



AN ENCOUNTER BETWEEN THE EUROPEAN UNION AND THE LOCAL AUTHORITIES OF LEBANON

BEIRUT, LEBANON, 20 MARCH 2012

Workshop Proceedings, prepared by the CIUDAD Supporting Mechanism



A programme
funded by the
European Union



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TABLE OF CONTENTS

1	Introduction.....	4
2	Opening Ceremony	5
3	The Structured Dialogue.....	6
3.1	The Territorial Approach to Development and the Challenges of Local Governance in Lebanon	7
3.2	Decentralised Cooperation in a Centralised Environment and the Challenges of Decentralisation.....	10
4	Local Authorities in Action.....	12
4.1	Lessons Learned from Project Implementation	13
4.2	Lessons Learned from Partnerships	14
4.3	How to make Projects and Programmes more Sustainable	15
5	Closing Ceremony	16

Annexes:

Annex 1: Agenda of the day

Annex 2: List of invitees

Annex 3: List of EU funded projects with Local Authorities in Lebanon

Annex 4: Introductory Brochure about the Structured Dialogue

Annex 5: Presentation of Mr Bruno Montariol

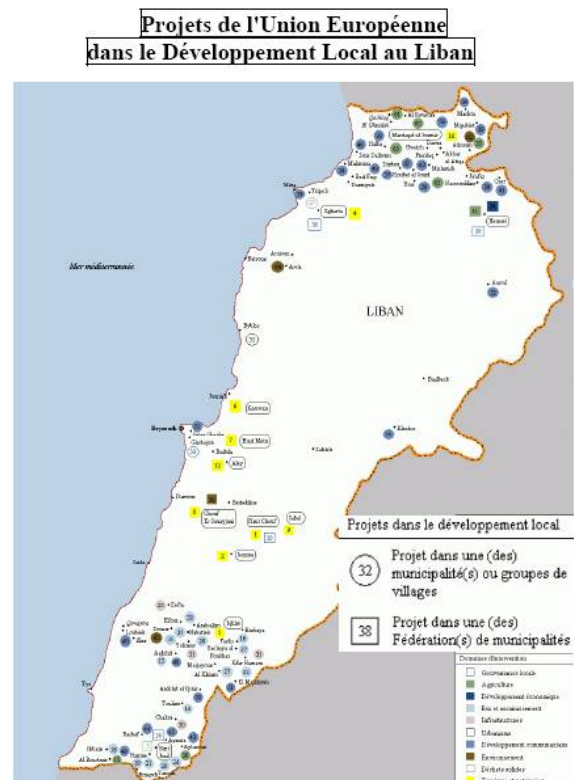
1 INTRODUCTION

The “Encounter between the European Union and the Local Authorities of Lebanon” took place in Beirut on 20 March 2012 under the patronage and in the presence of HE Mrs Angelina Eichhorst, Head of the EU Delegation to Lebanon. It brought together representatives of around 150 Lebanese Local Authorities, staff from the EU Delegation to Lebanon as well as representatives from international organizations, Member State agencies, the Civil Society and the Local Authorities Unit at DG Development and Cooperation (DEVCO) in Brussels. The programme of the seminar is provided in Annex 1 while the complete list of invitees is provided in Annex 2 of this report.

The encounter was initially conceived as part of the country networking events of the CIUDAD programme and was addressed to the different CIUDAD project partners in Lebanon. Through various rounds of discussions between the Delegation of the European Union to Lebanon (EUD) and the CIUDAD Supporting Mechanism (CSM), the idea grew steadily to become a nationwide event geared towards policy dialogue and exchange of experiences between the EU and the 42 active Municipal Federations and well over 100 Municipalities representing the major EU partnerships involving Local Authorities in Lebanon, including, among others, LOGO, ESFD, ADELNORD, NSA-LA and CIUDAD.

These partnerships are shown here on the map and extend over the entire Lebanese territory, with a marked concentration in the peripheral marginalised areas of Akkar in North Lebanon and Nabatieh, Marjeyoun and Bin Jbeil in Southern Lebanon. Thirty-two (32) projects are taking place in a single municipality or a group of villages while 38 projects are taking place in Federations of Municipalities. Sectors of intervention include agriculture, community development, environment, infrastructure, local governance, tourism and cultural heritage, and water and sanitation. A large scale map and a full description of the sectors of intervention is provided in Annex 3 of this report.

The encounter was jointly executed by the EUD and CSM, with the EUD securing the political support role (invitations, keynote speakers, press relations, etc.) while the CSM catered for all technical and logistical requirements (preparation of the programme, dispatching and follow-up on invitation, facilitation of discussions and group work, dissemination and visibility material, etc.) The event was also jointly funded by EUD and CSM, who were able to generate a much more significant added value from pooling the available resources together than holding two smaller events separately.



2 OPENING CEREMONY

The opening ceremony started with an address by **Mr Rolf Swart, Deputy Director of VNG International**, the Association of Dutch Municipalities, which also leads the consortium in charge of the CIUDAD Supporting Mechanism. In his address, Mr Swart highlighted the importance of establishing local government associations similar to VNG, which has just celebrated its centenary and serves all 415 Dutch municipalities in three key areas:

- i) lobbying for local government interests at the central level,
- ii) offering a platform for exchange and learning at both national and international levels, and
- iii) providing advice and support to its members.

Mr Swart also shared the results of a recent evaluation on the EU's support to decentralisation globally and which concludes that "... the results of the EC support to the establishment and development of local government associations are very mixed. Developing the capacity of such organizations is often hampered by their limited resources and highly politicised internal processes". The report also concludes that **more long-term and strategic support is needed for local government associations**.

Taking the floor next was **H.E Mrs Angelina Eichhorst, Head of the EU Delegation to Lebanon** who thanked the attendees for responding favourably to the invitation of the EU to this encounter. "Lebanon in all of its diversity is represented here today, from the small villages in Akkar, Hermel, Chouf, Mount Lebanon or the South to the large cities of the coast..." she noted. Mrs Eichhorst highlighted that Local Authorities have become essential partners of European cooperation with Lebanon and that the EU's approach with LAs is based on the principle of subsidiarity that privileges the most efficient and reactive level of governance that is closest to the people. Mrs Eichhorst announced a €20 million project to strengthen management of Municipal Finances, which will have an important capacity building component for both the Ministry of Interior and Municipalities and the Municipal Federations of Lebanon, in addition to a fund for the Federations of Municipalities. "We want to listen to you today" concluded Mrs Eichhorst, noting that the debate proceedings will be widely disseminated with a follow-up plan based on the recommendations of discussions.



3 THE STRUCTURED DIALOGUE

The encounter was divided into two main segments: the “Structured Dialogue” with the Lebanese Local Authorities, and “Lessons Learned”, a session focussing on the partnerships between the EU and LAs.

The “Structured Dialogue for an efficient partnership in development is a multi-stakeholder consultation piloted by the European Commission between March 2010 and May 2011, aiming to improve the collaboration in development cooperation among EU institutions, civil society and local authorities. More information about the Structured Dialogue is available in Annex 4.

Ms Joyce Hakmeh of the Arab Centre for the Development of Rule of Law and Integrity (ACRLI) shared the experience of the Lebanese CSOs who participated in the Structured Dialogue. According to Ms Hakmeh, who was an Ambassador¹ of the Structured Dialogue, the process was very inclusive and participatory, and advocated for establishing and strengthening an enabling environment allowing CSOs and LAs to operate effectively as development actors in their own right in, and as partners of, EU Development Cooperation. Ms Hakmeh highlighted the importance of collaboration between CSOs and LAs in Lebanon, which can bring a lot of synergies and added value to both parties and promote democratic ownership of development in Lebanon.

Mr Roger Ashi, President of the Federation of the Municipalities of Haut Chouf, and another “Ambassador”¹ of the Structured Dialogue, presented his experience representing the Local Authorities of the ENP region in the process. Mr Ashi was clear in calling for a “Local Authorities Spring” in Lebanon that would strengthen their presence and their role in order to fulfil their development mandate. Mr Ashi noted that the expectations of LAs are disproportionate to the resources available but also that control over these resources remains largely under the supervision and control of central government. Mr Ashi proposed to establish a platform that brings together all of the 44 Municipal Federations to advocate collectively for the best interests of LAs, focussing solely on development, and leaving aside partisan politics.



Ms Elena Ascitti, from EuropAid – Unit D2 "Civil Society and Local Authorities" reiterated the support of the EU to local authorities (and their platforms) as catalysts for change, conflict prevention, decentralisation and confidence-building in the development process. By pinpointing the roles, responsibilities and synergies of all development actors, the Structured Dialogue has made clear that multi-stakeholder dialogue and cooperation between central governments, civil society organisations and local authorities is key in contributing to poverty reduction and

¹ Ambassadors were elected following each regional consultation and participated in the working sessions that were held in Brussels in between regional consultations to develop the working documents of the Structured Dialogue. M Hakmeh and Mr Ashi were elected following the regional consultation for ENP countries which was held in Baku in February 2011

meeting the Millennium Development Goals (MDGs), Ms Asciutti noted. She also stressed the importance of carrying out regular, structured and inclusive multi-stakeholder dialogues, not only to provide a learning and networking space but also creating a pressure mechanism that assists us mutually to better deliver on our development commitments. For the EU, this effort is expected to continue through the Policy Forum on Development in Brussels, which will sustain the effort that was started with CSOs and LAs through the Structured Dialogue, and align it to the EU's Agenda for Change that was presented at the 4th High Level Forum on Aid Effectiveness which took place in South Korea in 2011.

Participants were then divided into four groups that debated in World Café style two main topics inspired from the Structured Dialogue:

1. The territorial approach to development and the challenges of local governance in Lebanon
2. Decentralised cooperation in a centralised environment and the challenges of decentralisation in Lebanon

3.1 The Territorial Approach to Development and the Challenges of Local Governance in Lebanon

How do Lebanese LAs currently assume their developmental role? Can we talk about local governance or it is mainly provision of basic services? These were two of the opening questions, and the consensus was that currently the role of municipalities in development is largely limited to the provision of the basic services to the community. Any further developmental endeavour depends on the capacities and willingness of the President of the municipality and a handful of members of the Municipal Council. Plans and policies are hence linked to individuals and not to a clear institutional process.

Moreover, in the absence of a decentralisation policy that secures proper political and administrative responsibility as well as financial resources to LAs, their development work will remain hindered by scarce financial resources, which are often consumed entirely by basic service provision (waste collection, street lighting, retainer walls, etc.). The most substantial resources of local authorities come from the "Independent Municipal Fund" which is tightly controlled by the Ministry of Finance and the Ministry of Interior and used as a bargaining tool rather than as an empowering fund.

There is also a lack of "development culture" in local communities and Municipal Councils. Councils are elected on a religious and partisan basis rather than because of any inclusive development vision and programme they might have. Capacity building is hence very much needed and should target the members of Municipal Councils as well as citizens at large.

The group also noted that donors often come-up with "canned" projects that fit their agendas rather than the actual needs of the LAs. Many LA development projects are designed to fit donor priorities and LAs are obliged to accept them in the absence of more relevant alternatives.



LAs have little room for manoeuvre given their heavy administrative burden and the multiple levels of control they face: the Ministry of Interior (central level), the *Mohafez* (Governor at the regional level) and the *Qaim Maqam* (sub-governor for the provincial level). Complex approvals are needed for a decision as simple as subsidising a local CSO operating in a village, or more complex decisions such as accepting an external grant (as is the case with LAs participating in the CIUDAD programme, for example). This definitely discourages Local Authorities from applying their right of initiative and engaging more actively in development programmes.

What are the pre-requisites so that LAs can move from the provision of services to a real and inclusive territorial developmental approach? Participants found the most limiting factor to be the LAs' lack of financial resources. The most pressing need, therefore, is for an in-depth revision of municipal finances so that more resources are available for territorial development (whether through decentralisation and/or through central government channels).

Moreover, territorial development should be built along a clear development vision for the territory and sector-specific strategic plans (such as agriculture, tourism or SMEs). The availability and allocation of in-house budget for studies and research is crucial in this regard, since all strategic planning done with LAs in Lebanon so far has, without exception, been financed by external donors (including EU, AFD, Italian Cooperation and UNDP).

Management of human resources (هيكلية التوظيف) in municipalities also needs serious revisiting: it is out-dated and hinders the mobilization of the right expertise. Existing human resources within municipalities need capacity building, and the public/voters need to be made aware of the importance of municipalities in local development.

Municipal budgets should be defined beforehand and the money disbursed regularly according to a strictly reinforced schedule (and not sporadically with several years' delay as is currently the case with the Independent Municipal Fund).

Participants pointed out that for the territorial approach to be effective it should be as inclusive as possible, which also means the private sector, often neglected in local development planning in Lebanon in the absence of flexible legislation to encourage public-private partnerships. This also implies that the territorial approach should be implemented minimally at the level of the Federation in order to produce convincing results.

With respect to the **role of the Ministries** beyond the Ministry of Interior, participants noted that the municipality is de facto a miniature government at the local level that should ideally serve as a relay to all service-related ministries (agriculture, youth & sports, environment, social affairs, public works, energy & water, administrative reform, etc.).

Participants also noted that public works should be implemented directly by relevant ministries rather than by municipalities, as is generally the case now. Municipalities often provide temporary but unsustainable solutions to road maintenance, sewage systems and water networks instead of having the relevant ministries do the job. Having such public works done by the ministries would significantly reduce the burden on municipal budgets. Currently they are pressed by citizens to carry out such work, but get no compensation or alternative revenue in return.

Participants also suggested establishing a dedicated service for municipalities within the Ministry of Interior that can act as an administrative and technical interlocutor and facilitate mainstreaming the needs of the municipalities with other line ministries.

The debate turned to the question of coordination with Civil Society Organisations (CSOs) and possible competition with CSOs over funds. Some donors (Italian, Spanish and French Cooperation, but also USAID and UNDP among others) “impose” collaboration between CSOs and LAs in project designs, but otherwise cooperation between these actors is rather limited.

Recommendations emerged to promote a more synergic and complementary relationship:

- CSOs should view municipalities as a partner, not a donor; they both face a scarcity of funds
- Cooperation between CSOs and municipalities is crucial for stronger development impact and better access to funds; new mechanisms need to be experimented to foster this cooperation
- CSOs can support municipalities with expertise in diverse fields that may not be available within municipal councils and staff.

What about **the role of Municipal Federations/Unions** in the process? The general consensus was that Federations are important since they can plan and implement projects of a larger scale than can a single municipality. To that purpose Federations need to develop their own developmental vision, as the programme LOGO/ARLA has begun to do, but with a much clearer institutionalisation. Among the suggestions that were proposed to strengthen the development role of Federations:

- Develop regional development master-plans to secure comprehensive solutions when funding becomes available
- Take the lead in advocacy for, and when possible implementation of, infrastructure works such as roads, sewage networks and potable water systems
- Become more involved in the educational, cultural and social development of their territory and not limit this involvement to infrastructure projects.

As for **recommendations to the EU for further support of Local Governance** efforts in Lebanon, the following recommendations were made:

- Adopt priorities identified by LAs in their calls for proposals (similar to the grants scheme model)
- Support more actively the process of administrative decentralisation in Lebanon. Provisions for decentralisation were included in the Taef accord as early as 1989 but were never implemented
- Simplify grant procedures for Local Authorities and decrease grantee contribution to the funding
- Increase monitoring and auditing during project implementation and share the results of the monitoring (such as ROM) when applicable
- Establish a specialised expert unit to support LAs in planning and designing projects and fundraising (on-demand technical assistance)
- Establish a permanent dialogue platform between the LAs of Lebanon and the EU to follow up on the dialogue that started today.

3.2 Decentralised Cooperation in a Centralised Environment and the Challenges of Decentralisation

The challenges of decentralisation and decentralised cooperation in Lebanon were also debated in two rounds. With respect to the **capacity and role of Lebanese Local Authorities in decentralised cooperation**, participants noted a relatively weak institutional capacity of Lebanese LAs to design and implement cooperation projects. They hence remain dependent on what is proposed/offered by European counterparts (themes, ideas, areas of cooperation).

Participants also deplored three structural weaknesses facing Lebanese LAs when they want to engage in decentralised cooperation projects:

- The low visibility of some Lebanese LAs and the absence of a strong platform for interaction between LAs and with their European counterparts. For example, some LAs (Municipalities or Federations) received up to 70 solicitations for the latest CBC-MED call for proposals, while many others did not even hear about it.
- Lack of awareness about the opportunities and added value from engaging in decentralised cooperation projects amongst many Lebanese LAs.
- The heavy administrative burden for processing agreements and receiving funding (a cascade of no less than 12 steps/signatures is needed before the cooperation agreement comes into force. Each step needs follow-up, paper-pushing and authorisation by the Council of Minister, a key step that can take a long time, especially if the council does not meet for prolonged periods, as was the case the last 5 years).

Furthermore, weak capacities at the local level and a lack of dedicated and knowledgeable staff makes decentralised cooperation activities cumbersome at times, and their impact minimal once external funding ends. This being so, any planned decentralised cooperation project should work on improving LAs' administrative capacities, through training and constant coaching, as well as their capacity for planning for development.

With respect to the **changes needed at the level of the central government** to enhance decentralised cooperation, most participants lamented the lack of a specialised ministry for local government and local development that would raise decentralisation on the policy makers' agenda and coordinate donor interventions along a well-defined national development policy.

Participants also agreed that the prerogatives of regional governments must be enhanced so their participation in decentralised cooperation activities becomes more meaningful.

They suggested simplifying the administrative requirements for decentralised cooperation agreements by establishing a “one-stop desk” for all approvals, rather than touring the ministries and administrations in search of stamps and signatures. This desk should be ideally situated at the *Mohafaza* level to reinforce the idea of decentralisation. Participants strongly recommended establishing a standing commission that advocates for the best interests of municipalities and federations in all decisions related to decentralised cooperation and local development planning.

One of the participants also mentioned that, as early as 1963, administrative legislation in Lebanon foresaw consultative councils at the level of the *Mohafaza* and even at the *Caza* level, to assist the *Mohafez* and the *Qaim Maqam* in their work, but these councils lie dormant.

As for **how the EU can provide further support to Lebanese LAs** to enhance decentralised cooperation, participants formulated three main recommendations:

- Make access to information about funding opportunities easier and more transparent, both for funds provided directly by the EU, and for opportunities available through Member States, where the EU Delegation can potentially play a coordination role.
- “Give Lebanese LAs a voice”, by initiating a two-way dialogue about their needs and priorities. This would improve the relevance of proposed cooperation programmes and help avoid thematic widows that are not considered a priority.
- Build the capacities of Lebanese LAs in matters of cooperation in general as this will help them be better prepared when a cooperation opportunity arises.



4 LOCAL AUTHORITIES IN ACTION



The Local Authorities in Action segment began with a presentation by Mr Bruno Montariol, EUD Lebanon, on the lessons learned from collaboration with Lebanese LAs. He highlighted that LAs are currently the EU’s main cooperation partner in Lebanon, with 65 contracts for a total value of almost 65 million euros. These programmes reach out to 19 out of 25 *cazas* and to 241 of the 945 municipalities in the country, through a set of well-articulated interventions.

Mr Montariol explained that the objectives of the strategic approach of the EU are to:

- Foster a balanced regional development of the country through local democracy and governance
- Reinforce the role of municipalities in social and economic development and develop their capacities
- Reinforce the capacities of the Ministry of Interior under both its normative and its control mandate.

This is achieved mainly through a mix of complementary approaches such as poverty reduction, capacity building, regional development, networking, participatory approaches and partnership as well as support to local development offices at the level of municipal federations.

Mr Montariol noted some of the challenges that EU programming faces, such as the tendency to propose “shopping lists” of infrastructure project rather than investing in less obvious themes such as governance, participatory land use planning or municipal finance reform. The weak capacity of most Lebanese LAs poses a significant challenge: the best performing LAs are favoured at the expense of less resourceful ones (who are in fact those in need of closer assistance). The blockages along the “central to local” link were also mentioned as a challenge by Mr Montariol, because this positions the EU as a substitute to the state, while the exact opposite is true: the EU strives to consolidate the State and its institutions through its various interventions. The lack of a national development strategy, the multitude of competing stakeholders and the weak

coordination among donors were all mentioned as challenges. Mr Montariol gave additional information about the upcoming project targeting reform of municipal finances. The full presentation of Mr Montariol can be accessed as annex 5 to this report.

After Mr Montariol's presentation, participants broke again into 3 groups to discuss lessons learned from the different EU-funded partnerships with LAs in Lebanon under various implementation arrangements (LOGO, ESFD, ADELNORD, NSLA). The groups dealt with the following topics:

- Lessons learned from project implementation (LAs municipal development; local governance/citizen participation; local development strategies and processes) and how to link them with national development strategies and processes.
- Lessons learned from the partnerships (cooperation between LAs themselves; the role of the Municipal Unions; cooperation with civil society actors, Ministries, and international actors).
- How to make projects and partnerships more sustainable (what is missing or what can be reinforced so that the results are sustained beyond the project life?).

4.1 Lessons Learned from Project Implementation

In the group discussing the lessons learned from project implementation, participants generally agreed that LAs have definitely developed a significant learning-by-doing experience in project management from their participation in EU-funded projects. For many, it was the first time they had to prepare specifications for a public tender, participate in a tender evaluation committee, reconcile accounts in multiple currencies, run public meetings to determine priorities and select development options, and so on.

The same participants believe however that the EU funding procedures are quite complicated when compared to the available knowledge and skills of the average Lebanese Local Authority. There was also a commonly held impression that EU funding requires a lot of paperwork for short implementation timeframes and that the paper workload is almost the same regardless of the size of project. This makes smaller projects less interesting when compared to the effort needed to manage them. The pre-condition for buying products and equipment manufactured in the EU was also mentioned as being a costly option that weighed heavily on the available budgets.

In projects bearing a cost-recovery component, feasibility studies tended to underestimate costs and over-estimate revenues, leading to considerable bottlenecks during implementation, especially as LAs had to cover deficits from their already stretched budgets. Project design also under-estimated the time needed to secure licenses and permissions, especially for projects with an infrastructure component. Consequently, a major lesson learned is to pay much closer attention to feasibility studies during the preparation stage and to consider a "stage zero" or preparation period during which all administrative requirements and permits can be secured.

The sustainability of projects was another concern, as most projects stopped or were working at a minimum once funding ended. This is also related to the preparation stage and the importance of realistic feasibility studies.

For programmes like CIUDAD and ESFD, the presence of a technical assistance for the programme proved to be very useful and provided neutral and timely advice.

Additional recommendations by participants included:

- Provide training for LA staff on project management, financial management, monitoring & evaluation and reporting
- Design grant schemes aimed at small and medium-size municipalities with less complicated administrative procedures
- Ensure the availability of relevant expertise on-board before the start of project implementation.

4.2 Lessons Learned from Partnerships

The group discussing lessons learned from partnerships agreed that the most essential partners are the community members themselves. It is very important to involve the broadest range possible of stakeholders from the earliest stages of the project and to work closely with community members (and not behind comfortable desks) so that they actually “own” the project. This approach has proved to be particularly successful in ESFD projects where project ideas were proposed through participatory consultation and later executed by the community members themselves through the municipality.

The group also highlighted the importance of constant and transparent communication between partners throughout the life cycle of the project, especially when it comes to finances. In multi-country regional projects like CIUDAD, there is a feeling that the bulk of the funding stays in Europe and Lebanese LAs do virtually all the work for a small portion of the total funding.

Some participants also highlighted that partnerships under regional projects often use available resources on studies and travel without putting enough effort into seeking funding for putting the studies into execution. The same applies to local projects where there is a mismatch between the consultation and preparation phases (that take too long) and the execution phase, which is often rushed and squeezed into the last few months of the life of the project.



Other remarks given by the group were:

- When possible, the participation of civil society organizations in projects has contributed to more commitment at local level
- The best projects were those that were prepared based on a comprehensive study that included clear performance indicators
- We cannot talk about sustainable development cooperation projects as most are forced to stop when funding ends. Embedded sustainability mechanisms should be based on realistic assumptions on what LAs can do once funding ends
- The lengthy administrative procedures are often not accounted for in project calendars and often create delays in execution
- It is difficult for LAs to follow the criteria imposed by donors due to a lack of administrative capacity
- The mentality at the local level prefers quick visible results to long term planning
- A clear opportunity is to start working towards setting up a follow-up committee representing all of municipal federations, which could constitute the nucleus of a national association of municipal federations. Such an association could enhance cooperation between small and large unions to exchange expertise and resources
- A percentage of funding should be earmarked to enhance municipal capacities.

4.3 How to make Projects and Programmes more Sustainable

Participants in the group looking at sustainability agreed that there is no silver bullet or magic recipe to make projects more sustainable. The ideas below were proposed:

- The need to have a strategic master-plan at the regional level (*Mohafaza* then *Caza*, similar to the SADTL at the national level) which serves as a reference for any development project that will be executed locally
- Feasibility studies should be based on realistic assumptions and should not be afraid to reach the conclusion that a project is not sustainable. Rather than wasting funds on an unsustainable project, efforts are needed to re-direct the available funds to priorities that offer better chances of sustainability
- Municipalities need to be exposed to new knowledge, expertise and technologies in order to improve their planning and management
- Project Cycle Management should be applied more systematically, and close attention paid to Monitoring and Evaluation and to sustainability
- Planning should be based on local needs and priorities, and not just according to the available budget or thematic widow
- Donor support should be extended to cover at least two years of operation (as opposed to the current practice of handing over the project once equipment is installed or when the infrastructure is completed)
- Better coordination among donors to avoid duplication of efforts. This could be further reinforced if there were a master-plan (see first bullet point, above).

5 CLOSING CEREMONY

Participants reconvened in plenary at the end of the day to get the feedback of the working groups and to discuss the way forward.

Taking the floor on the behalf of the CIUDAD Support Mechanism, **Mr Ziad Moussa** thanked all the attendees for their active engagement in the discussions, the three co-facilitators of the event, Mr Richard Bteich, Mr Nizar Rammal and Dr. Fares El Zein, for their skilful management of the working groups and the team of Development Management International (DMI) for their timely handling of all workshop logistics. Mr Moussa noted three key issues emerging from the discussions:

The need for more opportunities to find common space for dialogue between the Lebanese LAs and the EU. This meeting should not be a one-time event but the beginning of a two-way communication process that can only improve the effectiveness and efficiency of the EU-funded programmes targeting LAs in Lebanon.

The need to integrate the lessons learned that emerged during the workshop into future programming, in the same spirit that the Structured Dialogue is trying to implement globally. Participants should be proud that Lebanon is the first country to implement a “national” Structured Dialogue and CIUDAD is ready to accompany the process and replicate it in other countries when possible.

The idea of a follow-up committee that was repeatedly mentioned in the discussions should be pursued, and should stem from the LAs “right of initiative”, since it cannot be reinforced either by the EU Delegation or by the CIUDAD Supporting Mechanism, although both are ready to collaborate with this committee. A suitable starting activity would be to discuss the proceedings of this workshop with Mrs Eichhorst and agree on future steps.

The concluding statement was by **Mr Bruno Montariol** on the behalf of the EU Delegation to Lebanon who also thanked the guest speakers, the attendees, the conference team and the CIUDAD Supporting Mechanism.

ANNEXES

Annex 1: Agenda

Annex 2: List of invitees

Annex 3: List of EU funded projects with Local Authorities in Lebanon

Annex 4: Introductory Brochure on the Structured Dialogue

Annex 5: Presentation of Mr Bruno Montariol

An Encounter between the European Union and Local Authorities of Lebanon

Tuesday March 20th 2012
GEFINOR ROTANA HOTEL – Hamra

Programme

09:00 – 09:30	Registration
09:30 – 10:30	Official Opening Mr. Peter KNIP , Director of VNG International (the Association of Dutch Municipalities) H.E. Mrs Angelina EICHHORST , Ambassador, Head of the EU Delegation in Lebanon

Segment 1: The Structured Dialogue for a more Efficient Partnership in Development

- *The experience of Civil Society Organizations (CSOs) and Local Authorities(LAs) with the EC Structured Dialogue: Joyce HAKMEH* (Arab Center for the Development of the Rule of Law and Integrity) and **Roger ASHI** (President of the Municipal Federation of Higher Chouf) “Ambassadors” of CSOs and LAs to the Structured Dialogue on the behalf of the European Neighborhood South Region.
- *Structured Dialogue and Partnership with Local Actors: Elena ASCIUTTI*, EuropAid – Unit D2 Civil Society and Local Authorities

10:30 – 11:00 Coffee Break

11:00 – 13:00 Working groups in World Café style

Theme 1: The territorial approach to development and challenges of local governance in Lebanon: enhanced participation of local actors in policy processes in coordination with Line Ministries, strengthening of civil society, alignment and mainstreaming of efforts by various donors.

Theme 2: Decentralized cooperation in a centralized environment: from the transfer of know-how and capacity development activities (to improve LAs service delivery management) to public (sector) reform.

Sharing in Plenary of the results of the working groups

Participants will be split along Themes 1 & 2 and will swap themes, rooms and groups after 50 minutes of discussion.

13:00 – 14:15	Lunch break
14:15 – 15:00	<p><u>Segment 2: The experience of Lebanese Local Authorities in working with the European Union</u></p> <p>Local Authorities as the main partner of EU’s support to Lebanon: lessons from the field: Bruno MONTARIOL, EU Delegation to Lebanon</p> <p>15 minutes presentation followed by 30 minutes Q&A</p> <p>Facilitator: Ziad MOUSSA, Municipal and Decentralized Cooperation Expert for the ENP South – CIUDAD Supporting Mechanism</p>
15:00 – 16:00	<p>Local Authorities in action ((Parallel working groups)</p> <ul style="list-style-type: none"> ▪ <u>Topic 1: Lessons learned from project implementation</u> (LAs municipal development; local governance/citizen participation; local development strategies and processes) how to link them up with national development strategies and processes ▪ <u>Topic 2: Lessons learned from the partnerships</u> (cooperation of LAs amongst themselves; the role of the Municipal Unions; cooperation with civil society actors, Ministries, and international actors, ...) ▪ <u>Topic 3: how to make the projects and partnerships more sustainable</u> (what is missing or what can be reinforced so that the results are sustained beyond the project life?).
16:00 – 16:30	Coffee break
16:30 – 17:30	Sharing in Plenary of the results of the groups’ work, vote of thanks



REUNION DU 20 MARS AVEC LES AUTORITES LOCALES

1	Ali Al Zein	Union des Municipalités Jabal Amel
2	Haitham Omar	ESFD
3	Abbas Khanafer	Municipalité Aynata
4	Abdel Latif Ali Nasser	Union des Municipalités Baalbeck Est
5	Abdel Mohsen Al Hussein	Union des Municipalités Sour
6	Abdo Abdo	Municipalité Kobayat
7	Abed Al Meneem Outhman	Municipalité Mhamara
8	Abed Al Rahman Al Hajj	Municipalité Mishmish
9	Abedilah Wajih Zakaria	Municipalité Fneideq
10	Aboud al Merhbi	Municipalité Ghzayleh
11	Adnan Al ahmad	Municipalité Al Boustan
12	Adnan Kassir	Municipalité Deir Qannoun
13	Ahmad al Jaroush	Union des Municipalités El Sahel - Bekaa
14	Ahmad Darweesh	Municipalité Kabeit
15	Ahmad Nouamaan	Municipalité Mounseh
16	Ahmed Al Mir	Union des Municipalités Sahel Jurd el Kaiteh
17	Albert Al Hage	Municipalité Mellat
18	Ali Mohamad Al Akoumi	Municipalité Houaish
19	Ali Assaf	Union des Municipalités Al Shalal
20	Ali Darweish	Municipalité Sroubbine
21	Ali Esper	Municipalité Akroum
22	Ali Fares	Municipalité Kfarhamam
23	Ali Hassan Al Saed	Municipalité Moukaibleh
24	Ali Mattar	Union des Municipalités Sahel Al Zahrani
25	Ali Mohamad Al Houjaeiry	Municipalité Aarsal
26	Ali Shaitou	Municipalité Tiry
27	Ali Srour	Municipalité Ayata Al Chaab- Rmeich
28	Amal Zahabi	ESFD
29	Anis Sliqua	Municipalité Al Fardis
30	Antoine Fawaz	Union des Municipalités Iklim Al Kharoub Sud
31	Antoine Issa	
32	Antonio Prats	Ambassade d'Espagne
33	Attallah Chaaito	Union des Municipalités Bint Jbeil
34	Attef Abou Ali	Municipalité Akroum
35	Ayoub Bark	Union des Municipalités Jbeil
36	Bachir Odeimi	Bureau Technique des Villes Libanaises

37	Bassam Raad	Union des Municipalités Baalbeck
38	Bruno Montariol	Délégation UE Liban
39	Chahir Mohamad	Municipalité Kherbet Char
40	Chaker Faris Sfeir	
41	Charles Khalifeh	Municipalité Ehmej
42	Dima Sader	ESFD
43	Elias Sleiman	Municipalité Hmaira
44	Elias Sleiman	Union des Municipalités Wasat et Sahel El Kayteh
45	Elie Makhlof	Union des Municipalités Bcharreh
46	Emile Bedran	Municipalité Assia
47	Fares El Zein	Facilitateur
48	Faten Adada	ADELNORD - CDR
49	Fayyad Haydar	Union des Municipalités Bekaa Awsat
50	Fouzi Mohamad Mahmoud	Municipalité Beit Younis
51	Gaby Kheyrati	Municipalité Mina
52	Gaby Semaan	Regroupements Haut Metn
53	George El Khalil	Municipalité Chadra
54	Georges Bchara	Municipalité Ehmej
55	Georges Sfeir	Regroupements Kessrouan
56	Gergous Kourani	Municipalité Deir Dalloum
57	Ghalib Balout	Municipalité Adchit El Qsair
58	Hala MOUGHANIE	Common Space Initiative
59	Hamze El Ahmad	Municipalité Mashta Hassan
60	Hassan Zouaiter	Municipalité Al Kasser
61	Haytham Hamdan	Municipalité Ain Al Zeit
62	HE Jan Top Christensen	Ambassade du Danemark
63	HE Daniel Tanase	Ambassade de la Roumanie
64	HE Eva Maria Ziegler	Ambassade d'Autriche
65	Hend El Khatib	OMSAR
66	Ibrahim Nasrallah	Union des Municipalités Zahlé
67	Issam Obeid	Regroupements Akkar
68	Jamal Isber	Municipalité Jebayel
69	Jerjeh Wehbeh	Municipalité Beino
70	Jihad Al Cheikh	
71	Jihad Chikhani	
72	Jihad Mohamad Audi	Municipalité Al Khodor
73	Joelle Zouki	Union des Municipalités Sahel Zgharta
74	Joseph Al Hashem	

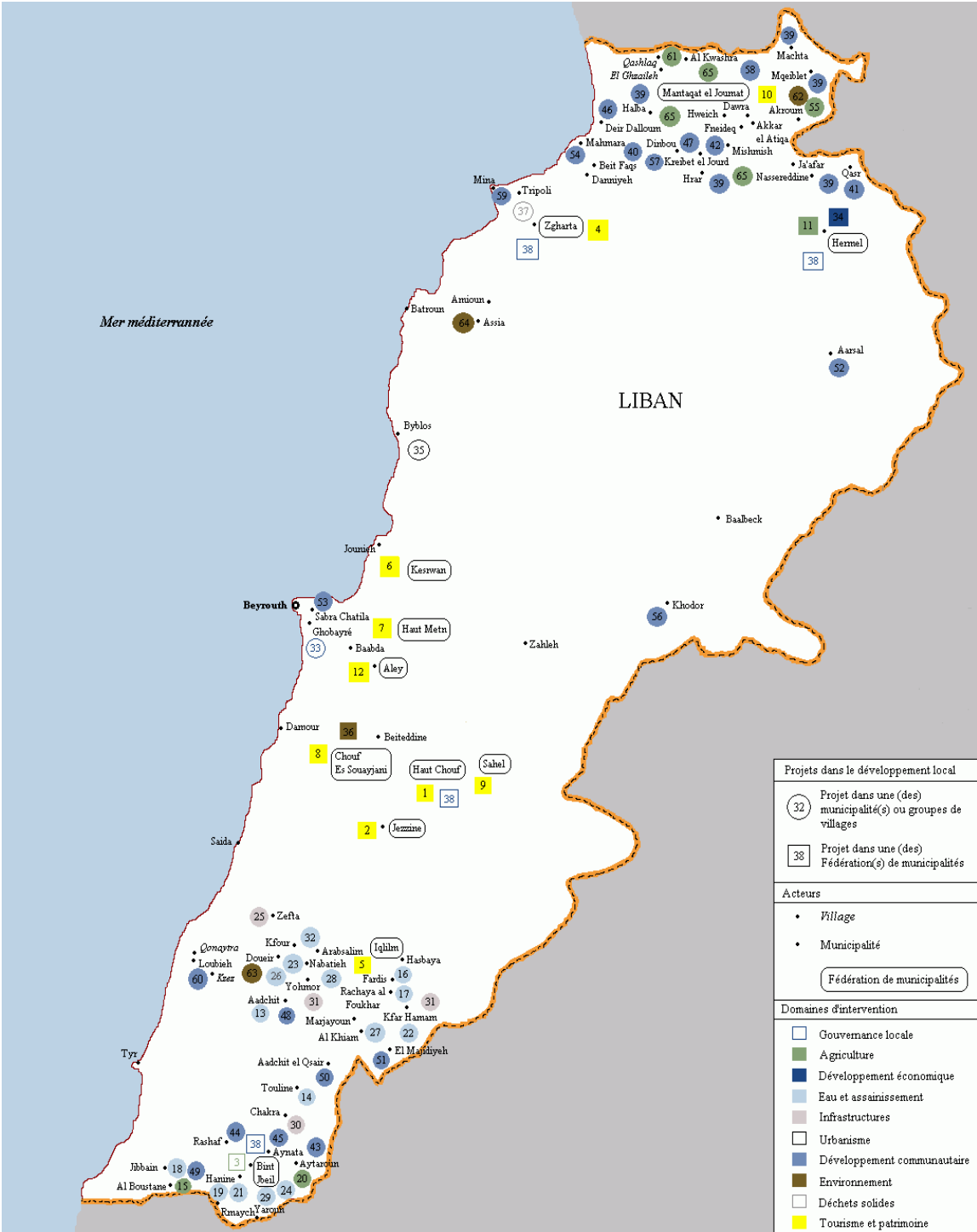
75	Karim Bou Karim	Union des Municipalités AL Koura
76	Kassem Al Kadiri	Municipalité Kafarshouba
77	Khaled Sharanek	Union des Municipalités Lac Karaoun
78	Khaled Al Bahri	Municipalité Akkar Al Attika
79	Khaled Al Sahmarani	Municipalité Al Doura
80	Khaled Al Youssef	Municipalité Hrar
81	Khalil Harfouche	Regroupements Jezzine
82	Khodor Akari	Municipalité Wadi Jammous
83	Khodor Hassan	Municipalité Chan
84	Leila Jisr	CIUDAD
85	Lotte Wannet	VNG
86	Maciej MADALINSKI	Délégation UE Liban
87	Maher Nader	Municipalité Bekaa Alawsat
88	Maher Zeineddine	OMSAR
89	Mahmoud Ibrahim	Municipalité Kafarbebnen
90	Mawan husseiki	Adelnord
91	Mirna Al Murr	Union des Municipalités Al Metn Al Shemali, Al
92	Mohamad Al Khansa	Municipalité Sabra and Chatila
93	Mohamad Ali Saadieh	Union des Municipalités de M Dounieh
94	Mohamad Arabi	ADELNORD
95	Mohamad Daheini	Regroupements Iklm el Touffaha
96	Mohamad Dourgham Ahmad	Municipalité Al Heishi
97	Mohamad Habanjar	Union des Municipalités Iklm Al Kharoub Nord
98	Mohamad Issa	Municipalité Mina
99	Mohamad Jaber	Union des Municipalités Nabatieh - Al Shakif
100	Mohamad Majzoub	Regroupements El Sahl
101	Mohamad Naaman	Municipalité Kfartoun
102	Mohamad Ousaily	Municipalité Rcheif
103	Mohamad Saab	Union des Municipalités Al Aarkoub
104	Mohammad Nimr Habanjar	Municipalité Iklm Al Kharoub Nord
105	Mostafa Abdallah	Municipalité Akroum
106	Mostafa Ibrahim	Municipalité Aidamoun
107	Mostafa Mohamad Khouhra	Municipalité Btourmaz
108	Moustafa Akel	Union des Municipalités Al Menieh
109	Moustafa Taha	Regroupements Hermel
110	Moutanous Akef Georgous	Municipalité Qourayat
111	Nabil Fawaz	Union des Municipalités Al Kalaa
112	Nader Al Ghazal	Union des Municipalités Al Feiha

113	Naji Ramadan	Municipalité Mashta Hammoud
114	Najwa bassil	Union des Municipalités Jbeil
115	Nasr Bou Eid	Municipalité Denbo
116	Nasri Al Hekk	Municipalité Kwakh
117	Nazih Abi Semaan	Municipalité Ehmej
118	Nizar Rammal	Facilitateur
119	Nouhad Nawfal	Union des Municipalités Kesserwan Al Ftouh
120	Nuha EL Ghoussaini	Regroupements Chouf Soueijani
121	Omar MASSOUD	Municipalité Andaket
122	Peter Kallas	ESFD
123	Rabih Ali Nasser	Municipalité Adchit
124	Rafic Al Debbes	Union des Municipalités Est Zahlé
125	Raja abou reshlane	Municipalité Haut Metn
126	Rakan Jaafer	Municipalité Fissan
127	Rana Chehayeb	ESFD
128	Raymond Semaan	Union des Municipalités Sahel El Metn Sud
129	Richard Bteich	Facilitateur
130	Rima Antrazi	ESFD
131	Roger Ashi	Regroupements Haut Chouf
132	Rolf Swart	VNG
133	Rym Kabbara	CIUDAD
134	Salim Mourad	Regroupements Bent Jbeil
135	Salim Mrad	Municipalité Aytaroun
136	Salim Youssef	Municipalité Rashaya El Foukhar
137	Samah Halwany	ESFD
138	Samer Ayass	ESFD
139	Sami Feghaly	ADELNORD - CDR
140	Samir Sharafeddine	Municipalité Berkayel
141	Sandrine PETRONI	Délégation UE Liban
142	Sarah HOTEIT	Municipalité Doueir
143	Simon Bachawati	OMSAR
144	Sleiman Al Asaad	Municipalité Kwashra
145	Soubhi Saker	Municipalité Hermel
146	Talal Youssef	Municipalité Al Joubeyn
147	Tamer Al Khobrossi	Municipalité Ouweynat
148	Tania Bcharra	Union des Municipalités Sahel Zgharta
149	Tony Abboud	Union des Municipalités Al Shafat Akkar
150	Tony Feghali	Union des Municipalités Batroun

151	Tony Sleiman	Regroupements Zgharta
152	Yasmin Khadr	CIUDAD
153	Yassin Jaafar	Municipalité Jivar Al Hashish
154	Yehya Al Rifai	Municipalité AlKarkaf
155	Youssef Fayad	Municipalité Al Mery
156	Youssef Shayya	Union des Municipalités Haut Jurd de Bhamdoun
157	Zahi Al Zein	Union des Municipalités Baalbeck ouest
158	Ziad El Hajj	Union des Municipalités Jabal El Rayhan
159	Ziad Moussa	CIUDAD
160		Ambassade des Pays Bas

Annex 3: List of EU funded projects with Local Authorities in Lebanon

LOCAL DEVELOPMENT PROJECTS IN LEBANON



	Projet	Caza(s)	Municipalité(s)	Domaine(s) du projet	Budget (euros)
1	Logo 2	Chouf	Aamatour, Ain Qani, Bater, Baadarane, Boutmeh, Haret Jandal, Jebaa, Khreibi, Maaser El Chouf, Moukhtara, Mrusti, Niha	Tourisme et patrimoine	677,232
2	Logo 2	Jezzine	Jezzine, Aaray, Wadi Jezzine, Sabbah, Al-Harf, Al-Midan, Bteddine El-Leksh, Mashmoushe, Bkassine, Benwate, Aazour, Roum, Al-Houmsieh, Qaitouleh, Haitoura, Qattine, Hideb	Tourisme et patrimoine	972,110
3	Logo 2	Bint Jbeil	Aytaroun, Ain Ebel, Aynata, Aya Ech Chaab, Kounin, El Tyreh, Baraachit, Beit Yahoun, Maroun er rass, Bint Jbeil, Qouzah, Chakra, Hanine, Rmeish, Debel, Yaroun	Agriculture	1,071,497
4	Logo 2	Zgharta	Zgharta-Ehden, Haret El Fouwar, Ouchach, Mejdlaya, Ardeh, Rachiine, Kfaredlakous, Karah Bech, Kfarhata, Laal, Kfaryachite-Bisebeel, Kfarzayna, Bchenine-Daraya, Kfarfou, Raskifa, Karem Saddeh, Ljbaa, Sereel, Kfarzaghab-elmerh, Arjess, Bnachi, Mazraet El Touffah, Basloukit Arbet Kazhaya	Tourisme et patrimoine	464,521
5	Logo 2	Nabatieh	Arabsalim, Houmine el Faoouqa, Jarjough, Jbaa & Ain Bousoir, Ain Qana, Kfarfila, Sarba, Houmine el Tahta	Tourisme et patrimoine	810,856
6	Logo 2	Kesrwan	Kleyaat, Kfardeblian, Faytroun, Mayrouba, Hrajel, Faraya, Ajaltoun, Ballouneh, Batha, Jeita, Rayfoun, Daroun, Aachkout, Bekaate Achkout, Shaileh, Ain El Rihani, Aintoura, Ghosta, Raachine	Tourisme et patrimoine	6,246,969
7	Logo 2	Baabda	Qirtadah, Ras El Metn, Dier El Harf, Jourat Arsoun, Arsoun, El Zandokah, El Arbanieh, El Dleybeh, Salima, Btakhnay, El Ksaibe, El Knaysse, Jwar El Hawz, Tarchish, Kfarselwane, Hasbaya, Bzibdine	Tourisme et patrimoine	502,676
8	Logo 2	Chouf	Baakline, Ain Bal, Gharifeh, Mazraet ech Chouf, Kahlounieh, Aatrine, Jdeidet ech Chouf, Semkaniyé et Ain ou Zein	Tourisme et patrimoine	678,866
9	Logo 2	Bekaa Ouest	Aana, Ammiq, Dakweh, Ghazze, Haouch El Harimeh, Kamed El Laouz, Khiyara, Manara, Mansoura, Marj, Sawiri, Sultan Yaacoub, Rawda, Tall Zenoub	Tourisme et patrimoine	751,491
10	Logo 2	Aakkar	Akkar el Attika, Beit Mellat, El Ouyoun, El Dawra, Mmneh, Tachea, Ilat, Ain Yacoub, Dahr el Laysineh, Rahbeh, Bazbina, Tekrit, Jibrael, El Borj, Aayat, Bayno	Tourisme et patrimoine	483,219
11	Logo 2	Hermel	Hermel, Elkasr, Kwekh, Shawaghir, Jouar el Hachich	Agriculture	650,415
12	Logo 2	Aley	Souk El Gharb, Bmakine, Qamatieh, Ain El Saideh, Ain El Remaneh, Aley, Ain Jdideh, Bkhechtay, Rejmeh, Bhamdoun Mhatta, Bhamdoun Balda, Btaloun, Sawfar, Majd El Baana, Charoon, Badghan, Mansourieh, Btater, Chaney, Meshref	Tourisme et patrimoine	462,240
13	ESFD 2	Nabatieh	Aadchit	Eau et assainissement	38,000
14	ESFD 2	Marjeyoun	Aadchit, Touline	Eau et assainissement	112,290
15	ESFD 2	Tyr	Al Boustan	Agriculture	206,000
16	ESFD 2	Hasbaya	Al Fardis	Eau et assainissement	100,000
17	ESFD 2	Hasbaya	Rashaya Al Foukhar	Eau et assainissement	106,000
18	ESFD 2	Tyr	Jibbain	Eau et assainissement	48,000
19	ESFD 2	Bint Jbeil	Ayta Ech Chaab, Rmaych	Eau et assainissement	80,000
20	ESFD 2	Bint Jbeil	Aytaroun	Agriculture	107,810
21	ESFD 2	Bint Jbeil	Hanin	Eau et assainissement	5,600
22	ESFD 2	Hasbaya	Kfar Hamam	Eau et assainissement	196,300
23	Recovery 2006	Nabatieh	Kafra, Nabatieh	Eau et assainissement	686,968
24	Recovery 2006	Bint Jbeil	Aytaroun, Kafra, Maroun El Rass, Bint Jbeil, Beit Yahoun, Aita El Chaab	Eau et assainissement	703,437
25	Recovery 2006	Bint Jbeil, Nabatieh	Qsaibe, Nabatieh el Faoqa, Roumin, Zefta, Haris	Infrastructures	992,955
26	Recovery 2006	Nabatieh	Yohmor, Kfarsir, Zawtar	Eau et assainissement	6,807,135
27	Recovery 2007	Marjeyoun	Al Khiam	Eau et assainissement	269,398
28	Recovery 2007	Nabatieh	Nabatieh El Tahta	Eau et assainissement	799,825
29	Recovery 2007	Bint Jbeil	Bint Jbeil	Eau et assainissement	286,415
30	Recovery 2007	Bint Jbeil	Chakra	Infrastructures	385,851
31	Recovery 2007	Hasbaya, Nabatieh, Marjeyoun	Chebaa, Kfarchouba, Hiberieh, Rachaya El Foukhar, Kfar Hamam, Yohmor, Taybeh	Infrastructures	1,208,355

32	Recovery 2007	Nabatieh	Kfour	Eau et assainissement	899,000
33	CIUDAD	Beyrouth	Ghobayré	Gouvernance locale	200,000
34	CIUDAD	Hermel	Union des municipalités de Hermel	Développement économique	300,000
35	CIUDAD	Mont Liban	Byblos	Urbanisme	200,000
36	CIUDAD	Mont Liban	Fédération des Municipalités du Chouf Souayjani	Environnement	300,000
37	CIUDAD	Tripoli	Tripoli	Déchets solides	300,000
38	CIUDAD	Bint jbeil, Chouf, Zgharta, Hermel	Fédération des Municipalités de Bint Jbeil, Fédération des Municipalités de Haut Chouf, Union des Municipalités de Zgharta, Fédération des municipalités de Hermel	Gouvernance locale	400,000
39	Nord Liban	Aakkar	Fneideq, Hrar, Mishmish - Beit Ayyoub, Mqaybleh (Wadi Khaled), Machta, Machta Hammoud, Machta Hassan, Chadra, Akkar al Atiqua, Hweich	Développement communautaire	2,000,000
40	Nord Liban	Danniyeh	Kfar Bbnine, Sfinet, Beit Faqs, Taran	Développement communautaire	250,000
41	Nord Liban	Hermel	Qasr-Fissane, Jouar al Hachich, Kwekh	Développement communautaire	250,000
42	ESFD 1	Aakkar	Michmich	Développement communautaire	300,000
43	ESFD 1	Bint Jbeil	Aytaroun	Développement communautaire	300,000
44	ESFD 1	Bint Jbeil	Rashaf, Srobbine, El Tyreh	Développement communautaire	300,000
45	ESFD 1	Bint Jbeil	Aynata	Développement communautaire	300,000
46	ESFD 1	Aakkar	Deir Dalloum, Mar Touma, Majdala	Développement communautaire	300,000
47	ESFD 1	Aakkar	Kreibet el Jourd, Chan	Développement communautaire	300,000
48	ESFD 1	Nabatieh	Aadchit	Développement communautaire	300,000
49	ESFD 1	Tyr	Al Boustan, Jibbain, Marwahin	Développement communautaire	300,000
50	ESFD 1	Marjeyoun	Aadchit Al Qsair, Toulin	Développement communautaire	300,000
51	ESFD 1	Hasbaya	El Mery, El Majidiyeh, Helta	Développement communautaire	250,000
52	ESFD 1	Baalbeck	Aarsal	Développement communautaire	400,000
53	ESFD 1	Beyrouth	Sabra, Chatila	Développement communautaire	400,000
54	ESFD 1	Aakkar	Mhamara	Développement communautaire	300,000
55	ESFD 1	Aakkar	Akroum	Agriculture	300,000
56	ESFD 1	Baalbeck	El Khodor	Développement communautaire	300,000
57	ESFD 1	Aakkar	Dinbou	Développement communautaire	300,000
58	ESFD 1	Aakkar	Al Kwashra	Développement communautaire	300,000
59	ESFD 1	Tripoli	Mina	Développement communautaire	400,000
60	ESFD 1	Saida	Loubieh, Qonaytra (village), Kzez (Village)	Développement communautaire	250,000
61	ESFD 1	Aakkar	Qashlaq, Al Ghzaileh (villages)	Agriculture	120,000
62	NSA-LA	Aakkar	Andaket	Développement communautaire	77,938
63	NSA-LA	Nabatieh	Deir Qannoun	Développement communautaire	73,000
64	NSA-LA	Kesrwan	Assia	Développement communautaire	79,436
65	NSA-LA	Nabatieh	Doueir	Développement communautaire	79,666
65	Nord Liban	Nord Liban	Régions : Akroum, Wadi Khaled, Jurd, Joumé, Dreïb, Haut Danniyeh, Haut Hermel	Agriculture	10,000,000
66	Municipal Finance	Liban	Toutes les régions	Développement communautaire	15,000,000
				Sous-total projets terminés depuis moins de deux ans	6,020,000
<u>Intervention :</u> sur les huit (8) Mohafazah (sur les 8 du pays) sur les 19 Cazas (sur les 25 Cazas du pays) sur 241 Municipalités (sur 945 Municipalités du pays)				Sous-total projets régionaux (en cours)	1,700,000
				Sous-total projets en préparation	25,000,000
				Sous-total projets en cours d'exécution	30,621,471
				Total (projets finis, en cours et en préparation)	63,341,471

Revisiting funding mechanisms: are there alternatives to the call for proposals mechanism?

How to complement the call for proposals mechanism with more strategic ways of supporting Civil Society and Local Authorities worldwide? Key features with strengths and weaknesses of various aid delivery and selection mechanisms have been analysed: operating grants, re-granting, pool funding etc. Twelve user-friendly technical sheets are available on each modality identified.

Available on CISOCH:

https://webgate.ec.europa.eu/fpfis/mwikis/aidco/index.php/Structured_dialogue

Results and follow-up

Many development professionals regard the Structured Dialogue as the most outstanding, transparent and well organised consultation ever launched in this field. This is a great success and the first phase was concluded by Commissioner for Development Andris Piebalgs in Budapest, hosting city of the final conference. In his words, "Civil Society and Local Authorities are an essential component of any working democracy. The Structured Dialogue has pinpointed the roles, responsibilities and synergies of all development actors. It has reflected their increasing importance in the local governance agenda, and has allowed us to find better ways to support them".

The multi-stakeholders Structured Dialogue fed the Communication "An Agenda for Change" (October 2011), which outlines the EU development policy for the years to come, as well as the EU position for the 4th High Level Forum on Aid Effectiveness held in Busan in December 2011.

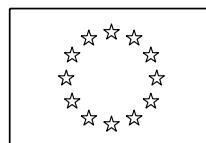
The EC is following up this strong start at the highest policy level, by drafting a *Communication on Civil Society Organisations in Development*, at the forefront of innovativeness.

At operational level, the Commission will update its guidance on how to work with Civil Society and Local Authorities, through new aid modalities including sector and budget support., re-granting mechanisms, multi-donor pool funds.

DG DEVCO is setting up the Policy Forum on Development in Brussels, a dialogue space that seeks to ensure the effective consultation and contribution of Civil Society Organisations and Local Authorities from the EU and partner countries to the EU development policies and programmes.



For more information, contact Unit DEVCO D2
@ EuropeAid-D2@ec.europa.eu
or visit CISOCH, the web portal for Civil Society and Local Authorities active in Development:
https://webgate.ec.europa.eu/fpfis/mwikis/aidco/index.php/Structured_dialogue
available in EN/SP/FR



UNIT D2
CIVIL SOCIETY AND LOCAL AUTHORITIES
EUROPEAN COMMISSION
EuropeAid Development and Cooperation
Directorate-General



Towards a more strategic involvement of Civil Society and Local Authorities in EU development cooperation

How can Civil Society, Local Authorities and the EU improve relations and effectiveness? Is there space for improving this partnership?

The European Commission (EC) launched a 14 month multi-stakeholder consultation: the "Structured Dialogue for an efficient partnership in development" (March 2010 - May 2011). Coordinated by the Directorate General for Development and Cooperation (DG DEVCO), the Structured Dialogue has been a key step forward towards an improved collaboration in development cooperation among EU institutions, civil society and local authorities.

What is happening globally?

At a time where civil society and citizens' movement are expanding impact and making their voice heard, there is also evidence of a shrinking space, for instance by legal restrictions, for civil society ability to exist and operate freely. Important changes are taking place in the international development aid architecture. Civil Society Organisations have grown worldwide and Decentralised Local Authorities have emerged as relevant development and governance actors. The EU recognises their importance and embraces participatory approaches and innovative ways of support to these changes.

Objectives of the Structured Dialogue

The Structured Dialogue was designed to improve mutual knowledge, share lessons learnt and enable a climate of confidence and trust among various stakeholders engaged in EU development cooperation. The ultimate objective was to improve the effectiveness of the partnership between the

EU, Civil Society and Local Authorities, as a consequence of the commitments made under the Aid Effectiveness Agenda (See the Paris Declaration and Accra Agenda for Action).

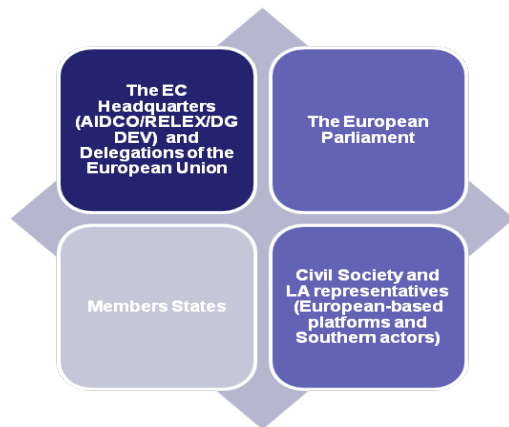
Who was involved?

More than 700 dedicated participants from:

- Civil Society (Development, Relief/Humanitarian and Human Rights NGOs, Trade Unions, Grant-making and Political Foundations, Chambers of Commerce to name a few),
- Decentralised Local and Regional Authorities,
- the European Parliament,
- European Member States,
- European Commission (Headquarters and EU Delegations).

Global coverage

Five large and dynamic conferences were held in Brussels. Four regional seminars were organised in Africa, Asia, Latin America and in the European Neighbourhood region, in total covering more than 70 countries.



What was discussed?

What are the conditions to guarantee Civil Society and Local Authorities their necessary space to do their work? How can European and local organisations work in a more equitable way? How

could the EC adapt its financing schemes to take into account the diversity of contexts and actors?

Debates covered the promotion of an enabling environment for Civil Society and Local Authorities, multi-stakeholder dialogues, partnerships and complementarities between actors and instruments, the Territorial Approach and its articulation at the local level, the ownership and alignment principles and how they are reconciled with Civil Society Organisations and Local Authorities' right of initiative, division of labour/harmonisation among donors and multiple accountability. Finally, the EC considered options for aid delivery and selection mechanisms to support Civil Society and Local Authorities.

Conclusions

The results of these discussions were broadly shared by the stakeholders. To celebrate this consensus among such a variety of actors, a joint final statement titled the **'Declaration of Budapest'** has been agreed upon, to set the pace of all actors' commitments.

A synthesis of 14 months of debate is presented in the **'Concluding Paper'**, which also includes recommendations addressed to each 'category' of actors.

Both documents are available online on CISOCH: https://webgate.ec.europa.eu/fpfis/mwikis/aidco/index.php/Structured_dialogue in EN/FR/SP.

Some selected recommendations include:



What is expected from governments?

- A free and conducive 'enabling' environment
- Respect for UN conventions
- Regular and inclusive dialogue
- No interference nor unwarranted control

What could Civil Society focus on to be more effective?

- Accountability, transparency and integrity
- Be more responsive to its constituencies (the social basis)
- People empowerment with an emphasis on poor and marginalised groups
- Help citizens to monitor authorities' commitments
- Equitable partnerships, to improve local ownership: the identification of local needs relies primarily on local Civil Society Organisations.

Local Authorities: how could they work better in the 'development world'?

- Invest in a dialogue with citizens
- Contribute to good governance via transparent and predictable decision-making
- Work in synergy with Civil Society

What can the European Union do to improve its support?

- Different actors, different strategies: adopt a differentiated approach when working with Civil Society or Local Authorities
- Promote an enabling environment for Civil Society Organisations as independent development actors
- Endorse a human rights-based approach to development
- Promote and support regular, structured and inclusive multi-stakeholder dialogue
- Invest in understanding of the local arena context through enhanced in-house expertise
- Improve EU donors coordination
- Open up to an appropriate mix of funding mechanisms, including modalities and selection procedures.



Rencontre entre l'Union Européenne et les autorités locales

20 mars 2012
Bruno Montariol

L'UE et le développement local

- Projets et contrats en cours et en préparation
 - 65 contrats avec les autorités locales
 - 63 millions d'Euros
- Intervention géographique
 - sur les huit (8) Mohafazah (sur les 8 du pays)
 - sur les 19 Cazas (sur les 25 Cazas du pays)
 - sur 241 Municipalités (sur 945 Municipalités du pays)
- Les autorités locales sont **devenues les 1^{er} partenaires** de la Coopération Européenne
- Il faut ajouter les financements importants des **Etats Membres.**

Les projets UE en cours

Projets	Thématiques	Montant
Logo 1 et Logo 2 (OM SAR)	12 regroupements de municipalités Dialogue société civile / autorités locales Définition de Plans de Développement Locaux Formations/renforcement des capacités Appui à la mise en œuvre de projets prioritaires (eau, tourisme, agriculture)	4 M€ 8 M€
ESFD (CDR)	Carte de la pauvreté réalisée (80 poches de pauvreté identifiées) Intervention dans 20 zones, subventions à des clusters, projets dans les domaines sociaux, agriculture, culture, économique Définition d'une stratégie sociale	7 M€
Nord Liban (CDR)	Ciblage géographique et sectoriel 10 interventions prévues avec le ESFD Aménagement du territoire	2.5 M€
CIUDAD	7 municipalités libanaises impliquées Coopération régionale - Intervention thématique sans processus participatif Initiative souvent européenne	5 M€
NSA-LA	Appels à proposition. 4 projets Nouvel appel à proposition en cours d'évaluation	0.3 M€
Aménagement du territoire	Au niveau national Nécessité de décliner au niveau régional puis local Se coordonner avec les autres bailleurs sous la tutelle/coordination du ministère de l'Intérieur et des municipalités	

Approche stratégique de l'UE

- **Objectifs**
 - Renforcer les capacités du Ministère de l'Intérieur dans ses fonctions normatives et de contrôle
 - Favoriser un développement équilibré des régions
 - Renforcement du rôle des municipalités dans le développement économique et social.
 - Développer la capacité des municipalités
 - Renforcer la démocratie locale et la gouvernance
- **Angles d'approche**
 - Réduction de la pauvreté
 - Capacity building
 - Développement régional (cohérence schéma d'aménagement)
 - Planification, préparation, concertation et partenariat
 - Gouvernance, mise en réseau
- **Résultat**
 - Des interventions qui se complètent et couvrent un ensemble de besoins

Modalités de mise en œuvre

- Mécanisme de ciblage : régional, thématique ou poches de pauvreté.
- Processus participatif : diagnostic rapide ou processus plus participatif
- Contractualisation (subvention) à des municipalités ou clusters de municipalités
- Mise en œuvre par les autorités locales
- Appui d'agents de développement locaux

Difficultés rencontrées (1)

- **Au niveau des projets locaux**
 - Risque de travailler sur des thématiques maîtrisées. Ex : le pressoir à huile d'olive.
 - Risque de « *shopping list* » Tentation de travailler sur des projets d'infrastructures, d'équipements plutôt que d'investir dans des thématiques plus difficiles (gouvernance, aménagement du territoire au niveau local, fiscalité).
- **Au niveau des autorités locales**
 - Sous staffées, non habituées à gérer des fonds
 - Procédures contractuelles très compliquées à assimiler
 - Faible capacité d'absorption (programmation, conception, mise en œuvre, suivi).
 - Tentation de travailler avec les autorités locales les plus performantes.
 - Changement de cadres et leaders à l'occasion d'élections.
 - Participation de la société civile et des usagers assez limitée.

Difficultés rencontrées (2)

- Au niveau central
 - Intervention au niveau local car blocage au niveau central
→ le lien « central » « local » n'est pas opérant.
Effet pervers: l'UE vue comme un substitut de l'Etat.
 - Plusieurs autorités contractantes pour différents programmes ayant des objectifs proches. Faible coordination interministérielle.
 - Pas de stratégie nationale très affirmée pour le secteur municipal sur laquelle s'appuyer
 - Décentralisation : quels niveaux, quels domaines ?
 - Faible coordination entre les bailleurs : concurrence, duplication des activités sur le terrain, multiplicité d'approches
 - Pas de mécanisme structurel pour assurer la pérennité : Fonds municipal

Le nouveau programme de finances municipales (MuFin)

Principes

- Investir dans un outil pour le long terme et de travailler sur l'aspect "réforme" (fiscalité locale, meilleure allocation des ressources de l'Etat vers les municipalités)
- Donner le rôle central au ministère de tutelle
- Appuyer les fédérations (municipalités souvent trop petites)
- Conserver le système de subvention qui assure l'appropriation mais en introduisant un aspect compétitivité (performance based projects).

Le nouveau programme de finances municipales (MuFin)

Description

- Autorité contractante : Ministère de l'Intérieur et des Municipalités
- Co-financement (20 M €) avec le Gouvernement italien (1M€)
 - *Composante 1: Soutien à la réforme des finances municipales*
 - Appui à la création d'un Fonds municipal; clarification du cadre légal.
 - *Composante 2: Financement de projets municipaux*
 - Ranking des unions de municipalités
 - Contrats de subvention ciblés par catégorie d'unions et en fonction de leur capacité d'absorption. Assistance technique offerte aux unions.

Quels sont les facteurs clefs de succès ?

- Impliquer le niveau central : Ministère de l'Intérieur et des Municipalités au niveau politique et au niveau technique.
- Ce qui suppose de « créer des espaces de discussions, de négociation »
- Eviter, dans la mesure du possible, les ingérences politiques et confessionnelles.
- Trouver le bon ancrage institutionnel : ministère, direction générale, autorités locales.
- Nécessité de clarifier/valider les mandats de chacun. La loi sur les municipalités a été préparée dans un autre contexte. Faut-il une mise à jour ?
- Accompagner les ministères sectoriels dans la définition puis la diffusion et la mise en œuvre de leur stratégie sectorielles.
- Informer et impliquer les directions départementales ou les bureaux locaux dans la mise en œuvre.

Quels sont les facteurs clefs de succès ?

- Nécessiter d'encadrer, de former, d'accompagner le staff des autorités locales à toutes les étapes
→ ne pas sous-estimer l'assistance technique.
- Importance de s'engager dans la durée sur la thématique mais aussi auprès des municipalités (plusieurs mandats pour assurer la viabilité).
- Exiger, au moment de la signature du contrat, une stratégie de recouvrement des coûts ou de pérennité.
- Vérifier l'engagement des citoyens et des usagers
- Sur certaines thématiques sociales, s'assurer que les ministères techniques sont impliqués dans la définition et dans le suivi.

Quels sont les facteurs clefs de succès ?

- Toute intervention doit s'inscrire dans une démarche d'aménagement du territoire et être cohérente avec les éventuels plans sectoriels ou locaux
- Eviter les gros travaux d'infrastructures (cf coûts récurrents). La solution n'est pas toujours « technique ».
- Essayer d'impliquer la diaspora et la capacité de mobilisation de l'autorité locale
- Il faut une volonté (et des moyens financiers et humains) pour développer le partenariat Public/Privé.
- Pousser pour une coordination entre bailleurs : « code de bonne conduite », échanges d'informations, missions croisées, complémentarités

Quels sont les facteurs clefs de succès ?

- Entrainer la « coopération décentralisée européenne » dans le processus et assurer la cohérence
- Les autorités locales libanaises doivent être exigeantes avec leur partenaires européens
- Les autorités locales ne sont pas des bénéficiaires d'une aide européenne mais des partenaires. Elles doivent donc participer au montage de projet. Faire connaître les différentes lignes budgétaires et jouer sur la complémentarité entre lignes et entre bailleurs.
- Les autorités locales doivent « s'inviter » à la table des décideurs politiques pour faire avancer l'agenda de la décentralisation