selection criterion was the highest bidding price. It brought in \$ 18.7 billion to the authorities.

International operators, among which EDF (Electricité de France), bought up most of the public corporations (11 out of 16). Their entry into the Brazilian market is motivated either by the new skills to be learned (increased competence in as-yet unexplored segments of the electricity sector), or by the aim to achieve growth follow-up and to conquer the market, which is the case for EDF. At all events, it is giving rise to a general industrial restructuring of the sector, with the co-existence of many consortia. A fragile, unstable base which may soon have an adverse effect on the regulatory framework.

(Source: Christophe Defeuilley in "Experience feedback: six cases of delegated management abroad", directed by Dominique Lorrain, report of the working group "Urban services and sustainable development", May 1999, Isted)

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JEAN SMAGGHE RE-ELECTED PRESIDENT OF ISTD

Jean Smagghe was re-elected President of Istd for three years by the Administration Board on 17 June 1999. He is a civil (general) engineer who has been co-ordinating international affairs in the General Council for Highways and Civil Engineering (CGPC) since March 1996. He also co-ordinates the College of General Maritime Inspection in France and the "Urban Transport Investment" Department.

After several posts abroad and overseas, Jean Smagghe held the

office of sector manager at the autonomous port of Bordeaux from 1968 to 1975, then, from 1975 to 1979, manager with the overseas consultant firm, Bureau Central d'Etudes et d'Equipements d'Outre-mer (BCEOM), for all the firm's activities in the Mediterranean and the Middle East. He was general manager of the autonomous port of Nantes-Saint-Nazaire from 1979 to 1986 and was then appointed general manager of the autonomous port of Le Havre from 1986 to 1994. From 1994 to 1995, he was the co-ordinator of the "Europe" subsection of CGPC and in 1997 became president of the International Association of Ports and Harbors (IAPH).

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21st WORLD CONFERENCE ON PORTS



D.R.

Inauguration of the exhibition at the 21st IAPH conference. Claude Gressier, director of DTMPL, (left) and Jean Smagghe, president of IAPH (right), welcome Dato' Seri Dr. Mahathir Mohamad, Malaysian prime minister.

The 21st conference of the International Association of Ports and Harbors was held from 15 to 21 May 1999 in Kuala Lumpur, Malaysia. It was organized with the help of the Port Klang Authority and the Ministry of Transport on the theme "Global Trade through port co-operation". It attracted nearly 800 delegates from 48 countries. On this occasion, the Canadian delegate, Dominique Taddeo, was elected president of IAPH. He thus succeeds Jean Smagghe, co-ordinator of international affairs in the General Council for Highways and Civil Engineering (CGPC) and president of Istd. In association with the congress, an exhibition was held in which many ports and private companies participated. Istd coordinated a French pavilion that brought together the

autonomous ports of Dunkirk, Guadeloupe, Le Havre, Marseille, Nantes-Saint-Nazaire and Rouen, and the company CGM-CMA, around the Directorate of Maritime Transport, Ports and the Seaboard (DTMPL) of the Ministry of Public Works. The next conference will take place in Canada (Montreal) from 19 to 26 May 2001.

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CESROUTE, ALREADY THE 3rd SESSION

The third session of the "Roads" advanced study course begins on 15 September 1999 at the Ecole Nationale des Ponts et Chaussées (ENPC). For the first time, it will welcome trainees from Armenia, Japan and countries of Sub-Saharan Africa. Cesroute, which was officially launched in 1997, seeks to select, train and form an international network of high-ranking executives in the field of road infrastructure. It is intended for French and English speaking engineers who already have professional experience and who wish to enrich their careers still further.

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GENERAL MEETING OF ADAR

The General Meeting of the Association of African Road Directors was held in Yamoussoukro (Ivory Coast) on 19 and 20 August 1999. Twelve African countries were represented at the meeting facilitated by the president Désiré Gnonkonte, Director of Roads and Highways of Ivory Coast. Istd and the World Bank (RMI - Road Management Initiative) also organized a day devoted to road maintenance and the introduction of performance indicators. This gave the opportunity to present the

main results of the "Source" experimentation "Standard Overall Ultralight Road Care Estimate" and the new "Tariff and Traffic" maintenance outreach tool (see below).

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"TARIFF AND TRAFFIC" A NEW ROAD MAINTENANCE OUTREACH TOOL

A new accelerated outreach tool for road maintenance in Sub-Saharan Africa, "Tariff and Traffic", has just been developed by the World Bank. This teaching module is the work of the RMI unit (Road Maintenance Initiative) and consists in 3 to 4 full days of collective training. It has been designed as an interactive "game" (available on CD-Rom), together with instructional insights into real situations. Professional facilitators and experts or "witnesses" from the road maintenance sector will dispense the training. They will all be Africans and will follow a trainers' course at the end of 1999 to be operational in 2000. Istd is involved in the selection and training procedure of these future trainers.

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WORLD BANK: "SOURCE" EXPERIMENTATION

A full-scale experimentation session of "Source" - Standard Overall Ultralight Road Care Estimate, took place in Ghana in March-April 1999, under Istd's leadership. It is a World Bank project that aims to determine an overall indicator of the level of

service offered by the main road networks in Africa. This indicator is based on measurements of normal traffic speeds and volumes. The measurement campaign was performed by a Ghanaian consultant and covered 6,400 km of main roads. It enabled the measurement method to be tested and a quality control system to be evolved. Based on these results, an overall measurement campaign system for 48 African countries will be implemented in the coming months.

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Events

ROAD MAINTENANCE CONGRESS

The fifth edition of the Road Maintenance Congress will take place in Paris – Le Bourget (France) from 14 to 16 November 2000. A professional exhibition will also be held for all public or private organizations in charge of maintaining and operating a road network in France or abroad.

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INTERTRAFFIC 2000



Intertraffic 2000, the international professional exhibition of traffic and transport infrastructure management, will be held in Amsterdam (Netherlands) from 11 to 14 April 2000. The exhibition programme will include: automation, vehicle counting, equipment systems control, urban development, road maintenance and marking, new transport systems, road call-out and emergency services, public transport, road construction components, pavement construction, vehicle pooling, public lighting, traffic management and signs, street furniture, traffic control, traffic information systems, winter service. Isted is the organizer of the French pavilion at Intertraffic 2000.

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Training

"HEALTH AND THE ENVIRONMENT" CHALLENGES FOR THE XXIST CENTURY

The next core session of the College of Advanced Environmental Studies (CHEE) will be held from 25 November 1999 to 6 July 2000 on the subject "Health and the Environment: challenges for the 21st century". The courses will take place on Thursday

afternoons from 13.30 to 18.30 and will call on the experiences of high-ranking managers and practitioners. CHEE was set up in 1995 for company directors and senior public service managers. Its aim is to provide greater understanding of environmental and sustainable development issues.

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Publications

URBAN SERVICES: EXPERIENCE FEEDBACK SIX CASES OF DELEGATED MANAGEMENT ABROAD

This report was drawn up by the working group "Urban services and sustainable development" organized by Isted since November 1998. It presents six cases of delegated management of urban services abroad, in which French companies are mainly engaged: Water in Chengdu – China (Vivendi), waste in Hong Kong (SITA), water and electricity in Ivory Coast (SAUR), electricity in Brazil (EDF), water in Buenos Aires – Argentina (Lyonnaise), energy in Prague – Czech Republic (Générale de Chauffe). These experiences are analyzed against a grid that takes into account the legal, financial and socio-economic aspects and prioritizes public-private partnerships.

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ELEMENTS OF URBAN TRANSPORT DEVELOPMENT STRATEGY IN DEVELOPING COUNTRIES



This report, drawn up by the Isted "Urban Transport" group, aims to make a diagnosis of the urban transport situation in developing countries. It proposes elements of a development strategy for this sector in the major cities of South. The report is in two parts. The first part reviews the urban transport situation in cities of the ACP (Africa, Caribbean and Pacific) countries, the Maghreb and Central America. It is based on the many already-existing records and studies. It provides additional information on the more period, marked particularly by the devaluation of the CFA franc in some countries of francophone Africa and on the general outlook for these countries. The second part "Elements of urban transport development strategy" analyses the need for, and conditions of development of those "mass" transport systems that make up the network structure in major cities.

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A CD-ROM FOR THE WORLD ROAD CONGRESS



A CD-ROM has been prepared with the help of CFME-Actim (Agency for international promotion of French technologies and businesses), especially for the PIARC XX1st World Congress to be held in Kuala Lumpur (Malaysia) from 3 to 9 October 1999. It aims

to optimize the presence of companies and organizations* in the French pavilion coordinated by Isted for the vast exhibition devoted to road engineering. The CD-Rom gives a user-friendly presentation of each of the participants, with texts, photos and useful addresses, and enables their Internet sites to be accessed directly. It is issued (free of charge) in the French pavilion throughout the event and will subsequently be available from the Isted Communication Department.

*Atr/Usirf-Sferb, Ceca, Certu, Cnps, Cofiroute, Colas, Directorate of Roads, Directorate of Road Traffic and Safety, Ermont-Rincheval, Eurovia, Hydrogreen, Ingerop, Jean Lefebvre, Lcpc, Prosign, Rgra, Route Actualité, Secmair, Ses/Siat, Setra, Sir, Sma, Sterela, Vectra.

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DATA BANK ON LOCAL AUTHORITIES IN THE WORLD – EXTRACTS ON LATIN AMERICA



The data bank "Worldwide local authorities" proposes accurate, operational information on local systems for companies and the professional, administrative and academic sectors. It receives financial aid from the Ministry of Foreign Affairs and assistance from the French Foreign Trade Centre (CFCE) and Dexia Project and Public Finance International Bank. This data bank is a real access key to local authority contracts and is available on the Isted Internet site and its partner sites (CFCE, Dexia). Each page presents a country's socio-economic data, contacts and bibliographical references. The data bank will ultimately propose detailed information on 40 countries and bibliographical references on thirty more countries. The extracts concerning Latin America (Argentina, Brazil, Chile, Colombia, Mexico, Peru, Venezuela) have been published

in a trilingual French, English and Spanish brochure.

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INTELLIGENT TRANSPORT THE FRENCH EXPERIENCE

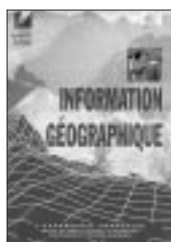


This guide on French knowhow has been produced by the Directorate of Road Safety and Traffic (DSCR) and the Directorate of Economic and International Affairs (DAEI) for the Ministry of Public Works, Transport and Housing. It addresses the following subjects: Telematics in transport: a part of everyday life, telematics: a tool for a transport policy, mastering peak techniques, towards new services, to find out more. The document is available in French, English and Spanish.

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GEOGRAPHIC INFORMATION THE FRENCH EXPERIENCE



This document has been produced by the Directorate of Economic and International Affairs (DAEI) and the National Council for Geographic Information (CNIG) for the Ministry of Public Works, Transport and Housing. It addresses the following subjects: type and use of geographic information, what France offers, French providers, tools, an expert position, towards the I.T. society, to find out more. The document is available in French, English and Spanish.

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THE INTERNATIONAL ACTION PLAN OF DAEI

The Directorate of Economic and International Affairs (DAEI) of the Ministry of Public Works, Transport and Housing has just drawn up its international action plan for the 1999-2000 period. In the introduction, the minister, Jean-Claude Gayssot, stresses that this action must be guided by four basic objectives: good mutual knowledge of the policies of France and the other countries, monitoring of sensitive subjects on the international front, support for French companies and development aid.

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PRINCIPLES OF INFRASTRUCTURE FORMS OF PUBLIC-PRIVATE PARTNERSHIP



"A concession operation requires that the private operator have an overall view of the project including its development, financial package, construction, maintenance and operating management". Based on this observation, the Association of International French Contractors (SEFI) has published a referential guide to infrastructure concessions. It includes: definitions, general principles, award principles, design, building and operation, and financing issues. The document is bilingual, in French and English.

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