



Bamako, Mali

City Development Strategy Report

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Prepared By:
Bureau National D'Etudes Techniques et de Developpement (BNETD)
Cote D'Ivoire

City Development Strategy Study Bamako, Mali

A. Basic City Information¹

Bamako, Republic of Mali	
City Population	1 300 000 inhabitants (1)
Country Population	10 000 000 inhabitants
Urban growth rate	4.9% (1987-1992); 5.4% (1992-1997); 5.97% (1997-2000)
Main functions of city	Administrative, political, economic, (commerce, transport, industry and tourism), cultural and sport
City Economic/Poverty Profile	
Population below poverty line:	33%
Unemployment rate	39% total 79% male 21% female
Population with access to basic services:	Potable water: 20% in 2000 (23% projected for 2003) Stand pipes: 64% Public sewage: 1.5% Electricity: 40%
Basic community health coverage:	82.9%
Literacy rate:	18% (2000)
School enrolment rate:	98.9% (first cycle) 33.1% (2 nd cycle) 0.7% of the population has higher education 55% of the population under 20 years old
Active population (excluding agricultural sector)	74% total 24% female 76% male
Population working in formal and informal sectors	Formal: 36% Informal: 64% Of this, 19.3% of population undertakes a commercial activity compared with 37.6% in services sector

(1) in 2000

¹ The data drawn from the analytical study were weakened by the lack of adequate statistics. For the same issue, the indicators may have different years, and the figures were not updated. Furthermore, the data were not gathered according to households. Data on poverty indicators therefore only have an indicative value.

B: The District of Bamako in the National Context

The city of Bamako was founded by a hunter in the 17th century. The beginning of the modern city dates from the end of the 19th century with the establishment of a colonial administration. As the main town of Upper Niger in 1899, the city acquired the status of a mixed commune managed by a mayor-administrator in December 1918. In August 1978, an ordinance raised it to the level of district, a decentralized community with a rank of a region, a legal entity and financial autonomy.

The District of Bamako covers an area of 18,000 hectares. This total would increase to 27,600 hectares if one includes 9,600 hectares of the area covered by the river that crosses Mali and runs through the district. Bamako comprises 60 neighborhoods and 6 communes grouped around a District commune with 23 municipal councillors.

In terms of the city administrative framework, the district communes are not in a position to function independently. At the moment, they are assisted by State services. Their functions include development and urban planning, budget and accounts of the district, environmental protection, construction and maintenance of roads, management of staff, management of public and private estates, construction and maintenance of schools, training institutes, museums and hospitals, determination of taxes and levies, regulation of police, implementation of development programmes, cooperation with other municipalities, and other tasks. District Municipal Services include the Urban Environmental Protection Brigade (BUPE), the Traffic Regulation and Urban Transport Brigade (BRCTU), the Commune Support Unit of the District Urban Roads and Sanitation Directorate (DSUVA), the District Markets of the District (RAMD), the Twinning Permanent Secretariat, the Data Processing Unit, the Multi-purpose Cartography (CARPOL), the District Estate Center (CDD), the Directorate of Cartography and Topography (DCT), Tax collection and the Housing Unit.

Bamako faces a number of challenges in terms of its economic role in Mali. The city is not able to control the high population growth in the unbalanced socioeconomic area of the Bamako District. The following indicators demonstrate the contribution of Bamako to the national economy: 24% of GDP; 45% of national imports; 25% of national consumption; 45% of fixed capital formation; 70% of commercial activities; 68% of industries; and 70% of international trade. Population growth and the weak technical capacities in farming and agro-pastoral activities constitute a threat to the fragile economic balance of the Sahelian ecosystems and foster the advancement of the desert. The fight against the remoteness of economic regions and distance from the coast, which constitutes an economic burden for a population traditionally made up of traders, is a challenge to be overcome.

The Strategic Challenges of the Development of the District of Bamako

The main challenge is achieving sustainable urban development in the District while addressing the issue of poverty, which affects one third of the urban population. In particular, the lack of adequate development requires considerable efforts in the area of sanitation and the strengthening of a national tradition already established in combating social exclusion. Lastly, support to citizen initiatives, especially those initiated by women, should be given priority in meeting future challenges. The outcome of the strategic planning workshop will provide a much wider view of the long-term strategic development challenges of the District of Bamako.

C: Description Of The CDS Process

The Bamako CDS was conducted in four major stages, or activities, within the process: the city strategic analysis, the thematic committee working groups, the Public Day, and the Strategic Planning Workshop. Each step is explained below in terms of process, achievements and drawbacks.

City Strategic Analysis Stage

The strategic analysis for the city of Bamako was undertaken between December 2000 and June 2001. The focus was on the major themes of urban poverty and quality of life, social integration and urban management, and the analysis considered these in terms of the local, regional and global context and economy. The study was based on the collection and processing of available data by ALPHALOG, one of the main key partners in the Bamako CDS. There was no precise reference framework in the identification of basic data for the study. The DELPHI method was used, along with a structural analysis and a strategic analytical matrix. Emphasis was placed on the identification of strengths and weaknesses in the city.

The District of Bamako, especially the Mayor, provided a leadership role on the technical steering committee, particularly in the management of communication with the administration and other stakeholders. There was good collaboration from the Directorate of National Statistics and individuals in the Ministry of Town Planning and Regional Land Use and the Environment, especially in providing information. Civil society and the private sector played only a marginal role in this stage.

One of the central achievements of this analytical phase was the enhancement of knowledge of the state of the city. Results of a previous study undertaken on the future of the city (an 18-month interim study on the district of Bamako) could be applied to this process. Major developmental problems of the city were highlighted, and the scale of the problems to be addressed to promote sustainable human development was better understood. There were drawbacks however, particularly with the weak statistic base on which the analysis was built. Bamako lacks rigorous socio-demographic data that includes households as survey units. Poverty indicators were hard to quantify, and the figures presented had only an indicative value on the overall characteristics of general poverty.

Thematic Committee Working Groups

The next step of the CDS process was the thematic committee working groups, which were held around the following themes:

- Land use planning and land ownership aspects
- Land use, physical and social infrastructure
- Economic development and mobilization of local resources
- Social development and security
- Cultural development, sport and leisure
- Environment and living conditions
- Institutional development and governance

The methods of reaching consensus were built upon UMP approaches and experiences. The District of Bamako continued to play a leadership role, which contributed to the success of the working groups. There was active participation of 3 of the 6 town halls.

Civil society and the private and business sector was very actively involved. Consensus was reached following long discussions led by resource persons from high levels of the city administration and the private sector, who had proven experience and competence. Cross-fertilization of viewpoints was made possible by the multi-disciplinary composition of the committees. The brainstorming session allowed a wide range of views to be expressed. These were narrowed down to key ideas and a synthesis of the discussions was prepared.

Major achievements in this stage included the synergy established between the coordination unit of the study, the technical steering committee, government officials and the private sector. The debates were high level and interesting, and participants were very motivated. They felt this was a new experience and were keen to be involved. Moral support was provided by representatives of international organisations. Although there were problems with communication at times, this group work proved fruitful.

The Public Day

The Public Day was an open event with the participation of over 200 people. The major themes for this even were selected by ALPHALOG and the technical steering committee of the District City Hall. These were:

- Land issues and development of city
- Urban social services
- Urban network services
- Development and economic services
- Environment, living conditions, sport, culture and leisure
- Municipal administration and security

This event boasted a wide diversity of participants and substantial involvement of the most disadvantaged population of Bamako. The event was held in a local language so all could understand. Testimonies by the urban poor on their personal experiences were very interesting and influential. Consensus was built through efforts introduced by the Mayor himself, who wished to understand the problems facing citizens, the main constraints and manifestation of the problems, solutions that had been found and those that were needed. Approaches were explored by the District and partners to find concrete solutions. Long discussions were a feature of this event.

The Public Day proved very successful and was greatly appreciated by those most often excluded from discussions such as the urban poor. This made up for the difficulties in managing such a large group, and in containing the work to a single day. Guidelines for organising the work sessions would have been useful in advance.

Strategic Planning Workshop

This final stage of the CDS process focused on the urban economy, local governance, quality of life and environment, education, culture and leisure and urbanisation. These themes were selected by BNETD in collaboration with ALPHALOG and were derived from the evolution of work in the CDS process. Over 60 participants from the government, civil society and the private sector took part in the workshop. Supervised by BNETD, it resulted in the definition of a shared vision, the identification of overall and specific objectives, the definition of expected results and activities by theme and the agreement of implementation strategies. Although the quality of involvement and participation was high, the time to successful undertake strategic planning was too

short, and the methodology was not applied as well as possible. Financial resources were not obtained for the finalisation of the strategic planning workshop.

D. Outcomes And Results Of the CDS

Major elements of the vision

- Bamako, a prosperous city and city of interaction
- Bamako, a well-managed and safe city
- Bamako, a pleasant city
- Bamako, a city of culture
- Bamako, a modern city

Options and orientations for strategic actions

Goal I:

Promote economic development through productive employment creation and resource mobilization activities

Strategic Areas

- Organize and promote the informal sector
- Rehabilitate, create and manage market facilities
- Improve resource mobilization
- Develop and implement an efficient artisanal policy
- Organize and promote the agro-food sub-sector

Goal II

Improve local governance

Strategic Areas

- Promote a spirit of citizenship
- Ensure the security of persons and goods
- Establish a local government training programme
- Define an internal and external communication policy
- Encourage a better and broader involvement of stakeholders in decision making
- Promote transparency in the management of local affairs
- Revise instruments in general and particularly those on the special status of the District

Goal III

Improve the quality of life of the population by promoting a healthy environment over the next 10 years

Strategic Areas

- Improve access by District communities to adequate means of transport
- Improve urban environment
- Render health services accessible to communities
- Improve the socio-economic situation of the most disadvantaged sections of the population

Goal IV

Develop an efficient education system

Strategic Areas

- Strengthen education
- Improve the quality of education
- Promote school infrastructure and facilities
- Strengthen literacy
- Restore authority to schools
- Strengthen partnership around schooling

Goal V

Make Bamako a city of culture, a city in which sport is seen as a factor for improving the quality of life and as a federating factor, a city that promotes physical, intellectual and psychological well-being.

Strategic Area

- Develop our cultural wealth
- Promote sports
- Promote leisure and pastime activities

Goal VI

Formulate and implement a suitable urban policy

Strategic Areas

- Improve infrastructure and equipment
- Correctly manage land
- Improve living conditions and access to decent housing in the District of Bamako
- Enhance the transport and road traffic.

A donors meeting is planned to identify specific projects and investment follow-ups to the Bamako CDS.

E. Reflections on the CDS Process

The objectives of the first three phases of the Bamako CDS were attained. Unfortunately, the production of the reports on the analytical studies suffered considerable delays. The workshop on the formulation of strategies held, and the long-term plan of action was prepared.

• Level of participation and effectiveness of local institutions

The District city hall played the expected leadership role in mobilizing stakeholders. The technical aspects were conducted by the technical steering committee of the strategic development plan of the District. These included relations and collaboration with ALPHALOG; relations with other higher echelons of the administration; and mobilization of all sections of the civil society.

• Collaboration between local partner institutions

Contacts made indicate that the various echelons of the central and local administrations were jointly involved in this project from which they expected positive spillovers at the end of the donor round table meeting. There was a clear awareness of

the seriousness of the problems posed and the challenges at all levels of the administration as well as inadequate resources to face them.

- **Groups that contributed the most to the process**

There was participation at various levels of specialization: local institutions, higher echelons of the administration and specialized professional groups contributed a great deal during the working group sessions and formulation of strategies. There was a high level of participation of civil society and all social classes in the Public Day meetings.

- **Coordination of various groups**

ALPHALOG and the Technical Steering Committee of the District catered for this function. The results of the public day are the best indicator of the success with regard to the mobilization and involvement of social actors in making decisions for the future.

- **Mainstreaming of gender in the process**

There were no specific issues devoted to women. Gender issues were incorporated into the general discussions on poverty of disadvantaged groups. However, the mobilization of women to participate in the sessions and the role of women leaders in such committees as well as neighbourhood women's associations indicate a high awareness by women of the role they can play through their participation in finding solutions for their own problems and those of the society in general. The importance of citizen initiatives by women and their wide understanding of developmental issues was striking.

- **Collaboration between national and international partners**

The international organizations were informed about the implementation of the process. The World Bank and the UNDP followed the process, though they were not directly involved. WHO and the World Bank were represented at the launch of the workshop technical committees. The international institutions are monitoring the process and are ready to examine the outputs depending on the relevance and realistic nature of the proposals relating to their specific areas of intervention.

- **Obstacles and difficulties hindering the process**

The analytical phase was carried out from December to June. The results should have been available before the start of the committee work. The lack of adequate statistics and the time frame for preparing the document that served as an introduction to the process appear to be the main causes of the delay. The analytical report is not perceived to be adequate for a study that constitutes the preparatory phase for a long-term study. The analysis needs to be enhanced and not consist in a mere compilation of data. This aspect should be revisited if the experience were to be renewed for another city. It was noted that there were no negative perceptions of the CDS process, not even among the most informed interlocutors (officials of the administration and specialized professions). The hope placed in the project therefore appears to be a source of motivation for supporting the CDS.

Possible changes to be made if the process were to be replicated

A more dynamic approach in processing information on database should be adopted. In addition, the working groups should be allowed greater latitude for defining issues. It should be possible to use the reference framework of African Futures, FURURIBLES INTERNATIONAL and JOUVENEL for the regional studies by adapting them to realities. Finally, a social dialogue on a strategic analytical strategic matrix could be useful for introducing the notion of critical uncertainty in construction of scenarios leading to the formulation of a vision and strategies. In terms of capacities to be developed among the various partners to improve the process, a brief initiation in

“future studies” and long term strategic planning, and initiation in the analysis of the role of stakeholders and scenario methodologies and strategies would be useful.

Replication of the Process for Other Cities in Mali

A good understanding of the morphology of the city and the nature of urban sub-systems would be useful before and during sectoral analyses to guide the participants in the working groups and those for the public day. This latter aspect is essential, as it is also an important motivating factor among the communities. It would therefore be worthwhile to extend it over at least two days in view of the large number of participants and the logistical and supervisory problems that affected the event.

Many expectations, some of which were exaggerated, were expressed during the meetings on the public day. In order to keep the public regularly informed, a project observatory should be put in place. Its objective would be to assist the District to inform the various actors about the progress of the project with a view to averting some disappointments while still keeping the flame alive. In view of the weak statistical base, it would be necessary to set up an observatory for the District for the production of indicators.

The work environment of the technical steering committee seemed to be too constraining to enable it to carry out this important task. Support from UMP/BNETD was indispensable for the procurement of computer equipment and a photocopying machine. It is also essential to strengthen the staff and put in place key resource persons (an economist and a specialist in communication).

Stakeholder satisfaction and participation

Overall, the stakeholders have expressed a great deal of satisfaction with the CDS process, and indicated their hope that concrete improvements will result. This satisfaction is due in particular to their involvement in decisions about the future of their region.

The following major conclusions have emerged from the exchange of views with the stakeholders during the follow up mission:

- Overall, there was unanimity on the quality of leadership provided by the city in conducting the process.
- There was no particular difficulty in involving the stakeholders in the process. There was even some enthusiasm in the adherence explained by the communication strategy deployed by the District Mayor to invite the various actors to the work sessions, the public day and the workshop on strategy formulation.
- For committees requiring high level training, the resource persons invited as moderators or members had the adequate profile and competence either in carrying out their duties in the administration or in exerting their various liberal and business professions.
- Regarding the Public Day, the appeal to the population seems to have aroused considerable interest. This interest was reflected in the review of the list of participants. It indicates a high level of involvement of persons belonging to socially disadvantaged groups (women, disabled persons, household refuse collectors, etc.) who were highly encouraged by an initiative that associated them with the making of decisions concerning their future and that of their city.

- The questions of methodological approach and/or relating to the quality of participation and difficulties were often hidden or glossed over by our interlocutors. On the contrary, those relating to their interest in the project and solutions translated their hopes.
- The responses to be provided to the fulfillment of their hopes constitute a real challenge for the future of the project and the credibility of the officials of the District city hall.

ACRONYMS

ACVGMR:	Association des victimes de l'incendie du Grand March
ADB:	African Development Bank
AFD:	Agence Française de Développement
BNETD:	Bureau National des Etudes Techniques et de Développement
BRCTU:	Brigade de Régulation de la Circulation et du Transport Urbain
BUPE:	Brigade Urbaine de Protection de l'Environnement
CARPOL:	Cartographie Polyvalente
CDP:	Comité de Développement Participatif
CDS:	City Development Strategy
DCT:	Direction de la Cartographie et de la Topographie
DSUVA:	Direction des Services Urbains de Voirie et d'Assainissement
GIE:	Groupement d'Intérêt Economique
NGO:	Non-Governmental Organization
RAMD:	Régie Autonome des Marchés du District
UMP:	Urban Management Programme
UNDP:	United Nations Development Programme
WHO:	World Health Organization

Annex One: List of Persons Interviewed For Evaluations

NAME	STRUCTURE	FUNCTION
Seydou Diakité	ALPHALOG	National Coordinator of UMP project
Boukary Diarra	BAMAKO City hall	Civil engineer, secretary of the Steering Committee of the Bamako District Strategic Development Plan
Soungalo Koné	Bamako District	2 ^{ème} adjoint au maire
Mme Aminata Traoré M. Bélinka Simpara	Vegetables Market Main market	Chair, women's Association
Sékou Camara	Household Waste Collectors Association	Lawyer, out-going chairman
Jean-Baptiste Samaké	Regional Directorate of Youths and Sports, Arts and Culture et de la culture	Chief of Cultural Heritage Division
Mamadou Issa Tapo	Bamako District High Commission	Civil Administrator, Director of the Office of the High Commissioner
Yacouba Guindo	Association of Architects	Secretary-General
Makan Touré	Syndicat des transporteurs privés	Union Secretary General
Mme Dem Mariétou	Association of Consulting Engineers	Secretary General in charge of organization
Mme Maïga	WHO	Ingénieur des sciences de Environmental sanitary engineer
M. Touré	Traditional Leader	Retired philosophy teacher, Chief of Médina Koura neighborhood
Youssef Ségla Konaté	National Directorate of Local Communities	Division chief of local elected officials
Mme Djénéba Camara	Mandé Development Association	Secretary at Women's Promotion department, General Secretary of the coordination of women of Commune IV
Aliou Coulibaly	Territorial Development Mission	Chief of the Implementation Unit
Seydou Mory Guindo	Territorial Development Mission	Chief of Territorial Development Mission
Cheik A. Traoré	World Bank	Infrastructures and Procurement
Mme Traoré Niakoro Damba	Women Coordinator Commune VI	Honorary President of Mousso Djigui, Deputy Secretary General of the Association of West African Women
Kalfa Sanogo	UNDP	Assistant to Resident Representative

Annex Two: Organizational diagram for Bamako CDS

