

**THE EASTERN AND SOUTHERN AFRICA  
MUNICIPAL DEVELOPMENT PROGRAMME:  
FINAL EVALUATION REPORT OF PHASE III (1998-2000) PROGRAMME**

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<b>CONTENT PAGE</b>	<b>1</b>
<b>ABBREVIATIONS</b>	<b>2</b>
<b>PREFACE AND ACKNOWLEDGMENT</b>	<b>4</b>
<b>EXECUTIVE SUMMARY</b>	<b>5</b>
<b>Chapter One: Context and Task Analysis - Decentralization in Africa in the 1990s and the Municipal Challenge; Terms of Reference, Methodology and an Overview of the Report</b>	<b>10</b>
<b>Chapter Two: Municipal Development Programme - History, Vision, Mission Objectives, Organization and Management</b>	<b>12</b>
<b>Chapter Three: Objectives and Methodology of the Present Evaluation</b>	<b>16</b>
<b>Chapter Four: Achievements of MDP - Phase III Program</b>	<b>20</b>
<b>Chapter Five: Major Problems and Challenges Confronting MDP</b>	<b>37</b>
<b>Chapter Six: Confronting Hard Choices - Towards A Strategical Plan for MDP</b>	<b>39</b>
<b>Chapter Seven: Summary of Findings and Major Recommendations</b>	<b>43</b>
<b>List of Tables</b>	<b>46</b>
<b>Appendices</b>	<b>56</b>

## ABBREVIATIONS

AERC	African Economic Research Consortium
ALAN	Association of Local Authorities Association
ALGAF	African Local Government Action Forum
ALGAK	Association of Local Governments Authorities of Kenya
AULA	African Union of Local Authorities
CLGF	Commonwealth Local Government Forum
CODESRIA	Council for the Development of Social Science Research in Africa
COMESA	Community for Eastern and Southern Africa
DANIDA	Danish International Development Assistance
DC	Decentralised Cooperation
DD	Democratic Decentralization
DSM	Direct Support to Municipalities
EAC	East African Community
EB	Executive Board
ECOWAS	Economic Community of West African States
EDI	Economic Development Institute (Washington DC)
EEC	European Economic Commission
ESAMI	Eastern and Southern African Management Institute
HRM	Human Resources Management/Manager
IDRC	International Development Research Centre (Canada)
IMD	Information Management and Dissemination
ISS	Institute of Social Studies
LATFA	Local Authority Transfer Funds Act (Kenya)
LG/LA	Local Government/ Local Authority
MDP	Municipal Development Programme
MDPESA	Municipal Development Programme (Eastern and Southern Africa)
MDPWCA	Municipal Development Programme (West and Central Africa)
MDP-PU	Municipal Development Programme Unit
MIT	Massachusetts Institute of Technology
NGO	Non-Governmental Organization
NYU	New York University
OAU	Organization of African Unity

ORPAS	Office for Research, Projects and Advisory Services
PR	Policy Research
RSA	Republic of South Africa
SADC	Southern Africa Development Cooperation
SGB	Staff Group Board
SP	Strategic Plan
SWOT	Strengths, Weaknesses, Opportunities and Threats
TIFR	Training in Finance and Intergovernmental Relations
ULAA	Ugandan Local Authority Association
UMP	Urban Management Programme
UNCDF	United Nations Capital Development Fund
UNCHS	United Nations Centre for Human Settlements
UNDP	United Nations Development Programme
US	United States (of America)
USAID	United States Assistance for International Development
WBI	World Bank Institute
ZIPAM	Zimbabwe Institute of Public Administration and Management

## **Preface and Acknowledgement**

The process of conducting this evaluation could be said to have started in February 2000, when the Regional Director of the Municipal Development Programme, Eastern and Southern Africa Unit (MDPESA), Mr. George Matovu, visited the Institute of Social Studies to discuss possible areas of collaboration between the two institutions. One of the subjects raised during that visit was the possibility of ISS assisting with the evaluation of MDP. From that time up until now, a period of some ten months, I have received assistance from several people---and only a few can be mentioned here. First, I thank the staff of the ISS, beginning with the Rector, Professor Hans Opschoor, who also serves as the Executive Board's (EB) portfolio holder for projects. His occasional intervention and those of other members of our EB ensured that the evaluation was successfully finalized. I have also received tremendous assistance from our Office of Research, Projects and Project Advisory Services (ORPAS) as well as from my staff group and its board members, a few of who probably became exasperated by the huge demands made on their time by the evaluation. I am particularly appreciative that the SG2B made available to me the services of Mr. Aberra Aderaye, Administrative Assistant in the SG2 secretariat. His help in developing, distributing and providing an analysis of the questionnaire is gratefully acknowledged. He worked tirelessly in spite of serious obstacles that he had to deal with at his new place of work. Before him, I received assistance from Ms. Marie Nabisere, a private consultant.

But for the fact that Professor Paul Smoke had to move physically from the Massachusetts Institute of Technology (MIT), a place where he had worked for over a decade to New York University (NYU) at the end of August, we should have actually carried out most of the evaluation together. In spite of this constraint, we had useful discussions with some of MDP's clients in Uganda and he undertook all the interviews in the Republic of South Africa, with the assistance of Laura Shoaf. Finally, Paul also helped with editing the final report. I also received editorial and/or substantial reactions to the report from Professor Bert Helmsing of ISS, Mr. Peter Slits of the Institute Housing and Urban Development Studies and Ms. Sandra Volbeda of the Netherlands Ministry of Foreign Affairs and International Development.

But perhaps my greatest debt of gratitude is to MDPESA itself as well as the large number of its clients, staff and Board members who gave generously of their time—either to be interviewed or to respond to the questionnaire or provide other documentation. In particular, MDP staff were very helpful and I was greatly impressed by the strong team spirit among these staff who work under very difficult conditions in Harare.

As usual, I am alone responsible for whatever errors found in the report. The evaluation is undertaken on behalf of the Institute of Social Studies but the opinions reflected here are those of the consultant-evaluator rather than those of the Institute.

## **EXECUTIVE SUMMARY**

The Municipal Development Programme (MDP) was created in 1991 by the World Bank and some bilateral donors to respond to two challenges which confronted sub-Saharan African countries. These are the need to manage the continent's growing cities and to devolve power to regional and local actors to tackle these management problems at a much lower level than at the national level.

Activities of MDP are organized regionally and in phases. Two MDPs were created from the beginning—one for West and Central Africa (MDPWCA) and the other for Eastern and Southern Africa (MDPESA). This evaluation is a review of the Phase 3 activities (covering January 1998 to December 2000) of MDPESA. It focuses three main areas: **Activities and Content; Organization and Resources, and Effectiveness and Impact** of the programme.

The evaluation relied on the analysis of available documents (including past evaluations) and of questionnaire and interviews with MDPESA's staff, board members, and its many clients. A total of 120 questionnaires were distributed to the organization's clients. This was followed up with interviews in seven of the 10 countries in which MDPESA is active. The countries are—Ethiopia, Kenya, Malawi, Namibia, Republic of South Africa, Uganda, and Zimbabwe. Besides providing an opportunity to speak to other actors knowledgeable of MDP and visit some of MDP's projects, the interviews ensured a fairly good response rate to the questionnaire (55%).

### **Organization and Resources**

MDP operates in 10 out of the 25 countries assigned to it. This represents an increase in country coverage from 6 and 8 during Phases 1 and 2 respectively. Phase 3 programme objectives were to: a) to accelerate reform policies on decentralization and local governance, b) enhance the institutional capacity of municipalities to deliver services which improves the quality of life of their public; c) and to provide the region with a sustainable African centre of information, technical assistance and knowledge of issues of local government and urban service delivery.

MDP is governed by a Board of directors of 12 persons and comprise the representatives of the major donors, local authority associations, and city mayors. The World Bank Institute and the Eastern and Southern Africa Management Institute (ESAMI) are executing agencies for MDPESA on finance and personnel matters respectively. The MDP secretariat has 5 professional and 4 support staff. After operating from Harare, Zimbabwe for a decade as a corporate body MDP is not yet registered, in spite of the organization's

dedicated efforts in this regard. It also has no written constitution. There is a substantial difference between the (intended or draft) written and the informal (actually utilized) constitutions.

MDP's finances were good in 1998 and 1999, enabling it to carry surpluses into succeeding years. But the organization has continued to suffer from a highly unpredictable funding regime. Its revenue declined from US\$1.23million in 1999 to US\$1.18million in 2000 and had a budget of only US\$655,000 for 2001. Most of MDP's funding comes from a variety of bi-lateral donors—the most important being the governments of the Netherlands, Italy, and Finland. Others are the Canadian International Development Research Centre and the Canadian Municipal Federation and United Nations agencies such as the Urban Management Programme.

### **Activities and Content**

MDPESA works closely with municipal managers as well as officials of the central government and municipal associations. It has focussed on delivering the following services in the region:

- Policy research and governance
- Direct Support to municipalities
- Training and Capacity Building
- Decentralised Cooperation
- Information Dissemination and Management.

There are also a number of other activities which cannot be classified under any of the above categories. They either resulted from specific partnerships (such as the civic participation in municipal governance that is sponsored by the government of Finland/University of Helsinki), city consultations (under a contract from Urban Management Programme of the United Nations) or are activities related to MDP's own institution –building and networking activities (e.g. Africities summit).

The activity areas demonstrate high levels of dedicated work on the part of MDP staff. But there are also several cases of uncompleted and unfinished projects. The most serious problem, however, is the weak internal integration of these activities and the divergent pressures they put on MDP's niggardly staff resources. Clearly MDP will need to set priorities that will make its commitments less open-ended.

## **Impact and Effectiveness**

MDPESA is convinced that it is doing well and there is much for which it must be commended. But how is it perceived by its clients. The questionnaire analysis was extremely useful as were the SWOTS (Strengths, Weaknesses, Opportunities and Threats) conducted on the organization.

MDPESA has contributed to the formulation and implementation of decentralization policy in many of the countries visited. Generally, many of the respondents were quite familiar with the work of MDP and their organizations had either benefited directly or indirectly from the activities of MDP. Its training activities are accorded the highest ratings followed by its policy research on decentralization and local governance. Direct support to municipalities ranks about the same as information management and direct support to municipalities (49% and 50% respectively). But the least valued is decentralised cooperation—25%. It was therefore not surprising that it was suggested that this is one activity that could be dropped if MDP had to rationalize its activities. The Information and Dissemination function has also not been well performed.

## **Hard Choices Confronting MDP**

A close review of MDPESA's Phase 3 programme highlights problems and challenges in six main areas. These are presented as the difficult choices, which the programme must resolve in order to institutionalize itself and formulate a formidable strategic plan as it faces the future.

- **Identification of Its Niche:** Should MDPESA develop into a think tank and high level management training institution on local government, focussing on research/policy matters and regional level training or should it combine this with operational activities such as providing assistance to individual local governments/cities? Furthermore, should it include all local governments in its focus, thus duplicating the work of other institutions such as AULA or should it focus exclusively on municipal matters?
- **Ownership/Legitimacy:** MDP was created by donors to meet problems evident in many African countries. The expectation was that over time, this organization would be owned by African institutions. On the other hand, the vision, capacity and financial resources of donors will be required for a long time to come. There is no clear strategy on how to indigenize/Africanize MDP—without undermining the inputs of other critical stakeholders in municipal management and development. This raise difficult questions about MDP's sustainability and

legitimacy. Alternative governance designs include developing MDPEA into a full-fledged self-governing Institute or affiliation with AULA or a distinguished University in the region.

- **Financial Stability and Sustainability:** MDP's dependence on donor funding is understandable in the early years of its existence. The instability of this source, often occasioned by changes in donor priorities and the pressure to constantly engage in writing and defending proposals suggest that this funding source should be supplemented by other modes of funding—membership fees, service charges, grants or trust funds from national and international agencies. This will not only to assure sustainability and stability but also to make it easier for the organization to integrate its activities, become truly self-accounting and accountable to its clientele.
- **Programme/Activity Focus:** MDP's current activities are commended as indicated above. But it is evident that the organization needs to articulate clear priorities to ensure that the activities are not so segmented as they presently are and make them more internally coherent and mutually supporting. Many interviewees are of the opinion that, on the basis of its present resource levels, MDP should confine itself to one or two overriding activities.
- **Scope/Geographical coverage & Programme Identification Process:** There must be strong reasons why MDP limits its activities to only 10 countries –but these reasons nor the logic of project selection are readily evident to its clients. By narrowing its programmatic focus, MDP might indeed be able to take on more countries than it does at the present time.
- **Registration and Institutionalization:** MDP has experienced serious difficulty in getting registered as an independent, non-governmental organization in Zimbabwe. This has arrested the MDP's institutional development efforts. The suggestion has been made that MDP should explore a location in any of the other countries in which it is active and/or to open regional/ country offices.

Overall, the evaluation suggests that MDP should stand back and take a more strategic look at its own operations in confronting the dilemmas noted above. This report suggests that MDP's strategic core competence is in the area of providing **high level training for municipal managers** in a region in which urban centres are growing phenomenally and local governments are assuming new and important responsibilities. **Research and policy advice** and a **more effective information dissemination**

**strategy** can supplement this core responsibility. Several of its present partners within and outside Africa could provide assistance here. It is also suggested that a more determined effort should be made to finalise registering the organization within or outside Zimbabwe.

Finally, serious attention must be paid to governance reform within the organization, starting with the adoption of a formal constitution. It is argued that the strategic planning process should not be concluded without paying attention to these issues. It is suggested that a workshop on the future of MDP should be sponsored to discuss several of the issues raised in this report as a part of that process.

## Chapter One: Context, Overview of the Evaluation and Task Analysis

Africa enters the 21<sup>st</sup> century confronted with several phenomenal challenges. Globalization is one; political liberalization and democratization, growing poverty levels are others. Two of these have significant policy implications that are crucial to the present evaluation. The first is *decentralization*; the second is the continent's *rapid urbanization rate*.

For most of their post-independence existence, many African countries adopted a centralised approach to development. Even when they decentralised the preference was for delegated or deconcentrated forms rather than devolution<sup>1</sup>, with the result that the continent currently has the weakest local government systems whether measured by expenditures, revenues or employee size, even among developing countries (Wunsch & Olowu 1990, UNDP 1993, Schiavo-Campo 1998). But the tide had started to turn by the decade of the 1990s. Several African countries, confronted by domestic (economic crisis, structural adjustment, social and political instability, rapid urban growth and need for well-funded but growing infrastructure) and global forces (such as globalization and democratization) initiated democratic decentralization (DD) policies aimed at community empowerment and more effective services delivery (McCarney 1996, Olowu 2000). A recent review of African decentralization experiences notes that: '... the countries in the Sub-Saharan Region are all at various stages in the decentralization process'. (Steffenson & Trollegaard 2000, p. 14).

The second crucial phenomenon is urbanization. Again, compared with other parts of the world, the level of urbanization is quite low in Africa. On the other hand, Africa's urban centers are currently growing faster than any other continent. Such phenomenal growth requires policy, institutional and management responses (Bekker et.al 1994). Whereas, the attitude by researchers and policy makers to this rapid growth was initially negative, there has been a dramatic change in recent years. Urban centers are no longer viewed exclusively as problematic but as possible opportunities for harnessing the potentials for economic growth through the provision and maintenance of rapidly expanding and locally financed basic infrastructures for a growing and sophisticated urban population and their immediate environment (See Stren 1989, Olowu 2000). Table 1 shows that the area in which MDP's activities concentrate at the present time (especially the southern portions) has the highest urbanization levels among Africa's five sub-regions<sup>2</sup>

Africa's initial response to urbanization up to the early 1980s was a centralized approach to their governance. Central governments created parastatals, which were responsible for providing major infrastructures—water, electricity, housing, garbage collection, etc. The record of these agencies was mixed. However, by the beginning of the 1980s it had become

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<sup>1</sup> 'Devolution', also often referred to as, democratic decentralization, involves the transfer of 'power to independent sub-national governments which are given responsibilities for determining the level and the quality of service to be provided, the manner in which those services are provided, and the source and types of funds to finance the delivery of those services'. This differs from 'deconcentration' or delegation of power within the central government system to regional or local agencies or offices' (Steffenson & Trollegaard 2000, p.10).

<sup>2</sup> This is particularly the case for the southern African countries, which are already 61.3% urban. The urbanization rates for African is highest among the world's regions.

evident that this approach was not sustainable. First, the central governments were broke; many of them were already heavily indebted and could no longer provide huge subventions to support centrally accountable urban management entities. This was further aggravated by the poor performance of many such agencies in the face of increasing pressure for better services by a growing and highly sophisticated urban elite (Stren 1989). A second consideration was therefore the widespread dissatisfaction with the quality of service rendered by urban agencies, especially at a time when the continent was undergoing its second democratic surge. Finally, there was a growing recognition that cities were centers of economic growth and newly designed economic and political structures are required to bring about improved governance and mobilize the people and resources for sustainable urban and national economic growth (Bekker et al 1994, Olowu 2000).

The World Bank, as a development institution seems to have foreseen these developments early. In 1989, its Economic Development Institute organized two consecutive workshops at Porreta Terme (Italy) --one in French and the other in English (in collaboration with the Italian regional government of Emilia-Romagna) at which the various dimensions of the local government revitalization and municipal reform were discussed. This led ultimately to the creation of the two Municipal Development Programmes (MDPs) --one for Eastern and Southern Africa sub- region and the other for Central and West Africa sub -region. The headquarters of the first programme is based in Harare while the West and Central Africa programme has its head office in Cotonou<sup>3</sup>.

### **Terms of Reference**

This evaluation reviews the activities, resource management and governance structure of MDP/ ESA during its Phase 3 programme. The Terms of Reference of the evaluation, as set by the MDP Board us, required us to:

- Assess the extent to which program activities respond to client needs and are relevant to the concrete process of decentralization;
- Assess the program's procedures for relating to clients, responding to their needs, and delivering activities; and
- Make recommendations on how to improve the program's performance in the region.

In particular, the evaluation was invited to focus on three main areas, namely: a) **Organization and Resources**; b) **Activities and Content**; and c) **Effectiveness and Impact** of the programmes.

A preliminary evaluation conducted in May 2000 made a number of observations and findings. Most importantly, it outlined the methodology that might be used in the evaluation. This 'final' evaluation builds on this preliminary effort, which was based mainly on a review of the MDP documents and some staff interviews. A distinguishing feature of the final evaluation is the original request by MDP that the evaluators visit a number of local authorities and institutions in MDP's 10 focus countries and conduct one-to-one interviews with MDP's stakeholders. Due to time and cost constraints, the evaluators were only able to visit 6 countries—Ethiopia, Kenya, Namibia, Republic of South Africa, Uganda and Zimbabwe. Discussions were also held in a seventh country—Malawi —during the meeting of

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<sup>3</sup> Except otherwise indicated, MDP is used throughout the report to refer to MDPESA. Where the two MDPs are being referred to, the distinction will be made between MDPESA and MDPWCA

the MDP Board. The detailed itinerary of the two main evaluators and the list of persons interviewed in those countries are in Appendices 1 and 2 respectively. The visits helped to make the work of MDP more real as we talked to people who had worked with MDP in the region. A draft report was presented at the 19<sup>th</sup> Meeting of the Board of Directors on September 21, 2000 at Lilongwe, Malawi. Responses to the clients' questionnaire (Appendix 3) provided useful insights into the impact and effectiveness of MDP's activities.

On the whole, even though the organization is confronted with some difficult challenges, MDP comes across as a relatively successful organization. Successive phases have built on the achievements of the previous phases, even though the organization has had its own share of difficulties—the most serious being the rapid leadership changes before the present phase commenced. Among the most important achievements of its Phase 3 programme (January 1998 to December 2000) are the following:

First, it has succeeded in raising consciousness on the need to move beyond delegation and deconcentration into democratic decentralization (DD) with the aim of building stronger local self-governing organs throughout the region. It was widely seen by most of the interviewees as one of the catalysts to the on-going DD processes in the region. Highlights of these efforts included the first-ever meeting of the Ministers of Local Government in Africa, which MDP organized in collaboration with a number of other regional organizations in September 1999. The two MDPs also collaborated to organize two Africities summit—the first one in Abidjan in 1998 and the second one in Windhoek, Namibia last May. More than 1,500 conference delegates attended this last meeting which included ministers, mayors and several donors.

Secondly, MDPEA (or MDP except otherwise distinguished from MDPCWA) has taken its brief to build the capacity of local government seriously and has recorded some landmark successes in this area. It not only trains senior government and municipal officials in key areas such as fiscal decentralization, civic participation and strategic management but it also provides direct support to municipalities and has a programme aimed at promoting municipal partnership and decentralized cooperation.

Finally, MDP has succeeded in attracting the attention and confidence of many regional and national associations of local governments as well as bilateral donor organizations (comprising the following countries: the Netherlands, Italy, Canada and Finland). It also draws substantial financial and programme support from multilateral organizations such as the World Bank Institute (WBI), former Economic Development Institute, United Nations Center for Human Settlements (UNCHS) and United Nations Development Programme (UNDP). At the beginning of the current programme in 1998, MDP spent US\$ 852,340 and had an accumulated surplus of US\$128,380. On the other hand, by the end of the period, MDP's budgeted expenditures was down to US\$1,119 but there were hopes that further financial supports might be forthcoming.

But MDP also confronts a number of problems. Its activities and programmes are not internally integrated and seem to have outrun the organization's internal capacity to manage them (with a total staff complement of only 9) raising serious problems of follow-through. The Government of Zimbabwe has still not yet registered it as an international non-governmental organization, even though it has consistently operated from Harare since its inception in 1991 and registered (wrongly) as a private voluntary organization in November 1996. A number of positive governance changes have been made during the phase (e.g. the board membership has been enlarged with more African members). However, the organization does not, as yet, have a written constitution, and the African board members only represent themselves, not the organizations they serve and which are MDP's stakeholders.

This evaluation thus sets the stage for MDP to undertake a close introspection of itself and its activities so that it makes the critical hard choices required further institutionalizing itself and evolving into a credible force in Africa's impending municipal revolution. Seven of such hard choices were identified in the report.

## **Chapter Two: Municipal Development Programme: History, Vision, Mission, Organization and Management**

### **History & Mission**

Subsequent to the two workshops organized by the World Bank in Porreta Terme, Italy in 1989, the Municipal Development Programme started operations in 1991. Created, as a donor initiative of the French, Italians and Dutch with the World Bank as the executing agency, the mission of the programme was primarily to enhance the capacity of local governments in the Africa region. Its mission was described as 'promoting and supporting processes of decentralization and enhancing the capacity of local governments in Sub-Saharan Africa'. The Porreta Terme workshops had underscored the diversity of African local governments, especially between Anglophone and Francophone Africa. It was therefore reasonable that two programmes would emerge: one for the West Africa sub region, dominated mainly by French-speaking countries and the other for the mainly English-speaking Eastern and Southern Africa sub region.

### **Objectives**

The program objectives in both MDPs (MPWCA, MDPEA) are:

**To build analytical capacity and a coordinated policy framework for introducing appropriate institutional structures to improve local governance;**

**To build capacities of municipal governments through training and effective association of local governments;**

**To promote municipal development and building consistently within countries, the region, and among development agencies;**

**To provide a framework for improved coordination and synergies among institutions, NGOs, and external development agencies.**

Five key thematic areas in which the activities of the organization are grounded are the following:

**Policy Research and Governance;**

**Direct Support to Local Authorities in selected areas such as sector reviews, strategic planning, service delivery surveys, management performance appraisal, revenue analysis and investment planning;**

**Decentralized Cooperation (cooperation between local level governments);**

**Training in areas such as intergovernmental fiscal relations, management and operations, civic participation in local governance, and;**

#### **Information Dissemination.**

The Western module (covering West and Central Africa) with headquarters in Cotonou, Benin Republic covers 23 countries whereas the Eastern and Southern Africa module (MDP-ESA) with its headquarters in Harare, Zimbabwe is assigned 25 countries.

MDPESA's programme of activities draw inspiration from the above-mentioned programme objectives and led to an articulation of the organization's vision and mission as follows.

#### **VISION**

*MDP aspires to be a leading and respectable center of excellence on capacity building of 'participating' local government and associated institutions, which are delivering, improved services to the satisfaction of their respective communities.*

#### **MISSION**

*MDP aims to enable and support decentralization, strengthen the capacity of local governments to deliver services and ensure development at local level as a vehicle for improving the quality of life of local communities. In this way, MDP strives to build strong partnerships and use its comparative advantage to turn local governments and related institutions into responsive and accountable institutions for effective development*

(From: MDP, Activities for 1999/2000, p.9)

#### **Organization and Management**

MDP-ESA has sought to implement its mission by organizing its activities in Phases. Phase 1 was from 1991 to 1994. Phase 2 began in 1995 and ended in 1997. Phase 3 activities, which began in 1998, and ended in December 2000, constitute the focus of this evaluation. As Table 2 shows, there have been few changes in terms of programme focus across the three phases undertaken to-date. Two major changes are noteworthy. First, MDP's organizational leadership has become more stable. The period before the present phase witnessed a rapid turnover of the organization's chief executive. This stability, during the current period, has been good for the organization and in part explains the overall success of the organization. A second major change is the country coverage. Phase 2 activities were limited to only 8 out of the 25 countries it was assigned. Under phase 3, 10 countries constitute the focus of MDP activities. The countries are Ethiopia, Kenya, Malawi, Mozambique, Namibia, South Africa, Tanzania, Uganda, Zambia and Zimbabwe. It is not clear what constitutes the main criteria for the selection of these countries. However, there are a number of clues. One is the principle of concentrating the programme on a limited number of countries and institutions, that are most likely to benefit maximally from them—i.e. those countries where the municipalities are institutionally prepared for the type of assistance which MDP renders. To this end, municipalities have been classified into four main categories: **Resource, Reforming, Uninformed and Skeptical Municipalities.**

The problem with the above-mentioned criteria is that they select municipalities not countries. It remains unclear why country A is selected and another, country B is not. A second possible response to this question is that MDP wants to assist only countries where there is already a willingness to undertake decentralization. But then, as we already found out in chapter 1, practically all countries in the region—except those that are at war—are at different stages of implementing their decentralization programmes. Moreover, it should be emphasized that one of MDP's briefs is to sensitize **all** countries in the region towards democratic decentralization.

The general objectives of the Program during the third phase are:

To accelerate the impact of the program in the region to reform policies of decentralization and governance of local governments by empowering them to optimize their service delivery;

To promote change in institutional and management capacities of municipalities to deliver services for improving the quality of life; and

To provide the region with a sustainable African center of information, technical assistance and knowledge on issues of local government and urban service delivery.

MDP –ESA thus represents an effort to build the capacity of indigenous Africans to identify and tackle problems relating to municipal development. Whereas most of the activities undertaken by MDP are identified and implemented by Africans and African institutions, donors have provided most of the funding for these activities. These include the Governments of Italy and the Netherlands, the Canadian International Development Research Center, the Federation of Canadian Municipalities and World Bank Institute. MDP thus symbolizes a partnership between donors and development agencies, on one hand, and African local governments and institutions on the other. It provides the African Governments, local authorities, training institutions, and NGOs with the means to contribute to the understanding and resolution of issues confronting local governance in Africa. In this way it aims to build strong partnerships, complimenting and supporting on-going initiatives of development agencies and donors that are committed to strengthening local government performance.

### **Governance, Finance and Human Resources**

A Board of Directors of 12 persons governs MDP-ESA's activities, the highest policy organ of the organization. It was during the present phase that the Steering Committee, comprising mainly of donors, was transformed into a Board, with a larger African membership. The present Board comprises: Regional Legislator of Durban as chair, city mayors of Tema (Ghana) and Gweru (Zimbabwe), Town Clerks (Lilongwe, Voie and Windhoek), and representatives of Local/Urban Authority Associations (Uganda, Mauritius), the active donors (the Netherlands and Italian governments, Federation of Municipalities and IDRC of Canada, UNHCS, the two executing agencies (see below) and the Executive Director of MDP. This board approves the activity programmes annually and reviews the technical and financial reports of MDP.

The implementation and coordination of MDP's activities is carried out by two **Executing Agencies**, The World Bank and the Eastern and Southern Africa Management Institute (ESAMI) in close liaison with the **Regional Director**. The World Bank is the financial Executing Agency as most of the donors send their grants to MDP through it while ESAMI is the executing agency with respect to personnel matters. Finally, within **the secretariat**, the Regional Director leads implementation and administrative management activities with 4 programme staff and a pool of four financial and administrative personnel (an accountant, an administrator, a receptionist and a driver).

Staff activities are organized around specific tasks. Hence, there are task managers for each major assignment undertaken by the MDP with the Regional Director serving as programme staff, task manager and overall programme administrator (see Table 3).

The total expected budget for Phase 3 is US\$5.4 million over the three-year period (1998-2000). Actual revenues realized mainly from donations from donors for 1998, the first year of the phase was US\$808,449 and there was an accumulated surplus of US\$128,380. Total revenues rose to US\$1,234,808 in 1999 with an even larger accumulated surplus (US\$305,888). The outlook for the year 2000 was not as auspicious—only US\$1.187million was raised and the budgeted figure for 2001 was only US\$655,130. MDP's finances seem subject to wide variations and this is because it is wholly dependent on donations and grants from donors.

When MDP's Phase 3 activities were being designed and defined, its stakeholders advised it to sustain its broad objectives and guiding principles, sharpen its focus and consolidate its impact and continue to focus mainly on municipalities as its principal beneficiaries. They also suggested that specific measures should be introduced by MDP to promote greater efficiency. The point was made that MDPEA should work closely with other program activities (such as MDPWCA, UMP etc.). It should produce evidence of its own effectiveness and most importantly, poverty reduction, gender and governance issues should be mainstreamed into its activities. In particular, the program was challenged to ensure that its activities actually translate to improvements in the living conditions for the poor. One challenge of the present evaluation is to establish the extent to which MDP has lived up to the expectations of its stakeholders?

## Chapter Three: Objectives and Methodology of the Evaluation

The MDP-ESA has a variety of expectations from the present evaluation. As noted in chapter 1, the evaluators were requested to:

**Assess the extent to which program activities respond to client needs and are relevant to the concrete process of decentralization;**

**Assess the program's procedures for relating to clients, responding to their needs, and delivering activities;**

**Make recommendations on how to improve the program's performance in the region.**

**In particular, the evaluation is expected to focus on three main areas, namely: a) Organization and Resources; b) Activities and Content; c) Effectiveness and Impact of the Program.**

Furthermore, MDP highlighted the following specific issues for the evaluation:

MDP's capacity in meeting its stated mission and objectives;

Clients' views/opinions of MDP services

Impact of MDP's activities on clients' performance

The effectiveness of MDP's methodology/approach in meeting client needs

MDP's client needs identification mechanism

MDP's capacity to respond to client needs, and

MDP's capacity in forging partnerships

In this chapter, we lay out the approach that has been adopted in undertaking the evaluation and the main data sources. In the next two chapters, we shall highlight the main achievements and problems confronting the organization.

### Methodological and Data Issues

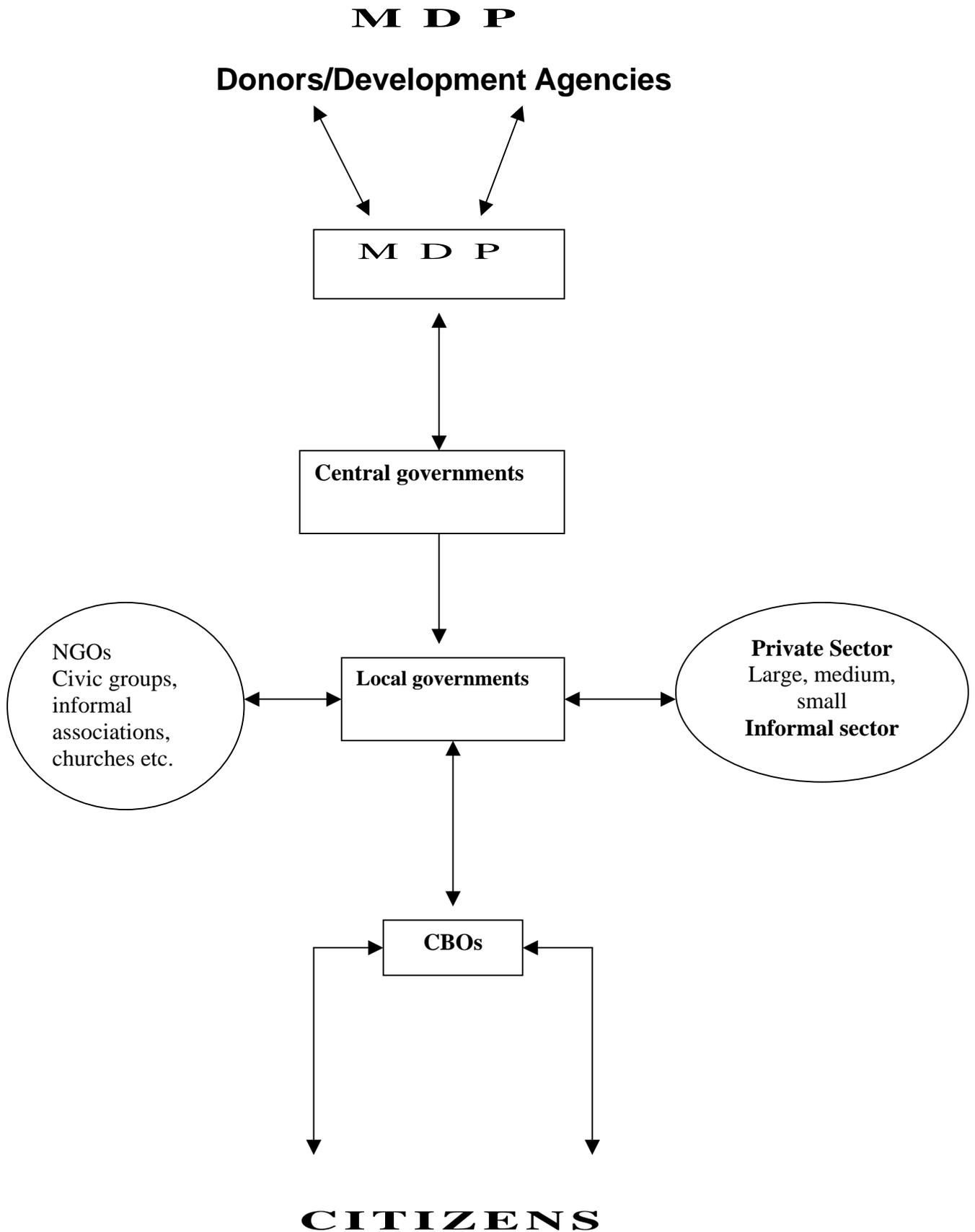
Multiple and atimes conflicting evaluation objectives constitute a veritable problem in any evaluation. Our first assignment was therefore to try to identify and integrate MDP's multiple expectations as expressed in the relevant documents. When this was done, we realized that MDP's evaluation objectives could be broken down to three major parts:

**i) An evaluation of MDP's contribution to promoting and enhancing decentralization policy processes in the region. This is essentially focused on MDP's impact on the development of national policies of democratic decentralization by central governments.**

**ii) An evaluation of MDP's relationships with its clients. MDP's understanding of its clients seems to embrace local governments and their associations. This focuses on the client -provider relationship between MDP and its clients.**

**iii) An evaluation of MDP as an organization—its internal and external organization, use of resources, activities and a sense of the program's effectiveness and impact.**

**FIGURE 1: MDP'S MISSION AND ITS STAKEHOLDERS**



With respect to impact, most evaluators acknowledge the difficulty of measuring the ultimate effects or outcomes of programme interventions. This is due to a number of factors—a) overall and ultimate impacts of interventions take time to realize their full effects; b) it is difficult to estimate the contribution of a particular intervention to overall outcomes when there are many factors involved. These considerations, together with the fact that no internal criteria have been developed for measuring impact in this case, compelled us to utilize qualitative rather than quantitative evaluation of effectiveness and impact.

Our understanding of MDP's approach to its task influenced the choices made with respect to the methodology of the evaluation. MDP sets its work in time and space. In time, MDP's intervention is incremental and strategic: focusing on countries in which it is likely to have the greatest impact and increasing the number of countries it works over time as more countries open up to democratic decentralization. Hence in phase 2, it worked only in 8 countries and increased to 10 countries in phase 3. It has no clear plan when it will become operational in all 25 countries but this is an issue we return to later. Secondly, MDP's intervention strategy is set within a strategic political space in which it attempts to link donors, central governments and local communities on the one hand (the vertical link) and the diversity of local actors (governmental and non-governmental) on the horizontal plane (See Figure 1). MDP thus focuses on using resources that it can attract from these diverse sources to help to transform municipalities into competent and credible institutions of community governance. This is explained in its prospectus:

*MDP will concentrate its efforts on activities that will have the maximum impact on the transformation of municipalities; an in helping to establish an enabling environment for effective fiscal, functional, and political decentralization in the region.*

(MDP, Strategy and Impact Prospectus for 1999-2000, p. 19)

Data for the evaluation are sourced from various sources. First, a substantial amount of documentation was made available to the evaluation team. For instance, MDP prepared an internal document to evaluate itself. They also afforded us copies of their Activities and Programs for 1999/2000, Strategy and Impact Prospectus—which covered most of the activities undertaken in Phase 3. Other documents made available included the program's draft strategic plan, draft research papers, program/project and workshop reports etc. Some of the key documents are cited in the Reference section.

Past and current evaluations of the program constitute a second data source for the present evaluation. MDP has been subjected almost continuously to evaluations from its inception. Between 1999 and 2000 alone, the programme was evaluated by the European Union on its Information Dissemination Center, which it operates jointly with two other international organizations—the African International Union of Local Authorities (IULA) and the Commonwealth Local Government Forum (CLGF). In addition, the Urban Management Programme (UMP) of the United Nations also conducted an evaluation into MDP's city consultation activities in June 2000.

Two other data sources are—the interviews with some selected officials of national and local governments, associations of local authorities, other non-governmental associations, training

institutions and donors. These interviews covered a period of almost four months with some of these taking place during the Africities summit to which the two evaluators were invited and the field survey period (mainly August and September). 67 people were interviewed in all (See Appendix 2). Two sets of questionnaires were constructed—one for staff and board members and another one for the clients (See Appendix 3). Altogether, a total of 120 questionnaires were sent out and 66 were returned. The analysis of these returns constitutes an important data source for estimating impact and overall effectiveness of MDP's activities.

Finally, we also made use of the available literature on the subject. A list of books and articles cited in the evaluation is included as Appendix 4.

## **Chapter Four: Major Achievements of the Municipal Development Programme, Phase Three**

As earlier noted, MDP has evolved through three programmes since its inception. Appendix.5 provides a list of major MDP activities. MDP also summarized its main achievements during these ten years under the following ten headings (see Box 1):

### **BOX 1: MDP's 'Achievements'**

**Extended the debate on decentralization and local government issues across the region and sectors, resulting in better understanding of how to manage change, foster good governance and related reforms;**

**Facilitated an extensive and solid analysis of sectoral issues such as improved service deliveries, financing local governments from the perspective of beneficiaries and local practitioners resulting in informed decision-making.**

**Assisted local governments to develop specific problem solving tools and how to apply them in carrying out their mandates**

**Helped to establish an enabling environment for local government by supporting policy level interventions. Policy debates generated by Local Governments and their associations have resulted in positive and constructive engagement between central governments and local actors.**

**Brought to the fore value adding local initiatives that would otherwise go unattended to for lack of alternative sources of financial and technical support. MDP-ESA provided critical assistance at strategic points through a sequence of operations.**

**Cultivated a sense of ownership and commitment through participatory processes in planning, budgeting and problem -solving that has contributed towards sustainable and cost-effective interventions.**

**Developed a niche in the region as a hands-on capacity building and development agency that seeks to improve the quality of life of local communities.**

**Established mechanisms and tools for managing interfaces and conflicts between various levels of governance and functions**

**Gained recognition as a credible and respectable organization capable of building cohesive partnerships and networks that respond to regional challenges effectively.**

**Managed to establish a network of partners dealing with decentralization, local government capacity building, and local economic development issues.**

Culled from MDP, *Strategic Plan 2001-2005*, Harare, p. 9

In interviews with the clients of MDP, some of these claims were corroborated. The following were regarded as some of the major achievements of the organization:

- a) Contributing towards the development of national decentralization reforms (especially in Kenya and Uganda)
- b) Providing opportunity for the exchange of information on global and regional developments in the field of local government generally and in specific aspects of local government management—strategic management, joint action, decentralized cooperation, gender and local development, civic participation (especially in Ethiopia and RSA)
- c) Encouraging and funding innovation in localities—especially in the area of participatory budgeting, markets development, etc.
- d) Information dissemination—through newsletters and via Internet.
- e) Promoting dialogue across countries in the region and among actors from diverse levels of government in the same country.

Using the format contained in the TOR, we begin with the contribution of MDP to decentralization policy before going on to examine its relationships with its clients (municipalities) and the full organizational evaluation performance which will focus—activities, organization and resources and effectiveness and impact (See Table 4). There will inevitably be some redundancy in the discussion, but this is considered necessary in order to do justice to the individual topics.

## **I. Contribution to Decentralization Policy:**

There is perhaps no better way to demonstrate the success of MDP in this area than to refer to the earlier quotation from the recent study on comparative fiscal decentralization in some selected African countries. The report noted that African countries were at different stages of implementing their DD programmes. In interviews with many national level officials, the assistance of MDP is readily recognized as significant in terms of designing and implementing their DD policies which were aimed at strengthening local governments—providing them with key responsibilities, separate fiscal and atimes human resources. In some cases, accountability to the central government is supplemented with accountability to a local electorate.

The situation is, expectedly, not the same in all the countries. Among the most problematic cases are—Kenya and Ethiopia. Local government reform has been stalled in Kenya as a result of wider governance problems. Nevertheless, the assistance of MDP was noted as critical to revitalizing the process of improving local government performance in the country. The government recently passed the Local Authority Transfer Funds Act (LATFA) which makes central resources available to Local Authorities to finance capital projects. The central government is also encouraging L As to privatize water, health, education and garbage collection services so they could raise additional money<sup>4</sup>. Our Kenya interviewees noted that this development was facilitated by the two workshops held in Kenya by MDP on Strategic Planning and Decentralized Cooperation respectively.

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<sup>4</sup> Announcement made by Local Government Minister, Mr. Joseph Kamotho, at Nyeri Municipality reported in the local newspaper and made available to the consultant by the Kenyan World Bank office.

Similarly, the Ethiopian government has embarked on an ambitious decentralization programme—at regional and local levels. Nevertheless, there are serious institutional problems, partly arising from the diversity of regional capacities and also because of lack of coherence between the organization charged with municipal support and assistance, the federal ministry of works and urban development and the office responsible for local government in the Prime Minister's Office. And, unlike the experiences of most other countries in the region, there is no standing association of municipal or local authorities. Again, the point was made strongly in the interviews conducted in Ethiopia that MDP has helped to focus attention on the need for Ethiopia to recognize municipal powers in its new federal constitution or at least encourage the regional states to do so.

Uganda and Zimbabwe have embarked on tough local government reforms. For instance, in 1996, Zimbabwe introduced the executive mayor system in its major cities. There was a clear evidence that the central government benefited from the support it received on its decentralization reform programmes—especially in terms of helping executive mayors to understand and appreciate their roles under the new system. Respondents felt that MDP's promotion of Strategic Planning, Joint Action, and municipal cooperation helped a great deal with this process. Some of the Mayors also thought that MDP's programmes of activities – especially—its training for mayors enabled them to have a better grasp of their responsibilities as executive mayors (see below).

Uganda's elaborate and extensive local government reforms are well known. However, the assistance of organizations such as the MDP helped the country to understand the need to refine the fiscal support for its decentralization programme. These may lead soon to a major evaluation of local finance and intergovernmental fiscal relations. The Uganda Local Authority Association, ULAA, drawing assistance from MDP, has been able to work closely with the national government in constructive critique of the local government act and proposed reform ideas.

MDP is less well known in the Republic of South Africa compared with the other countries visited by the consultants. There are several reasons for this situation. One, MDP has had very few activities organized in RSA. Another consideration might be the reasoning that RSA already has several highly developed (municipalities and training) institutions that can provide other local authorities with support. Nevertheless, the interviewees expressed strong interest in better knowledge of MDP and a serious need for the type of services it provides—especially highly focused training for municipal managers. Their reasoning is that very weak municipal government institutions exist side-by-side with several that are strong in post-apartheid RSA. MDP could promote partnership between municipalities, national government, training institutions, and other institutional actors to help effect a change in this country.

In addition to this brief country-by-country review, it is useful to point out that MDP convened the first ever meeting of Ministers of Local Government in the region in September 1999 at Victoria Falls. This meeting helped to catalyze developments on DD in many countries. The declaration of the ministers from 15 countries at the end of their meeting can be found in Appendix.6. Among other things, they recommended that 'decentralization should be further developed and put on the agenda of regional organizations such as OAU, ECOWAS, SADC, COMESA and EAC in order to promote awareness and commitment and facilitate ownership of shared vision by member states'. The group convened again in May 2000 during the Africities summit in Windhoek. They decided to create a permanent forum for discussing decentralization policy issues.

Another important initiative of MDP is the monthly discussion forum on decentralization among the key policy makers in the region. The programme started in August 2000 and it is

significant that it has already become quite popular. Most of the central government officials that we interviewed were well aware of the innovation (see below).

Moreover, MDP's assistance to national associations of local/ urban authorities was consistently acknowledged in Kenya, Uganda, Zimbabwe and Namibia. The Local Authority Association, for instance, has produced a manual for local councillors and participated actively in drafting the *wananchi* constitution which has become a major focus of the political discussion in that country. All the national associations have developed the capacity to write project proposals, which they submit, for funding directly to donors (Uganda, Namibia, and Zimbabwe). They claim that MDP helped them in this regard. In turn, these associations are the channel through which MDP reached local authorities in these countries.

**On the whole, then, in terms of partnering with central governments to develop and improve the management of their decentralization policies and programmes, MDP has been very successful in the countries in which it is operational, even if in limited ways in some cases. As we shall see later, it could still improve in a number of areas, but this solid performance in recent years cannot be ignored either.**

## **II. Relationship With Clients—Municipal/Local Authority Managers:**

The first and most pressing question is to identify who or what constitutes MDP's clients. The latter comprise local governments, municipalities, and associations of local authorities and even donors. This is the way MDPEA sees its role—although it must be pointed out that these are all intermediaries that MDP assumes, reach out to its ultimate clients—the ordinary citizens of the countries within its area of geographical coverage.

Many of MDP's activities are directed at local governments---training in fiscal decentralization, civic participation, direct support to municipalities and decentralized cooperation. Even its policy research and information dissemination activities are also focusing local governments. This reality raises a central question about the mechanism for **participation, accountability, and programme design** used by MDP in relation to its clients.

MDP is not a membership association. Nevertheless, all its activities are aimed at providing service to its clients—the local authorities. This concern is evident in its 'Vision' and 'Mission' Statements (see chapter two).

Practically all of MDP's activities involve local authorities directly. It was therefore not surprising that most of the mayors, local government officials and trainers who we interviewed not only knew of MDP, but they were also overwhelmingly appreciative of its support to their work.

One Executive Mayor in Zimbabwe said—'**I am a product of MDP. Without MDP, I was completely lost on what it meant to be an executive mayor. MDP trained me**'. These types of claims were not isolated occurrences but are re-echoed in other countries where MDP has been active.

However, MDP has no clearly articulated mechanism for relating to its clients—the local authorities. It is also not accountable to them or to their associations. Even though some mayors and town clerks are represented on the MDP's board, these members represent themselves rather than their associations or their local authorities. Indeed, one of the members has continued to serve even after quitting the office of Town Clerk. In addition, there is at least one representative from a country in which MDP is not active—Mauritius.

There is also no clear mechanism for involving these local governments in the design of MDP's plans and programmes. Some of them are consulted to indicate priorities after attending MDP workshops or functions. Occasionally, some local authorities are polled for their ideas on what should constitute MDP's priorities. This occurred, for example, when MDP was drafting its Strategic Plan (SP) for 2001-2005.

Finally, most of our interviewees were predictably not clear what constitutes MDP's mechanism for identifying their needs. Hence, in response to the question contained in the questionnaire, 'What do you know of MDP's Needs Identification mechanism?' 60% indicated 'Little' knowledge of any Needs Identification mechanisms, if they existed. Another 16% had no knowledge whatsoever indicating that the question was 'Not Applicable'. Even among the group that indicated some knowledge of such a mechanism, 65% indicated that the mechanism was 'Not Adequate'. Only 27% gave an 'Adequate' response and another 10% 'Not Applicable'.

MDP's clients, as government officials, mayors and officials are appreciative of the assistance which MDP activities make to their work. Yet, it is striking that even among this category, there is a poor knowledge of MDP's Needs Identification Mechanism.

**From the above analysis, it is evident that MDP has developed some activities for its clients in 10 out of 25 countries allocated to it. But, these clients have not been clearly defined and MDP developed an effective mechanism for consultation, accounting and collaborating in programme design between MDP and its clients—the local governments. MDP has no direct dealings with municipalities outside of the 10 countries of focus.**

We now turn to the Organization Performance Review—which is the core of this evaluation. A three-part evaluation plan was developed—which focuses on Activities and Content, Organization and Resources, and Effectiveness and Impact.

### **III. ACTIVITIES AND CONTENT REVIEW**

As earlier pointed out in chapter two, MDP delivers five major types of core activities. These five activity areas constitute the basis of this section's analysis. The five programme priorities are—**policy research, direct assistance to municipalities, training, decentralized cooperation and information/dissemination**. Each of these broad activity areas will be further analyzed in this section.

MDP's five core activities were designed to translate the mission and objectives of the Programme into realizable goals. Two broad sets of objectives were identified by MDP for the present phase—the external and internal objectives. One of the key questions raised in this activity review section is the extent to which activities reflect these objectives. Another consideration is the profile of the activities vis-a-vis the available expenditures.

What were the internal and external objectives of phase III activities?

a) The External Objectives are:

To foster municipal transformation and reform through effective capacity building and establishment of incentive systems;

To promote and facilitate learning from within the region;

To promote inter-municipal linkages through decentralized cooperation and exchange of experiences and knowledge North-South and South –South;

To develop policy frameworks in decentralization that optimize the comparative advantage of each level of government, including municipal government as local service providers;

To help municipal and civil society leaders accord priority to policy issues on human development such as urban poverty, gender disparities, environmental degradation, vending and informal settlements;

To equip municipalities in focus countries with the knowledge and analytical tools of improving and monitoring service delivery systems;

To improve the capacities of local training and teaching institutions of local government to design and implement programs.

b) In contrast, only two Internal Objectives are identified:

- To raise the financial, institutional and technical capacity of MDP as an independent institution and a center for excellence in inter-municipal linkages through decentralized cooperation and exchange of experiences.
- To establish a focal point for information exchange through the newly created Regional Information Center on Local Government.

### **1. Policy Research and Governance:**

The overall objective of MDP's policy research programme is to create an enabling environment for full democratic decentralization by national governments and for effective service delivery in municipalities. It achieves these objectives by supporting research on specific themes, which are then linked to workshops comprising the key stakeholders. Most of the funding for this activity has come from the International Development Research Center (IDRC) of Canada and constitutes almost one-fifth (18%) of overall budgeted activities during the Phase. The studies are commissioned through competitive research grants made to academics or consultants in the region. During the present phase, studies and seminars have been conducted into the following topics:

**Solid Waste Management**

**Local Economic Development**

**Balancing Gender in Local Government**

**Civic Education for Good Governance and Development**

**Managing the Interface Between Urban Authorities and District/Rural Authorities**

**Environmental Management and Poverty Reduction Strategies**

There is no doubt that these themes are topical and constitute issues, which an organization like MDP ought to pay close attention. Its limited in-house research capacity made the

strategy of commissioning short-research grants (approximately US\$5,000 per grantee) eminently sensible. There are several merits of this arrangement.

Firstly, MDP assists not only in creating knowledge on important and critical issues of municipal management, it also helps to boost the capacity for conducting such research. This is important given the erosion of research opportunities and capacities in many African universities and research institutions. MDP pays meticulous attention to research methodology in its sponsored research projects and actually conducts research methodology workshops for its pool of researchers. A second advantage of this arrangement is that direct and close interaction is forged between researchers and policy makers. MDP research reports are discussed at policy workshops which many stakeholders are invited. Under the present phase 12 countries have participated in 12 MDP-sponsored research/workshops/seminars—including Malawi and Lesotho, which are not part of the 10 -MDP focus countries. These seminars bring together researchers, policy makers (in central and local governments), representatives of NGOs, CBOs, and training institutions etc. MDP estimates that its research seminars have attracted some 500 participants to date and another 600 have participated as respondents.

Finally, the research and the workshops generate a number of reports, which improve the information base for policymaking in a region marked by severe information deficit. Furthermore, such reports—a total of 29 such studies are already available in MDP---can be widely disseminated within and outside the sub-region.

In spite of the many fine sides of this activity, a number of problems are worth noting in respect of MDP's policy research programme. Three are key ----a) quality of the research conducted; b) the dissemination of the research output and c) the linkage of research to other activities of MDP.

MDP goes to great lengths to ensure that it produces quality research. To this end, it has developed an elaborate procedure for identifying researchers, which ensures the integrity and professionalism of this process. MDP advertises its research interests in the region; it reviews the applications and sends the best picks to an independent assessor. On the basis of this process, research grants are made. In one case, a research methodology workshop is organized (the last one was organized in October 1998), and grantees are expected to submit a draft report by a specified date. This draft is sent for external review and grantees are then expected to finalize their reports. It will be noted from the above-described procedure that MDP's input is minimal. However, the most serious problem is that the quality of this research output has not been the best for several of the papers.

There are several reasons for this situation. First, there are no clear, general, procedural or style guides for researchers. Second, internal capacity of MDP is too weak to mediate or ensure that researchers comply with recommendations of external assessors. But perhaps the most serious problem is the fact that MDP cannot guarantee high quality output. The result is that the research reports are of diverse quality, length and structure<sup>5</sup>. Some of these reports improve knowledge base in the field, because MDP goes out of its way to select competent researchers, but no special attempt is made in the reports to highlight the policy implications of the findings.

A second major problem is the dissemination of the research findings. The quality problem is further aggravated by MDP's constraint in placing the findings of its research in the public realm beyond the research seminars. Even when some quality research has been completed,

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<sup>5</sup> Comments here based on an examination of the reports of the external assessor and correspondence between this assessor and MDP Director.

MDP is incapacitated by finance to publish the findings. None of the 29 research findings have been published to date and only one or two copies are available in the MDP headquarters (Appendix 7). Here is one area where the LG Dissemination Center could have been helpful but that institution is also plagued by a number of teething problems-- (see below under Information Dissemination).

Finally, given MDP's limited capacity, it would seem that it has tried to undertake too many research topics within a short space of time. For instance, the organization could have concentrated on one or two research topics ensuring that the lessons from the research are linked to its other activities—training, decentralized cooperation etc. This is often not the case.

**In summary, the research programme of MDP is an important one. Substantial resources in money and time are devoted to it. There are however serious questions as to whether this should constitute a core business of the organization given its limited human resource capacity and research capabilities. There are alternative ways in which the lofty project objectives can be better achieved. For instance, MDP may provide research grants or fellowships to universities in the region (as currently done by the Economic Research Consortium (AERC) in the economics field) in specific areas in which it is interested. Alternatively, it could conduct summer schools on specific areas of municipal management as is done by the Council for the Development of Social Science Research in Africa (CODESRIA) in the political science field.**

On the other hand, there are a number of other research -related activities, which can be identified as advocacy, or sensitization of national governments on decentralization policies and processes e.g. the Ministers' Conference on Local Governments (September 20-24, 1999) and could become an annual event. MDP is also developing a roster of researchers. Staffs from universities in the region participate actively in the work of the Programme.

## **2. Training and Capacity Building:**

This is an important part of the activities of MDP. In expenditure terms it consumes about the same level of resources as the policy research component. MDP organizes several training activities and it is often through attending one of its training sessions or workshops that several of our interviewees had their first contact with the organization. Most of MDP's training activities are short term (ranging from 1-10 days) and are addressed to central or local government officials. MDP mounts four major training courses. The first is the **Intergovernmental Fiscal Relations and Fiscal Decentralization Course**, which is run co-jointly with the World Bank Institute and the Institute of Social Studies. This course has been mounted by MDP since 1998 and has hosted some 45 participants from across the region annually. The course is targeted at policymakers in the central government (finance, planning and sector ministries) has acquired a life of its own and is highly commended by many of the central government officials interviewed for this evaluation. The focus on fiscal and public sector resource management in relation to local government reforms make this course particularly strategic. A representative quote we commonly heard during the field visits was 'finance is the litmus test of a government's commitment to decentralization'<sup>6</sup>.

A second course is the **Executive Development Programme for Municipal Management**, which has been specially designed for Town Clerks and Mayors. The first course was

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<sup>6</sup> This quotation was cited in Apollo Nsibambi Ed. *Decentralization and Civil Society in Uganda: The Quest for Good Governance* Kampala, Fountain Publishers, 1998.

organized in 1999 at Ndola, Zambia with a total of 24 participants. A third training effort is a course for Councilors and Chief Officers.

MDP's fourth course is a **Virtual Learning Course**, through which innovations in municipal management are shared among managers via videoconferencing. The first course held in December 1999 but has probably been overtaken by the recently introduced, African Local Government Action Forum (ALGAF) which convenes monthly by satellite from Harare. The first session started on August 4, 2000 and transmits to several African countries: Abuja (Nigeria), Accra (Ghana), Addis Ababa (Ethiopia), Dar Es Salaam (Tanzania), Harare (Zimbabwe), Kampala (Uganda), Lusaka (Zambia) and Nairobi (Kenya). Each session lasts for three (3) hours and topics lined for future discussion vary widely (poverty and municipal governance, municipal credit, property tax, integrity, participatory budgeting, privatization etc.). Funding is provided largely by the World Bank while the Uganda Management Institute coordinates the regional programme on behalf of MDP. This initiative has been generally well received.

A number of other short workshops on specific topics (e.g. civic participation, strategic planning, etc.) are given on a different set of subjects by MDP all over the region. MDP's training programme is highly commended as practical and interactive rather than prescriptive. MDP manages to find high-level skilled consultants to provide its training programmes. However, some problems are noted.

The first is that these training programmes are usually fully funded by MDP with the beneficiary organizations paying nothing. The result is that some departments may nominate their officials for such courses less for the benefit they could derive professionally but as a personal favor. Moreover, this practice reinforces the erroneous notion that MDP is a donor agency.

A second problem is that these courses cater only to important aspects of local government short-term training needs. They neglect other important critical areas—e.g. longer-term training needs of municipal officials. Yet, there are very few institutions, which provide longer –term training for municipal managers –training that is comprehensive and well –rounded. Indeed, a number of our interviewees argued that African countries do not have municipal managers. What they have are engineers, planners, and politicians holding municipal offices. **There is thus clearly a great opportunity for MDP to respond to this long-term need for training in municipal management.**

A third problem raised by some observers that MDP training activities are reactive rather than proactive. **Having established the case for training in municipal affairs, it is felt that it is time the organization took a strategic look at the demand for municipal management and develop proposals for meeting these needs in a region that is experiencing rapid urbanization.**

**In spite of the above-mentioned problems, most of the respondents were of the opinion that training should continue to constitute an important core responsibility of MDP. However, it is necessary that MDP should seek to identify training gaps and needs more systematically for municipalities in the region for the next five to ten years. It should also develop modalities for operationalising such training. MDP's regional training strategy framework was scheduled to have been reviewed in the 1999/2000 activity cycle but this did not happen. This issue should be regarded as top priority in the next phase.**

### 3. Direct Support to Municipalities

This activity also attracts a substantial proportion of MDP's budget- 20% in 1999/2000. It is also the activity that brings it into direct linkage with local authorities, the organizations that MDP perceives as its primary clients. As a result of this, the activity is highly prized within MDP and also by several of its beneficiaries.

Direct support to local authorities comes in various forms—assistance with service delivery surveys, value for money audit, development of strategic plans for whole cities or for sectors—e.g. waste disposal and management. There is no doubt that this activity has led to significant innovations in local governments. The evaluator visited some of the MDP projects in Zimbabwe and Uganda and was greatly impressed that they have made a difference. They assist local governments in developing their strategic plans for specific services (e.g. Waste Disposal in Kampala), or a more broad-based activity e.g. database for Revenue Generation (Jinja) and management performance review (Marondera and Kwekwe).

Local governments that are assisted by MDP are appreciative. Moreover, innovations in one municipality may encourage other local authorities to upgrade the delivery of its own services based on the success of the innovating municipalities.

On other hand, these direct support activities place huge demands on MDP's scarce personnel resources, as it tries to respond to a multitude of requests from local authorities. The question must be posed—how many local authorities can MDP realistically assist directly? Secondly, it was not often clear what constitutes the criteria for deciding to grant or not grant such assistance. The criteria discussed earlier do not indicate how these difficult decisions are made. Thirdly, some of the municipalities that have benefited from any of these schemes indicate that there are problems in terms of receiving the full support promised by MDP—due often to procedural problems. But perhaps the most disturbing observation is that MDP's capacity to use the experiences of one municipality to challenge other cities is again limited by the poor dissemination of its several experiments.

**The above observations underscore the need for MDP to work more closely with an organization like AULA in developing the capacities of national associations of local governments to provide assistance to their memberships. In this way, MDP's assistance can be multiplied in the countries in which it is operating. MDP has good working relationships with several of these associations presently and has developed programmes in collaboration with them—but this ought to be a much more important component of MDP work programme.**

### 4. Decentralized Cooperation, Municipal Civic Participation and City Consultations

Decentralized cooperation (DC) activities are meant to accomplish two major objectives—a) to facilitate inter-municipal partnerships and b) provide support for local authority associations. The Italian government has been a major sponsor of several of the initiatives on the subject. The programmes experienced some problems in recent years as new rules for allocating these funds were being formulated by the relevant Italian organizations.

MDP's DC activities have included direct assistance to municipalities through programmes of inter-municipal twinning. They have concentrated in Ethiopia and Mozambique—two countries in which Italy has longstanding interest and less so in Zambia and Botswana where a number of workshops on the subject have been held. There are very few other DC twinning

activities –perhaps the most notable is the twinning arrangement between Redcliffe and Entebbe which was brokered by MDP.

DC remains a relatively minor operation of MDP—judging by the funds expended on the subject. Only 3% of MDP’s budget was allocated in 1999/2000. It is understood that a lot of the funds expected to promote this function (mainly from the Italians) have not been forthcoming for the reasons already advanced above. Moreover, DC is an activity, which many local authorities are engaging without reference to MDP. They are developing direct twinning arrangements with municipalities in the north—and many actors prefer to do this without an intermediary. It is also an activity, which is sponsored by AULA for some of its members.

MDP recently began to assist in developing linkages and exchanges between African cities—thus creating an improved niche for itself in this area.

For want of a better place to situate two growing MDP activities, this review has included them under DC, even though they are not strictly speaking DC activities. The first is the programme of civic participation in municipal governance in some selected cities undertaken by MDP in collaboration with a Finish organization and the second are the City Consultations which MDP undertakes under a contract with the Urban Management Programme

### **Strengthening Civic Participation in Municipal Governance**

Since June 1999, MDP in collaboration with WBI and the Institute of Development Studies, University of Helsinki, Finland have been implementing a programme on Strengthening Civic Participation in Municipal Governance with financial support from the Government of Finland. The program’s objective is the enhancement of the capacity of civic groups and municipal governments to collaborate in the development of their municipalities. The programme is being implemented in seven municipalities in four countries as follows: Manica and Maputo (Mozambique); Dodoma and Mbeya (Tanzania); Entebbe and Soroti (Uganda) and Kabwe (Zambia).

A publication is being prepared to document and disseminate the findings on this project thus far and a regional workshop was planned for the end of 2000. The hope is that this could become an important document for training elected and appointed municipal officials on how to strengthen civic participation in municipal governance.

### **City Consultations**

Under contract from UMP, MDP is engaged in carrying out city consultations in a number of cities—Lusaka, Harare, and Lilongwe being prime examples. Originally designed to address urban poverty problems in the region, selected cities in the region convene a workshop of the major institutional stakeholders in a city. They draw up an action plan, which is then implemented jointly. In many ways this activity is similar to DC programmes of joint action and also to the programmes of strengthening municipal participation. Towards the end of the MDP Phase 3 programme, UMP decided to fully transfer its City Consultation activities to a number of regional organizations and MDP was one of the ones selected. The process is yet to be concluded but MDP was rated high on several of the criteria used by UMP to decide whether or not a nominated regional agency can discharge the transferred responsibilities.

One of the hallmarks of these activities is that they provide opportunities for MDP to work closely with several local authorities in the region. They have also led to a number of

important innovations –not only in management but also in mobilizing and sensitizing the general public to be more demanding of their local government officials. The recent workshop organized by MDP on decentralized cooperation and joint action in Nairobi in collaboration with the European Centre for Policy Development and Management was well attended and well received, resulting in a joint publication between MDP and ECDPM (Materu et.al 2000).

On the other hand, it is remarkable that these projects are so fractionalized, to reflect the interests of the different donors financing the various activities, with serious implications on MDP's limited human resources. Furthermore, the Italian projects involving health and education etc are outside the main areas of operation of MDP. They have also led to serious frustrations for MDP's clients due to the failure of sustained donor support for these activities. Moreover, it is doubtful whether MDP has sufficient expertise in highly political activities such as is required by the city consultation programme. It is a good idea to work with one or two demonstration cases. **A substantial majority of our respondents felt that activities described as decentralized cooperation are ones, which MDP can delegate to Local Authority Associations in the region. The capacity of some of these organizations has improved but MDP could work to help further improve their profile.**

## **5. Information Management & Dissemination**

This fifth activity area is the most critical aspect of MDP's work as it has the potential to link all of the core activities together and increase the visibility of the organization among its clients. Unfortunately, it is the least developed. This is doubly paradoxical—first because of its importance, but also because MDP, AULA and the Commonwealth Local Government Forum (CLGF), with funds from the European Commission (CDC/1997/13-1) set up a Local Government Information Center for the SADC region. This Center is based in MDP and the coordinator, paid by CLGF is formally regarded as an MDP professional staff. The Information Center was created to help pool together available information on local governments in the region and promote exchange and attachments between countries in the region. **Consultants from the EC recently conducted an evaluation of this joint project. They came to the conclusion that the project has been poorly implemented and that the work of developing the information center had been overtaken by the preoccupation with other concerns—exchange visits and attachments.**

The documentation center contains a number of collections of books (up to 700 books) but it is doubtful whether MDP, given its present staffing level has enough space or staff resources to develop a full-fledged library. This is one activity, which could become a component of the joint center on Local Government Information on the region –which MDP has been managing with AULA and CLGF.

MDP produces a newsletter as a part of its publication programme. However, overall, MDP's publication output compared to its potential and need is pathetic as earlier noted above. Several publishable documents are still waiting for funding or editing (Appendix 7). This is clearly not one of the strong areas of performance of MDP.

**On the whole in terms of activities, MDP has been very active throughout this present phase. Anyone who has been to the headquarters cannot fail to notice that it has become a beehive of activities. However, there are two major worries. First, is MDP able to effectively discharge these many responsibilities effectively given its limited extremely limited capacity? Secondly, most of MDP's activities are not effectively integrated into**

**one another. They are organized as discrete and parallel activities—reflecting more the patterns of donor funding rather than MDP’s own organizational priorities.**

In the next section, we address issues relating to Governance, Organization and Resources more fully.

#### **IV. Institutional Design, Internal Organization and Resources Management**

In this section, we refer to three key themes. The first is **Institutional design or governance**—the manner in which authority is distributed between those with position in the organization and other stakeholders—as clients, donors, partners etc. -what is referred to in political science as *governance*. Secondly, we evaluate the manner in which MDP functions at the secretarial level—in terms of its **internal staff organization**. Finally, we evaluate how **human and fiscal resources** are mobilized and utilized.

##### **Governance**

The first point to note here is that MDP has, as yet no written formal constitution. This is partly due to the fact that it has not been formally registered, even though the organization has expended much effort in this direction (see chapter 5). What exists is a draft constitution from which this section draws generously. It is important to note that this draft constitution differs in some important respects from the unwritten constitution by which the organization is managed to date.

According to the draft constitution of MDP, the organization’s governance and management have four key elements. These are:

**A Board of Directors—responsible for fundamental policy making, planning budgeting and evaluations;**

**A Programme Unit ( PU) responsible for the implementation of programme activities and operational follow-up of activities**

**Regional Director—as Chief Executive of the MDP-PU**

**A Biennial Conference—comprising clients and stakeholders—to provide MDP-PU information on developments in decentralization and local government issues in the region.**

Table 5 outlines the differences between this formal draft constitution and the unwritten constitution, which is actually operational in MDP. Structurally, there are five important differences.

First, the written constitution does not include the two Executive Agencies (WBI and ESAMI) that exercise external control on the organization, one on fiscal resources (WBI), and the other on human resources. All personnel of MDP are actually hired and managed by ESAMI. It is possible that this is a transient arrangement, which will be done away with once the organization becomes registered as international non-governmental Organization.

Secondly, there is no provision for the biennial conference of clients and stakeholders in the unwritten, real constitution that guides work in MDP presently.

Thirdly, the written constitution provides a clear modality for constituting the board of MDP: members are representatives of **contributing member countries** (Permanent Secretaries of the Ministry of Local Government, mayors' representatives) and one representative from the African Union of Local Authorities (AULA). This concept of contributing membership is absent from the present arrangements although in reality the core of the board members are the donors who contribute to the work of MDP.

Fourthly, the written draft sees the function of Board members as that of providing a linkage between the program and its clients. There is no such provision under the present arrangements. Each member represents himself/herself and none is required to report discussions at MDP board meetings to their parent organizations.

Finally, the written draft provides a clear sense of the accountability of the board to the biennial conference—although the powers of this meeting are not stated. There is no such provision under the present arrangements.

**There is clearly a need to pay attention to the issue of whether or not MDP requires a written constitution—after existing for ten years. And, if there is a need for one, it is important that the organization addresses several of the issues raised above.**

### **Internal Organization**

MDP is a small organization; hence one would expect relationships among the staff to be relatively informal. As earlier noted, there are only 5 professional staff and four supporting staff. Table 8 summarizes the strengths and weaknesses of the Internal Organization structures. The major areas of concern are: the absence of a clear structure of internal organizational relationships and hence the huge amount of time spent by the Director in relating to each staff member. Other problem areas include an almost non-existent management information and records management systems, both of which amplify problems of internal coordination of projects especially when task managers are on mission, etc. These are all problems that can be re-solved. More difficult to resolve will be matters relating to pay levels and the complaint by staff that they feel that their salaries have not been regularly reviewed and were falling behind competing organizations. In particular, MDP has experienced a high turn over of the position accountant/ financial manager in the last three years.

### **Resource Mobilization and Utilization**

Two crucial resources are focused here. The first is the human resource in MDP. The organization is fortunate to have a mix of skills but it is evident that the staff numbers are few relative to the number of assignments they are carrying out. Table 6 gives a sense of the skills available in MDP. Missing are critical skills of an economist or a public finance expert, sociologist, and a systems analyst or engineer. Another important issue is how the chief executive manages his time. According to the profile developed during the evaluation exercise, the Director spends substantial time on professional activities that could jeopardize his other managerial duties (See Table 7).

An important decision that MDP has to make is whether to increase its staff to meet the large and growing number of activities it is engaged in or to reduce and consolidate these activities to manageable levels permitting some increase in staff numbers. In particular, it must add critical skills that will be needed if the organization is to be the centre of excellence in

municipal management in the region. Alternatively, MDP might develop partnerships with other institutions that could provide some of the needed skills.

MDP receives most of its financial resources from bilateral donors. The size of the available resources increased in the first two years of the phase but declined in the final year. The governments of the Netherlands, Finland and Italy; IDRC, Federation of Canadian Municipalities and the World Bank Institute provide the largest part of the MDP financial needs. (Table 9 shows the sourcing of funds for 1998). Many donors have expressed interest in continuing to support MDP activities in the future. Nevertheless, it was evident that MDP's budgetary system is hampered by lack of assured funding. Besides, a number of our interviewees worried that MDP may become too dependent on donor funds to the point where its claim of being an African organization is put in jeopardy. To this end, MDP has sought to diversify its revenue sources—through consultancy activities, although its receipts from this activity are presently miniscule.

MDP must develop into an organization that combines the strengths of its linkages to international and African stakeholders. To do this, it must evolve a governance structure that enables both sets of actors to play critical roles in the life of the organization. A number of African-based organizations have been successfully done this (Henderson & Loxley 1997).

Other important finance issues include how to transform the (wrong) image of MDP as a donor rather than a service organization. Moreover, erratic financing often leads to cash-based management and programme implementation delays. It is also often not clear whether monies given to MDP by its partners are grants to cover its core business and overheads or contract payments to deliver services important to the partner/donor. The point was also made that unstable finance may be responsible for the huge amount of time spent by the director on fundraising. Finally, the financial rules—such as that administrative costs must be limited to 20% of total costs may undermine capacity development within MDP. Important issues on the strengths and weaknesses of MDP's management are included in Tables 8 and 10.

### **3. EFFECTIVENESS AND OUTPUT**

In this final section, we attempt to identify the main outputs and effectiveness of the MDP. We rely mainly here on the questionnaire responses supplemented by the interviews.

Generally, practically all our respondents (both to the interviews and the questionnaires) confirmed that their organizations have benefited—directly or indirectly from MDP's activities. Most are also quite familiar with the range of outputs produced by MDP via its activities.

Respondents were asked to rank MDP's five major activities in terms of their relevance to the work of their own organizations. 72% of them (68%, 75) gave high rank to both Policy Research (PR) and Training in Finance and Intergovernmental Relations (TIFR) respectively. The other three activities—Information Management & Dissemination (IMD), Direct Support to Municipalities (DSM) came next with 50% and 49% respectively. Decentralized Cooperation had the lowest score (25%).

National patterns of responses could be observed. DSM followed by PR are more important in Ethiopia, Uganda prefers PR followed by TIFR, in Zimbabwe preference is for TIFR followed by PR. Kenya and Namibia prefer TIFR followed by IMD.

The two activities, which many of the respondents felt could be dropped if MDP wanted to reduce its portfolio, were Decentralized Cooperation (65%) and Information Management and Dissemination (35%). The reasoning of most of the respondents is that individual LAs and national associations can handle decentralized cooperation. Similarly, the poor performance of MDP's dissemination practices makes several of them believe that it could be dropped with minimal harm, even though it is a key activity in MDP's eyes.

As already pointed out earlier, majority (69%) of the respondents knew little or nothing of MDP's Needs Identification mechanisms. Even among those who knew something, 60% felt that the available mechanism was not adequate. (See Table 11 for Questionnaire Analysis).

Unfortunately, we did not have additional information on which to judge effectiveness. This is because MDP does not maintain a system of criteria which could help it to make an objective determination of the efficacy or otherwise of its projects. The only exception to this rule are the training programmes. Post-course evaluations are given and these courses are usually satisfactorily rated on the whole. The recent evaluation of MDP's City Consultations projects by UMP also noted the absence of monitoring and evaluation plans (Seye 2000).

Greater accountability for resources in the future should lead to improved performance in this regard. It is necessary for MDP to demonstrate efficacy, efficiency and economy in the use of resources. This does not imply that MDP is inefficient presently. It is just that it has not succeeded in improving some of its key management systems—including the computerization of its accounting system. The accounts are still carried out manually. To be fair, these systems are not easy to modernize given the resource constraints faced by MDP. However, it might be considered as one of the key elements of the next program phase. (See Table 10 for preliminary SWOT analysis of MDP, generated during the mid-term evaluation and contrast this with the SWOT for the final evaluation, Table 12)

The responses by clients, staff, and board members highlight a few other problems of MDP's present operations. Some of these are captured in Table 13. The first is the lack of internal coherence of the activities of the organization. They tend to exist in discrete patterns reflecting the priorities of the donors financing the project rather than consideration of effective management or of the client (see Box 2 below). Hence, there is considerable overlap in activities such as DC (supported by the Italians), city consultations (supported by UMP) and the programme of strengthening civic governance in local governments (supported by Finland). This pattern is not peculiar to MDP. It has been noted in other donor-funded projects (See Thirklesden 2000). Furthermore, MDP is often led to undertake activities in which it has little or no competence—e.g. waste disposal and management, schools and infrastructure construction under the DC programme. The point was made strongly by staff, board members and some perceptive its stakeholders that MDP's lack of financial stability had a bearing on job security and improved manpower. As earlier noted, it also makes the chief executive spend a disproportionate time on fundraising activities.

Finally, MDP might need to re-appraise its strategy of operating in 10 out of 25 countries. There are strong arguments for and against. Nevertheless, once the right types of strategic decisions are made in respect of MDP's future operations this matter should be easier to resolve.

## **Box 2: Perception of Municipal Problems and Possible MDP Intervention by Clients**

**A. Problems:** *Respondents were asked to rank 5 main problems in order of importance facing their municipalities/institutions. The following are the main problems observed by the respondents':*

**1: Capacity for Managing services** (Maintenance of aging primary infrastructure; Poor infrastructure; rural urban migration resulting in overloading of limited facilities; capacity to manage decentralized services).

**2: Problems of revenue collection** (Revenue collection from residents and ratepayers; revenue sharing with government; revenue mobilization & poor sources of revenue).

**3. Sourcing capital development funds** (Macro-economic situation- high recurrent expenditures; limited financial resources resulting in stagnation; sourcing capital development funds; dis-investment; inability to service debts; inadequate resources relative to decentralized functions; corruption in financial management).

**4: Lack of trained manpower** (Inadequate leadership and managerial capacity; lack of adequate and properly qualified personnel due to poor remuneration and poor incentives; lack of human resource management for effective and efficient performance)

**5: Poverty and unemployment** (Unemployment due to economic stagnation; unemployment resulting to in the failure to pay for services; rural urban migration)

**B. Possible MDP Inputs:** *Their Ranking of Possible MDP Inputs in Providing Assistance was as follows:*

1. Capacity Building and Training (.civic education, tailor-made courses for municipalities, dissemination seminars, demand-driven training, self-appraisal local government functioning, literature and equipment as technical assistance to support CB)
2. Focal Point for Networking (dissemination of information among local governments, between local governments and central governments, between local governments and other stakeholders)
3. Provision of Financial Support to Local Authorities (Direct financial support, resourcing direct support to councils, mediating between donors and municipalities)
4. Poverty and Employment (Strengthening of the Informal Sector through specialized traing in skills, innovations on low cost housing) and
5. Revenue Collection (Sponsoring Studies and providing consultancy support).

*Source: Clients' Questionnaire Analysis*

## Chapter Five: Major Problems and Challenges Confronting MDP

In spite of the impressive achievements of the MDP, which were summarized in the last chapter, it should also be readily evident to the astute reader that there are also a number of tough problems and challenges confronting the organization. These can be summarized as follows:

a) Unreliable and cumbersome funding: It was earlier observed that MDP's financial profile has improved over time but the available funds fluctuate widely each year. The Italians for instance pledged US\$1 million to MDP's decentralized cooperation activities but most of this fund has not been forthcoming. Even what was released was put under new conditionalities. Moreover, the Director spends a large proportion of his time doing fund-raising. This tends to jeopardize his other commitments to project development and management.

A related problem is that many bilateral donors pass their monies through the World Bank which often leads to delays as the Bank imposes its own regulations for releasing funds on MDP. This might be one reason why it is often difficult for MDP to stick to payment schedules in implementing its projects with local governments and local authority associations or honouring its contracts on schedule.

b) Inadequate Capacity given the spread of its responsibilities:

The point has been made several times in this report that MDP undertakes too many activities than its human resource size and skills-mix can conveniently accommodate. The result is the lack of follow-through in many project activities. This complaint came from municipal governments as well as trainers and consultants who have worked closely with MDP. It would seem however, that perhaps the manner in which MDP organizes its work, among task managers might further aggravate the problem—as there is often little opportunity for systematic reporting of project implementation by the task managers.

One way out of the capacity problem is for MDP to make utilize the services of outside consultants, which it does. The problem though is that it needs to have in-house capacity to determine the quality of the work of the large number of consultants it works with. This issue thus leads to the other problem of MDP's structure.

c) Absence of systemic links between the organization and its clientele. MDP consults its clients via its workshops or invited them to ad hoc meetings. Neither the board nor the management involves clients in programme development in any systematic manner.

It is thus not surprising that, as shown in the last chapter, the priorities of these clients differ in some important respects from the current priorities of MDP. This raises problems about the linkages between problems, plans, activities, and funding. Is it the availability of funding that decides what MDP does or do the activities and plans reflect felt-needs of the clientele?

Clients clearly have inputs into the process but it is neither clear nor systematized.

d) Opaque management systems

Major changes have been made in the roles of the key management units. However, it is still felt that the Board still tends to have limited impact on management operations, that members tend to work individually rather than together. Board members have not used their networks to their clients as effectively as they could. The management on the other hand is preoccupied with strategic and fundraising matters rather than the day-to-day technical issues—of internal management, communication etc. Being a relatively small organization of only 4 to 5

professional staff, a high level of informality is to be expected. But this leads also to considerable inertia in relating to resource persons and to its clients—the municipal organizations in the field, considerable inertia often occurs. This is not to underrate the high team spirit in MDP or suggest that the organization is poorly run. In fact, MDP has developed an operation book of procedures, which should facilitate decision-making. The problem often arises from the fact that MDP often suffers serious delays in obtaining approvals for its requests on resource matters from its executing agencies.

The audit system is superb—with a provision for two external audits per year—one to handle internal audit and the other to handle external audit. The role of the accountant in internal audit can clearly be increased just as the programme administrator can also take on more responsibilities for routine management from the Director.

There was also the complaint that when a task manager is on mission, the rest of the secretariat may not have access to the project documentation. There ought to be a central system of placing all official documents with the programme administrator to ensure a smooth flow of information when task managers are absent. This highlights the need for improved record management in MDP.

Key management and resource matters are summarised in Tables 7-10, 12-13.

#### e) Legitimacy Problem.

The most serious problem confronted by MDP is perhaps one of legitimacy. After existing for ten years in Harare one often hears that MDP is yet to be registered. In reality, MDP was registered—but as a private voluntary organization—in November 1996. This was clearly not acceptable to the board of directors and a fresh application has been made for MDP to be registered as an international non-governmental organization in Harare. The registration process is, however, a very slow and cumbersome process. MDP has put a lot of effort into resolving this problem but it seems the harder it tries the more difficult it becomes. It is estimated that the approval for final registration might be secured in December 2000.

But the problem is not just one of registration. It is also one of institutional design. What type of organization is MDP—a service organization and hence a non-profit NGO, membership organization? The important question is who owns MDP? To whom is it responsible and accountable? Is it to the donors, local or central government officials—or can a governance system be devised which makes it responsible and accountable to all of its stakeholders?

The above-mentioned problems are the major ones. Respondents/Interviewees summary of strengths and weaknesses of MDP is summarized below. Hence, most of the issues raised in this chapter should be best seen as challenges, which compel MDP to confront the hard choices it confronts in implementing its mandate of facilitating decentralization in the region.

## **Chapter Six: Confronting Hard Choices—Towards A Strategic Plan for MDP**

Recently, MDP has been working at its strategic plan for the years 2001 to 2005. We already saw two versions of the draft SP. It is our opinion though that any strategic plan should be based on a clear appreciation of the focus of MDP's activities, its environment in the years to come and the possibility of who its competitors for donor resources to undertake municipal development are likely to be.

It is for this reason that we argue here that MDP has to resolve some fundamental dilemmas. The list we identified below is not exhaustive—but it gives a sense of the type of approach that MDP would have to adopt as it seeks to identify the best approach to consolidating its achievements and avoiding the most serious potential mistakes (See Table 14).

**A) Niche:** Given the fact that there are several organizations that exist to serve local governments at regional and international levels—especially in the region--, what is and ought to be the niche of MDP? Should it be a think tank on local government matters, focusing on research and policy matters? Or should it combine these with operational activities of providing assistance to municipalities directly as it does at present? Or should it focus on providing critical, strategic training services to municipal managers where present and future gaps exist? The manner in which this matter is resolved will be tied closely to how it resolves the issue of its own internal capacity. It should indeed be possible for MDP to increase its staffing levels by another 4 or 5, raising the total number of professional staff to 10. Nevertheless, it will still have to impose limits on itself as this could excessively raise staff costs. Besides the fact that this may not be acceptable to its board members, it runs the risk of exposing such staff to high uncertainties associated with MDP's funding regime.

A related question is whether MDP should focus its activities on municipalities—in keeping with the English roots of its name—or be concerned with all local governments—as has been canvassed in some of its documents? There are strong arguments on both sides. MDP's close association with decentralization policies makes it relate to all local government matters. On the other hand, it is readily accepted that the present high rate of urbanization in the region requires a close focus on urban and metropolitan matters. There are already a number of organizations that are active in the region than deal with all local governments—e.g. AULA, CLGF to mention a few. The national associations are becoming strong in many of the countries in the region—the only exception among the countries visited where there was no such organization are Ethiopia and Mozambique.

Some respondents and interviewees argued that now that many central governments have been won to the idea of DD, it is necessary for MDP to focus on how to sustain high levels of productivity in cities, by working with all stakeholders in developing effective and much – needed sustainable infrastructures in these cities. Such innovations could then spread to the rest of the country but then the ideas ought to be perfected within the urban centers first. Another advantage of this approach is that it enables African countries to re-discover the culture of urban management, which was known to be quite sophisticated in historic times (see Davidson 1959).

### **B) Ownership/Legitimacy:**

The question of who owns MDP has not received an unambiguous response. On the one hand, the creators of MDP wanted it to become an organization owned and run by Africans.

On the other hand, there are those among our respondents and interviewees who believed that most of the key decisions up to the present time are made by the donors who use the World Bank and ESAMI as their executing agents. This confronts MDP with a legitimacy crisis in relating to its various clientele—central governments, local governments, municipal governments, national associations of local governments etc. There are also confused expectations. ESAMI, for instance, expects MDP to make intensive use of its personnel in its programmes. In fact the evaluator was reminded by one of the respondents that the expectation was that MDP would ultimately become the local government wing of ESAMI. It is needless to go through the long history of how some MDP staff in the past fought gallantly to ensure that MDP remained a World Bank organization-enjoying all the privileges and profile of that global organization. Nevertheless, the ownership question must be resolved, as it is intimately related to other decisions regarding focus, management and funding.

There are several possibilities: MDP could be transformed into a self-governing Institute—along the lines of the Agricultural Institutes or the AERC in Nairobi. It could also be affiliated with a major university that has a strong municipal/local government training capacity in the region (e.g. University of Witwaterstrand, RSA) or become a corporate entity within AULA. The idea is to create an organization which is responsive and accountable to all its stakeholders—the municipalities, local authority associations, private and NGO communities, donors and other interested actors—e.g. higher level municipal training centers within and outside Africa.

### **C) Financial Sustainability:**

As already shown above, a number of problems confronting MDP are linked directly or indirectly to its irregular finances. The central question in this regard is how can MDP diversify and regularize its financial base?

MDP's draft strategic plan indicates that by 2004, 25% of MDP's finances will come from internal sources. But, it is still unclear how this will be done. MDP could fund more of its finances through membership drives—especially with governments, local authority associations, private and non-governmental organization etc. This requires much careful deliberation.

There are strong points on both sides of the divide. First, if MDP becomes a membership organization, will it not become a competitor for resources with organizations such as IULA and CLGF? Moreover, will these members not attempt to arrest the development of MDP? On the other hand, if the MDP remains completely dependent on donor funds, its claim to African ownership will remain shallow and unreal and its life span and scope of its activities will never be truly under its control.

The manner in which the governance issue is resolved will inevitably affect the resolution of the other problems including finance.

### **D) Institutionalization:**

Perhaps the most serious problem confronting MDP is the fact that since its establishment in 1991, it has remained unregistered as an organization its country of location Zimbabwe. Without registration several other problems cannot be resolved—e.g. its status: is it an NGO

or multilateral organization. The suggestion has been made to move the headquarters of the organization away from Harare to some other city/country, if it proved impossible to register MDP in Zimbabwe. After a lot of pressure from MDP board and management, the Ministry of Home Affairs and Social Welfare—who are responsible for registration—promised to ensure that MDP was registered as it requested by December 2000. It remains to be seen whether they could fulfil this pledge within the first quarter of 2001. Otherwise, MDP should consider registering in a third country while it remains in Zimbabwe or consider moving out from Harare as has been suggested by some of its stakeholders.

Another interesting point already mooted is the idea of establishing sub-regional offices in the region. This suggestion has a lot of merit and is already being implemented in some specific countries (e.g. Kenya and Uganda). This gives greater credibility to the claim of MDP as a regional organization and also facilitates partnerships between local authority associations and MDP. On the other hand, this initiative will not be without some additional costs to MDP. Such offices can be created sub-regionally if not on a country-by-country basis.

### **E) Programmes/Activities Focus:**

Can MDP handle all five programmes as it presently or should it concentrate its focus on two or at most three of these? Some of our interviewees suggested that MDP should focus only one overriding priority activity—specialized training for various categories of municipal managers. It has been strongly suggested this is a neglected area and one in which MDP could use its track record of contacts with reputable training institutions to undertake a training need analysis in municipal management for the next twenty to twenty-five years in the region. On this basis it can then develop a comprehensive training programme in this area which it implements with its several partners within and outside Africa. MDP will focus on strategic, high-level management training and this could be supplemented with policy research and advocacy a more dynamic information and dissemination portfolio. Observers who argue this point note that most of the other activities in which MDP is involved could be better carried out by other organizations—with or without encouragement from MDP. For instance, MDP could fund MA fellowships or give research grants for those studying specific areas of interest to it. Similarly much of the direct support activities to municipalities can be delegated to national association of local governments or to AULA—with assistance and support from MDP. Even if MDP does not wish to confine itself to one activity, the question of whether it can responsibly continue with all five merits serious consideration.

### **F) Others: Geographical Coverage & Programme Identification Process:**

As already noted above, the manner in which MDP activities and programme are identified is not clear to several of its clients. This might be a further reflection of the problem of not having a clear ownership structure. Similarly, the decision to restrict its activities to only 10 countries out of 25 needs careful review. Once key decisions relating to niche and focus are made it should be easy to approach these other problems logically and critically. There was for instance a lot of interest in getting MDP to be more active in a country like South Africa. There were suggestions that MDP might actually be able to work with research centers such as the University of Witwaterstrand, which is fast becoming an important Centre for research and training in municipal matters, to assist many new and weak municipalities that are struggling to raise their portfolios in this huge country.

Table 13 suggests possible scenarios for resolving the problem—Options A and C represent divergent positions with Option B as possible compromises between the two. The important point is that these dilemmas should be resolved one way or the other before MDP embarks on its next phase. The issues raised above are therefore closely related to the recommendations for improvement, which are further discussed in the next chapter with the intention of helping MDP to think critically of its strategic future.

## Chapter Seven: Summary of Findings and Major Recommendations

The Eastern and Southern African Municipal Development Programme can be regarded to have performed generally well on all the points on which it was evaluated. These included its activities and their content, organization and resources, effectiveness and impact. MDP gave strong advocacy and support to central governments on decentralization policy, provided quality assistance to its clients—local governments, municipal associations, and citizen groups. It has husbanded its limited resources well and provided greater stability in programme leadership and management. Its clients acknowledge its assistance and continuing support to their work in confronting the challenges with which they are faced.

But a number of problem areas, some significant, have also been identified. One of the questionnaire respondents (a member of MDP board) seems to have summarized the findings of this evaluation so well that we shall quote extensively from it:

*The MDP has had remarkable achievements in terms of undertaking activities that are relevant and bringing together a range of partners. This is remarkable particularly considering the relatively small staff and limited resources—dedication of program staff has been key. The MDP plays a continuing role in the region, developing, gathering, and applying local expertise to the solution of municipal development challenges in the region.*

*But the MDP needs greater institutional and financial stability, in order to ensure sustainability of its current and future efforts. This would also improve job security and ensure good staff morale and quality of life.*

*The MDP's institutional status needs to be sorted out—it needs to be an independent regional institution. The MDP should also explore means of ensuring greater financial independence and sustainability in the long run.*

This evaluation has made the case for a more strategic view of MDP's operations. It has suggested that after a decade of trying to find its feet as a service organization dedicated to advancing decentralization and local government management generally, it was time for the organization to face up to its strategic challenges—which were presented in the last chapter as seven hard choices or strategic dilemmas. The resolution of these dilemmas will help MDP to deal with the three issues mentioned above—institutional, financial and sustainability questions.

Besides this general encouragement for MDP to deal with its strategic future—using the framework of two to three decades—, we highlight below some of the specific suggestions already made in the body of the evaluation.

### **MDP needs to resolve its strategic choices before developing a strategic plan.**

**MDP should recognize its core competence among the five activities that it presently delivers. Such a choice will enable it to prioritize its work programme and establish essential linkages between diverse components of the same. This may encourage it to delegate or contract some of its present activities to other organizations—with or without its assistance. The Local Authorities Associations would be strong candidates for such delegated activities.**

**We have suggested that the strongest core competence of MDP—based on the combination of questionnaire responses and interviews and review of documentary evidence—is strategic training of municipal managers in the region. This is a responsibility that is at present not being carried out systematically or even systematically thought about by any organization in a region which is likely to confront**

**a major urban revolution of an extraordinary magnitude in the next two decades. This could be combined with its policy research and advocacy and a more dynamic information dissemination activities. The Information management and dissemination activities should be completely overhauled to increase MDP's visibility under the fourth phase.**

**If MDP agrees with this assessment, it needs to gear its activities towards capacitating itself for all aspects of municipal management training—short, medium and longer terms. It cannot undertake this alone, it will need to collaborate with a number of key institutions within and outside the region.**

**As a beginning, MDP should undertake a municipal management needs and market survey to determine the magnitude of the need as well as its financial feasibility.**

**On the basis of such a strategic commitment, MDP should cultivate donors and other partners to commit themselves to longer-term programmes.**

**MDP will need to resolve key governance questions of accountability and clientele. It must also try to redefine its focus. It must quickly shed its image as a donor organization and transform itself into a service organization committed to advancing the cause of municipal management in the region**

**MDP's internal management needs to be overhauled consistent with the changes advocated in this report—especially focusing on improved records management, clearer planning and performance evaluation procedures and a more integrated programme management.**

**A meeting of the key stakeholders should be convened to discuss MDP's future –in terms of how best to respond to some of the challenges identified in this report.**

**Table 1: Regional Distribution of Urban Population, 1950-2020**

Countries by Region	Years					
	1950	1960	1990	1995	2000	2020
Eastern Africa (18)	5.2	7.3	21.8	25.4	29	43.2
Middle Africa (9)	14.2	17.9	37.8	41.6	45.6	60.4
Northern Africa (7)	24.5	30.0	44.6	47.9	51.2	63.6
Southern Africa (5)	38.0	41.7	54.9	58.2	61.3	71.6
Western Africa (17)	10.2	14.5	32.5	36.1	39.8	54.6
All Africa (56)	14.5	18.3	33.9	37.3	40.7	53.9
Latin America	41.5	49.3	71.5	74.1	76.4	82.9
Asia	16.4	21.5	34.4	38.6	42.7	56.4
Europe	56.5	61.1	73.4	75.0	76.7	83.1
N. America	63.9	69.9	75.2	76.1	77.3	83.4
Oceania	61.3	66.3	70.6	70.8	71.3	75.9
World	29.2	34.2	45.2	48.1	51.1	62.0

Source: United Nations, *World Urbanisation Prospects 1990 New York, 1991 Table A.1*

*Notes:*

Eastern Africa includes: British Indian Ocean Territory, Burundi, Comoros, Djibouti, Ethiopia, Kenya, Madagascar, Malawi, Mauritius, Mozambique, Reunion, Rwanda, Seychelles, Somalia, Uganda, Tanzania, Zambia, Zimbabwe.

Middle Africa includes: Angola, Cameroon, Central African Republic, Chad, Equatorial Guinea, Gabon, Sao Tome & Principe, Zaire.

Northern Africa includes: Algeria, Egypt, Libya, Morocco, Sudan, Tunisia, Western Sahara.

Southern Africa includes Botswana, Lesotho, Namibia, South Africa, Swaziland.

Western Africa includes: Benin, Burkina Faso, Cape Verde, Cote d'Ivoire, Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Mauritania, Niger, Nigeria, St. Helena, Senegal, Sierra Leone, Togo.

**Table 2: MDPEA's Programme Orientation, 1991- 2000**

<b>Phase One</b>	<b>Phase Two</b>	<b>Phase Three</b>
<ul style="list-style-type: none"> <li>• Policy Studies &amp; Policy Advocacy</li> <li>• Training Activities</li> <li>• Country Support to Municipalities</li> <li>• Strengthening Associations of Local Authorities</li> <li>• Information Exchange</li> </ul>	<ul style="list-style-type: none"> <li>• Policy Research Studies &amp; Seminars</li> <li>• Training</li> <li>• Support for Municipalities</li> <li>• Decentralized Cooperation</li> </ul>	<ul style="list-style-type: none"> <li>• Policy Research &amp; Governance</li> <li>• Human Resource Development</li> <li>• Decentralized Cooperation</li> <li>• Direct Support to Municipalities and Associations</li> <li>• Information Management &amp; Dissemination</li> </ul>
Countries: 6	8	10

*Source: MDPEA, Five-Year Strategic Plan, 2001-2005 Harare*

**Table 3: Activities and Task Assignments in MDP for 1999/2000**

<b>Activity</b>	<b>Task Manager</b>	<b>Budget Size</b>	<b>%</b>
Policy Research and Governance	G. Matovu	297,600	18.0
Direct Support to Municipalities/Institutional Strengthening	J. Materu	305,000	20.0
Civic Participation in Municipal Governance	S. Mushamba	198,900	12.6
Training and Capacity Building	W. Mulongo	314,000	18.5
Decentralized Cooperation	J. Materu	148,000	8.7
City Consultations	G.Matovu/J.Materu	50,000	3.0
Africities	G.Matovu	45,000	2.9
SADC LG Information Center	G. Ngenda	215,000	12.6
MDP Institution Building/Board Meetings	G. Matovu, S.Dube, L. Dzozo	93,000	5.5
Publications	L.Dzozo/All Staff	27,000	1.6
<b>Total Activities 10</b>	<b>Staff 7</b>	<b>1,578,500</b>	<b>100%</b>

**Table 4: MDP’s Evaluation & Methodology Plan**

<b>Theme</b>	<b>Focus</b>	<b>Data Sources</b>	<b>Method</b>
<ul style="list-style-type: none"> <li>• Contribution to Dec. Policies</li> </ul>	Central Govt. Policies on Dec.	Documentary Review	Policy Review
<ul style="list-style-type: none"> <li>• Working With Clients</li> </ul>	MDP/LAAs	Questionnaire, Interviews	SWOTs
<ul style="list-style-type: none"> <li>• Programme Evaluation</li> </ul>			
<ul style="list-style-type: none"> <li>• Activities Review</li> </ul>	Activities & Content	Ditto	SWOTs, Activity Ranking
<ul style="list-style-type: none"> <li>• Organization &amp; Resources</li> </ul>	Governance Structures, Internal Org, Human & Financial Resources	Ditto	SWOTs, Resource Analysis
<ul style="list-style-type: none"> <li>• Effectiveness &amp; Impact</li> </ul>	LAs.LAAs, Citizens	Ditto	Modified LFA

**Table 5: MDP’s Governance Arrangements**

<b>Draft Constitution</b>	<b>Informal/Interim Constitution</b>
<ul style="list-style-type: none"> <li>• Board of Directors</li> <li>• Programme Unit</li> <li>• Regional Director</li> <li>• Conference</li> </ul>	<ul style="list-style-type: none"> <li>• Board of Directors</li> <li>• Executive Agencies (WBI,ESAMI)</li> <li>• Regional Director</li> <li>• Secretariat</li> </ul>

**Table 6: Staff Skills in MDP - June 2000**

<b>Name</b>	<b>Profile</b>	<b>Functions</b>	<b>Remarks</b>
Matovu, George	Public Administration, Urban Manager, Trainer, Policy Research in Urban Management, Institutional Development	Executive Director	Joined MDP 1993
Materu, Jossy (Prof.)	Urban Planning, Strategic Planning, Decentralized Cooperation & Joint Action	Senior Programme Officer, Institutional Support	Joined MDP 1994
Mulongu, Winnie	Human Resource Development, Strategic Planning, Service Delivery Surveys, Public Administration	Senior Programme Officer, HRD and Training	Joined MDP 1998
Mushamba, Shiringaya	Urban Planning Civic Participation	Senior Programme Officer, Civic Participation	Joined MDP 1999
Genda, Gertrude	Information Management Strategic Planning	Information Coordinator	Staff of CLGF, Managed by MDP
Dzodzo, Lilian	Language, Management	Administrative Officer	Joined MDP 1998
Nyamukonda, Chamunorwa	Financial Analyst	Accountant	Joined MDP 2000

**Table 7: MDPEA-Director's Time Management Analysis**

<b>Activities</b>	<b>Expected Time Allocation</b>	<b>Actual Time Allocation</b>
Professional Activities— e.g. Project Development	10%	30%
Internal Administration )	90%	40%
PR:Fund-Raising )		
PR: Representational— Diplomatic , )		
Governmental etc )		
	100%	100%

**Table 8: Preliminary Appraisal of MDP Internal Organization and Human Resources Management**

Strengths/Achievements	Weakness/Problem Areas
<ul style="list-style-type: none"> <li>• Established a credible, accountable, fairly well managed institution capable that has retained the confidence of international and many African organizations</li> <li>• Staffing: good regional balance, disciplinary diversity, professional mix, well qualified staff and gender balance</li> <li>• Staff development: easy access to World Bank training programs</li> <li>• Commendable strategy: use of donor resources to build Africa's institutional capacity to analyze and propose policy solutions, implement and evaluate them at least cost, using participatory mechanisms</li> <li>• Board commitment to local government transformation</li> <li>• Mobilization of interest and resources in decentralization</li> </ul>	<ul style="list-style-type: none"> <li>• Inadequate pool of staff i.e. Task Manager, Programme Assistant</li> <li>• Weak team spirit</li> <li>• Human resources management lapses in areas of motivation, (i.e. inadequate remuneration), evaluation, information sharing etc.</li> <li>• Problem of location and status</li> <li>• Strategy has elements that are controversial e.g. focus states classification of municipalities, which are never explicit. Also focus on municipalities LG is not clear. Strategy not explicitly used to inform project selection</li> <li>• Boar not to assist management</li> <li>• Ineffective linkages between program areas. Ditto for the management of the program</li> <li>• Many activities are not always followed through</li> </ul>

**Source: Mid\_Term Evaluation**

**Table 9: MDPEA—Phase 3 Major Revenue Sources 1998-2000**

Source	1998	1999	2000*	Remarks
World Bank Trust Funds				
Italy )	}370,000	}865,000	174,000	
Netherlands )	}	}	300,000	
Commonwealth LG Forum	154,609	131,842	145,249	
EDI	86,623	-	179,130	
Federation of Canadian Municipalities	25,842	41,184	50,420	
IDRC	109,647	126,098	20,000	
UMP	15,708	31,416	101,110	
Institute of Housing Studies	46,020	-	-	
Govt. of Finland			10,000	
DANIDA			20,000	
UNDP/PAC			10,000	
Consulting			10,000	
Municipal Counterparts			24,416	
Accumulated Surplus	128,380	305,888	-	
Total (Excl. Surplus)	808,449	1,234,808	1,187,046	

\* Estimates, not actual figures

**Table 10: A Preliminary Analysis of MDP—Organization, Resources Management and Activity Review (SWOT)**

Strengths/Achievements	Weakness/Problem Areas
<ol style="list-style-type: none"> <li>1. Vision and Mission widely respected as important by most actors</li> <li>2. Objectives have potential to contribute to realization of mission</li> <li>3. Program areas have potential to advance decentralization policy and impact</li> <li>4. Strategy is commendable: the use of donor resources to build Africa’s institutional capacity to analyze and propose policy solutions, implement and evaluate them at least cost, using participatory mechanisms</li> <li>5. Mobilization of interest and resources in decentralization</li> <li>6. Achievements include: <ul style="list-style-type: none"> <li>• Stimulation of policy debates on decentralization across the region to facilitate change management</li> <li>• Facilitated the analysis of sectoral issues –e.g. to improve services delivery and local government financing</li> <li>• Assistance to Municipalities in focus areas to develop special problem solving tools</li> <li>• Provision of an enabling environment for healthy debates between LG s and LG Associations resulting in more constructive engagement between central and local actors</li> <li>• Recognition of MDP as a credible and responsible organization capable of building international and interregional partnerships within and outside Africa on municipal development</li> <li>• Enhanced capacities of participating institutions</li> <li>• Provision of advisory services to LG s</li> <li>• Successfully stimulated demand for MDP’s services</li> </ul> </li> </ol>	<ol style="list-style-type: none"> <li>1. Mission not often consistently articulated. Also not widely imbibed by staff , clients and beneficiaries</li> <li>2. Objectives also not often consistently articulated. Objectives do not always inform project selection and management</li> <li>3. Strategy has elements that are controversial—e.g. focus states, classification of municipalities, which are never explicit. Also focus on municipalities or LG s not clear. Strategy not explicitly used to inform project selection</li> <li>4. Ineffective linkages between program areas. Ditto for the management of the programs</li> <li>5. Inadequate attention to global forces working for or against decentralization and how to assist central governments in making the linkages</li> <li>6. Major problem areas include: <ul style="list-style-type: none"> <li>• Poor marketing of MDP’s products</li> <li>• Many activities not always followed through</li> <li>• Erratic donor funding, cash-based management and serious fiscal and program delays</li> <li>• Problem of location and status (improving/improved?)</li> <li>• Poor publication profile</li> <li>• Weak effort at promoting partnership between public/private, NGOs and LG s cf. LGs and donors</li> <li>• Human resource management lapses in areas of motivation, evaluation, information sharing etc. Most problems due to unclear linkages between WBI, donors, ESAMI etc.</li> <li>• Board not able to assist management</li> </ul> </li> </ol>

<ul style="list-style-type: none"> <li>• Creation of an Information Center on Municipal Development</li> <li>• Attracted substantial resources from donors into African local governments</li> <li>• Established a credible, accountable, fairly well-managed institution capable that has retained the confidence of international and many African organizations</li> </ul>	
<p><b>Opportunities</b></p>	<p><b>Threats</b></p>
<ol style="list-style-type: none"> <li>1. Donors’ Interest in Decentralized Cooperation</li> <li>2. Growing Urbanization in the Region</li> <li>3. Registration/Institutionalization of MDP</li> <li>4. Goodwill from Donors , Development Agencies, National and Local Governments and NGOs could be tapped</li> <li>5. Africities (convergence between west and eastern African programs)</li> </ol>	<ol style="list-style-type: none"> <li>1. Competition from other agencies in the same field—e.g. universities and other NGOs e.g. UTO, IULA etc.</li> <li>2. Donor Fatigue and problem of excessive dependence on donor funding</li> <li>3. Policy Reverses accompanying democratic reversals in some countries or lack of democracy dividend</li> <li>4. Leadership changes in MDP or key partner organizations</li> </ol>

Source: Mid –Term Evaluation of MDP, May 2000

**Table 11: Analysis of MDP's Clients' Questionnaire Responses (August/September 2000)**

MDP ACTIVITIES	HIGH		MEDIUM		LOW		No Inform. to relate		Total No.	%
	No.	In %	No.	%	No	%	No	%		
<b>1.</b> Policy Research on Decentralization and Local Governance	45	<b>68%</b>	18	28%	-	-	3	4%	66	100%
<b>2.</b> Direct Support to Municipalities	33	50%	24	36%	9	18%	-	-	66	100%
<b>3.</b> Decentralized Co-operation	16	22%	30	<b>46%</b>	<b>15</b>	27%	5	7%	66	100%
<b>4.</b> Training in Inter-governmental Fiscal Relations, Management and Operations, Civil Participation	50	<b>75%</b>	17	25%	-	-	-	-	66	100%
<b>5.</b> Information Management & Dissemination	32	49%	19	29%	5	18%	3	4%	66	100%

Source: Field –work 2000

**Table 12: Respondents/Interviewees Perception of MDP's Strengths and Weaknesses**

STRENGTHS	WEAKNESSES
<b>Mission objectives are sound, huge market for its products/services</b>	<b>Non-utilization of institutions in various Countries concerned with local Governance issues.</b>
<b>It is not involved in political wrangling of the region and remains to focus on matters-professional and technical in Municipalities.</b>	<b>World Bank controlled and therefore donor driven.</b>
<b>It has broadened its scope beyond merely urban and district (rural) local governments.</b>	<b>Inadequate staff to carry out its mission-and lack of country offices</b>
<b>Home grown-interactive rather Prescriptive in approach.</b>	<b>MDP/ESA is handling too many issues at once.</b>
<b>Integrating research in policy advisory using participatory methodology.</b>	<b>Failure to remit financial support on time.</b>
<b>Wide network of contacts.</b>	<b>Lack of strategic plan known by client countries</b>
<b>Advocating participation of civic society in public affairs</b>	<b>Weak stakeholders participation in decision-making</b>
<b>Dealing in a very essential and unique Governance</b>	<b>Inability to cover and support more local authorities/municipalities</b>

**Source: Final Evaluation, MDP**

**Table 13: Evaluation of MDP Management –by Board Members**

Management Area	Rating	Achievements	Problems
<b>Board</b> <ul style="list-style-type: none"> <li>• Scientific Inputs</li> <li>• Contact with Donors</li> <li>• Contact with Clients</li> </ul>	2.25 2.75 3.25	It is believed that the board works much better now compared to its earlier years	The board could improve if it worked in unity rather than individually
<b>Management</b> <ul style="list-style-type: none"> <li>• Strategic Planning</li> <li>• Participatory Management</li> <li>• Decision making Style</li> <li>• Reporting Systems</li> <li>• Time management</li> <li>• Management of Stores &amp; Assets</li> </ul>	2.75 2.75 2.25 3 3 3	It is confirmed that MDP`s management has done a very good job for the organization	However it has to focus more on strategic issues rather than on day-to-day matters of technical importance
<b>Financial Resources</b> <ul style="list-style-type: none"> <li>• Fundraising</li> <li>• Budgetary Discipline</li> <li>• Accounting System</li> <li>• Auditing (Internal &amp; External Controls)</li> </ul>	2 3.25 3.25 3.25	MDP has not had sustainable and predictable fund, which is difficult for Budgetary management. Its fundraising performance is weak receiving the mark (2)	Without a sustained financial source it is difficult for MDP to be an effective organization in the region
<b>Human Resources</b> <ul style="list-style-type: none"> <li>• Motivation</li> <li>• Espirit de Corps</li> <li>• Professional Staff Adequacy</li> <li>• Supporting Staff Adequacy</li> <li>• Staff Development</li> </ul>	3 3 3.25 3.5 3	It has gender mix staff and capacity centered strategy. It has remarkable achievement considering a relatively small staff.	A very small staff compared to the enormous task it is handling. Needs additional staff at the Head Office

Source: Analysis of Questionnaire to Board Members

**Table 14: Choices Confronting MDP/ESA**

	<b>Option A</b>	<b>Option B</b>	<b>Option C</b>
1. Niche	Municipalities	All Local Authorities	Central Govts/ LAs/Municipalities
2. Organizational Type	Service Organization	Membership Organization	Service/Membership Organization
3. Ownership	National Municipal Associations/Donors	All LAs/Donors	Central Govts/Municipalities/ Donors
4. Programme Focus	Policy Research/ Specialized Training	Direct Service to LAs Decentralized Cooperation	Training in Fiscal Decentralization, Civic Participation etc.
5. Base of Operation	Harare/Regional Centers	Harare	Other Regional Centers
6. Geog. Coverage	All 25 Countries focus on municipalities and related orgs.	Focus 10 countries, all LAs	Progressively increase coverage of countries & municipalities
7. Revenue Base	Service, Grants, Membership Dues	Membership Dues	Service Charges, Dues, Grants

## **Appendix 1: Itinerary of Consultants**

July 27--August 6: Ethiopia (DO)

August 7-12: Uganda (DO)

August 13-16: Kenya (DO)

August 16-19: RSA (by PS)

August 17- 18: Zimbabwe (DO)

September 7-10: Zimbabwe (DO)

August 21-24: Namibia (DO)

September 12-14: Namibia (DO)

September 19-21: Malawi (DO)

## **Appendix 2: List of Persons Interviewed/Consulted**

### **Ethiopia**

Eng. Solomon Kassaye, General Manager, National Planning Institute

Ato Mathewos Theodorus, Director, Addis Ababa Master Plan Bureau

Deputy Minister, Federal Ministry of Works & Urban Development

Mr. Abuye Andey, Team Leader & Habitat Coordinator, Federal Ministry of Works & Urban Development

Mr. Fida, Vice Chairman, Addis Ababa Municipality

### **Uganda**

Dr. J. Kiyaga-Nsubuga, Deputy Director, Ugandan Management Institute

Mr. James Kalebbo, Director Ugandan Management Institute

Dr. David Odur, Chair, Ugandan Local Government Finance Commission

Ms. Diana Nyonyomtomo, Deputy Mayo, Entebbe Municipality

Mr. Sebastian Ocheng, Administrative Secretary of

Mr. Benjamin, Ministry of Local Government

Mr. Daniel Ssekiboobo, Consultant too Jinja Municipality (Revenue data base)

Prof. A.M. Balihuta, Makerere University, Kampala

Mr. Patrick N.Wanyeraw, Mayor, Mbale Municipal Council

Raphael Magyezi, Secretary General, Uganda Local Authorities Association (ULAA)

## **Kenya**

Ms. M.W. Thairu, Legal Adviser, Ministry of Local Government

Mr. O. Odipo, Secretary-General, Association of Local Authorities of Kenya (ALGAK)

Ms. Joyce Nyabura, ALGAK

Mr. Peter Aoga, ALGAK

Ms. Sarah, Architect, City Hall, Nairobi

Mr. F.M Ndoli

## **Namibia**

Professor G. Totemeyer, Deputy Minister for Ministry of Regional and Local Government and Housing

Mrs. Erica Ndiyepa, Deputy Permanent Secretary, Ministry of Regional and Local Government and Housing

Mr. Martin Shipanga, Executive Manager, Windhoek, Municipality

Mr. Cleophas Mutjavikua, HRM Officer, Windhoek Municipality

Professor G. Godana, Department of Economics, University of Namibia

Ms. Priscilla Beukes, Chairperson, Association of Local Authorities of Namibia (NALAN)

Mr. V. Hailulu, Consultant

Mr. E. Kaitjindi, Deputy Director, Municipal Development, Ministry of Housing, Regional and Local Governments

Mr. Matiti, Director, Regional, Local Governments and Traditional Authorities Coordination, MHRLG.

## **Ghana**

Mr. Samuel Woode, Director, Institute of Local Government Studies, Accra, Ghana

## **Zimbabwe**

Mr. Stephen Chakaipa, Deputy Secretary, Ministry of Local Government

Mr. Charles Katiza, Secretary General, AULA

Hon. Luke Mukungatu, Executive Mayor, Morendara Municipality

Mr. J.O. Mosuwo, Town Clerk, Marondera Municipality

Ms. Lucy Mkhadalia, Kwekwe Municipality

Dr. Tevera, University of Zimbabwe

Dr. Diana Conyers, Kariba

Dr. Desire Nsibanda, Director, ZIPAM

Prof. Wright, University of Zimbabwe  
Hon. James Bwerazuwa, Mayor of Gweru (by phone)

**Republic of South Africa (by Paul Smoke)**

Ms. Mou Charles, Urban Management Programme, East & Southern Africa  
Lydia Johnson, Chair, MDP, Kwazulu-Natal Legislature  
Vincent Maela, Emendo Inc.  
Gerson Masakona, Deputy Director in International Relations, Department of Provincial  
and Local Government

**International Organizations**

Dr. Kadmiel Wekwette, UNCDF, New York  
Prof. Ladipo Adamolekun, World Bank, Nairobi Office  
Prof. A.L. Mabogunje, Development Policy Center, Ibadan, Nigeria  
Ms. Cecilia Kinuthia, UNCHS, Nairobi  
Mr. Jean-Pierre, Elong-Bassi, Director, .MDP, West Africa Office, Cotonou  
Ms. Gertrude T. Mataranyika, Officer –in-Charge, Harare Office, ESAMI, Harare, Zimbabwe  
Mr. Peter Slits, Institute of Housing and Urban Development Studies, Rotterdam  
Mr. Tony Land, European Centre for Development Policy Management

**Donor Agencies**

Dr. Sandra Volbeda, Ministry of Foreign Affairs & Development Cooperation  
Mr. V. Vergara, World Bank Institute

***MDP***

Mr. G. Matovu, Director  
Prof. J. Materu, Senior Programme Officer  
Mrs W. Mulongo, Senior Programme Officer  
Mr. S. Mushamba, Senior Programme Officer  
Mr. .C. Nyamunkonda, Accountant  
Ms. Gertrude Ngenda, Regional Coordinator, SADC Regional Information Center  
Ms. Lillian Dzozo, Programme Administrator  
Tendai Mukunyadze, Receptionist

## Appendix 3

### MUNICIPAL DEVELOPMENT PROGRAMME, EASTERN AND SOUTHERN AFRICA: EVALUATION OF PHASE III PROGRAMMES

#### CLIENTS' EVALUATION QUESTIONNAIRE

Country:

Organizational Affiliation:

#### 1. Knowledge of MDP and Its Activities

a) How much do you know of MDP and its activities?

Nothing                  Very Little                  Little                  Much                  A lot

b) If answer to 1 (a) is not nothing, please indicate what you know of the organization and it's major activities:

#### 2. Contribution of MDP to Your Municipality (ies)

Would you say that your municipality/organization has benefited directly or indirectly from the activities of MDP?

Directly                  Indirectly                  Nothing

3. a) Highlight the major activities in which MDP is involved?

b) Which of the following activities are not undertaken by MDP?

i) Policy Research on Decentralization and Local Governance Yes/No

ii) Direct Support to Municipalities Yes/No

iii) Decentralized Cooperation Yes/No

iv) Training in Intergovernmental Fiscal Relations, management, and operations, civil participation in local governance Yes/No

v) Information Management and Dissemination Yes/No

c) If MDP is involved in delivering all of the above activities, how would you rank them in terms of your perception of their relevance to your work? (High, Medium, Low):

i) Policy Research on Decentralization and Local Governance...

ii) Direct Support to Municipalities...

iii) Decentralized Cooperation...

iv) Training in Intergovernmental Fiscal Relations, management, and Operations, civil participation in local governance...

v) Information Management and Dissemination....

d) If MDP has to drop two of these activities on account of its present capacity, which ones will you recommend to be dropped?

i)

ii)

4. What do you regard as the five major problems confronting your municipality (ies)?

a)

b)

c)

d)

e)

5. What is your organization doing to tackle these problems?

a)

b)

c)

d)

e)

6. In what way do you think that an organization like MDP can help to contribute to solving any or all of these problems?

a)

b)

c)

d)

e)

7.a) How much do you know of MDP's Needs' Identification Mechanism?

Nothing    Little    Much    Very Much

b) Do you think the present approach is adequate? Yes/No

c) If no, what changes would you suggest?

8. What do you consider to be the major strengths and weaknesses of MDP/ESA?

Strengths...

Weaknesses...

9. How can the weaknesses be tackled?

10. Should MDP be a political or technical institution or both?

a) Political

b) Technical

c) Political & Technical

11. MDP's Information Strategies

i) How do you rate the manner in which MDP disseminates information about itself and about its activities?

Very Poor

Poor

Fair

Good

V. Good

Excellent

ii) How could MDP improve its information dissemination?

12. Any other thoughts?

Thank you for your time

Please complete and return to:

D. Olowu  
Institute of Social Studies,  
P.O. Box 29776  
The Hague, Netherlands  
(Fax No: 31-70-4260799)

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**Appendix 5: List of MDP's Claims of Activities and Achievements (1991- 1999)**

1.	Kenya Local Government Finance Study Workshop	Sep. 1991
2.	Regional Training Strategy Workshop, Mombassa, Kenya	Oct. 1991
3.	IULA-AS Strategic Planning Workshop	Oct./Nov. 1991
4.	Mozambique Local Government Reform Workshop	Nov. 1991
5.	Support to Lilongwe City Council administration and management procedures for Low Cost Housing Schemes	April-July 1992
6.	Strategic Planning for Centre for Housing Studies, Tanzania	July-Sept 1992
7.	Local Government Policy Planning Workshop, Namibia	
8.	Support to Centro De Formacao- Strategic Planning	Sep.-Dec. 1992
9.	Local Government Decentralization Workshop for Uganda	Oct. 1992
10.	Development and Documentation of Regional Training Strategy Framework	April-July 1992
11.	IULA-AS development of implementation proposals	Mar./April 1992
12.	National Housing and Urban Development Policy Workshop for Mozambique	Oct. 1992
13.	Policy Research on Central/Local Relationships (country studies)	June 1992
14.	Institutional Strengthening of Staff Training College Malawi	Sep.-Nov. 1992
15.	Workshop on preparing business plans for Training Institutions	Aug.- Oct. 1992
16.	National training policy workshop for training of trainers	Sep.- Nov. 1992
17.	Support Zipam, Zimbabwe to strengthen Local Government policy	Aug.- Oct 1992
18.	Strengthening of Malawi Local Government Association of Municipalities	1993
19.	Training of Councillors and Implementers on the application of the Administration and Management procedures for the Traditional Housing Areas developed for Lilongwe City Council	
20.	Production of quarterly journal for Zimbabwe Urban Councils Association (UCAZ)	1993
21.	Training needs analysis for Councillors in Morogoro, Tanzania	1993
22.	Regional Workshop on Urban Poverty and Governance in Eastern and Southern Africa, Nairobi, Kenya	March 14-16
23.	National workshop on Decentralized Co-operation in Jinja, Uganda	June 13-14, 1995
24.	Capacity building for the Municipality of Mbale, Uganda- Support for and Institutional and Financial action plan	Aug. 15, 1995
25.	Support to Domboshawa National Training Centre to develop a training strategy and plan for local government in Zimbabwe	Aug.-Sep. 1995

26.	Regional workshop on Local Government Capacity Building through Education/Training in Mombassa, Kenya	Oct. 1995
27.	National workshop on Human Resources Policy Workshop, Nairobi, Kenya	November 1995
28.	National workshop on Decentralized Co-operation, Beira Mozambique	Nov. 29, 1995
29.	National workshop on Decentralized Co-operation, Windhoek, Namibia	Dec. 7-8, 1995
30.	Workshop on the development of national training policy for the Ministry of Local Government of Zambia, Lusaka, Zambia	Dec. 1995
31.	Institutional Strengthening for the Local Government Training Institute at Chalimbana, Lusaka, Zambia	Dec. 1995
32.	National workshop on Decentralized Co-operation, Dar Es Salaam, Tanzania	January 1996
33.	A Regional Seminar on Property Tax Administration in Anglophone Africa, Zimbabwe	March 4-7, 1996
34.	A Regional Planning Workshop a Methodological Framework for Compiling National Studies and Consultations on Local Government and Urban Poverty Reduction in Eastern and Southern Africa, Zimbabwe	July 27-28, 1996
35.	National Policy Study and Seminar on "Local Partnerships for Poverty Reduction: A Case Study of the Informal Sector as Key to Employment Creation in the Municipality of Jinja, Uganda	October 2, 1996
36.	National Study and Seminar on Factors that influence Effective Delivery of Municipal Services and Infrastructure in Zambia: A case Study of the Municipality of Kabwe, Zambia	Oct. 22, 1996
37.	National Study and Seminar on "Local Governments and Accessibility to Land for Low Income Housing in Malawi: The case of the Municipality of Zomba", Malawi	Oct. 23, 1996
38.	National Study and Seminar on "Partnerships in Housing Provision: A case Study of Cooperative Housing Initiative in the Cities Bulawayo, Harare, and Kwekwe, Zimbabwe	Nov. 2, 1996
39.	Regional Policy Seminar on "The Role of Local Government in Urban Poverty Alleviation in Eastern and Southern Africa", Zimbabwe	Nov. 11, 1996
40.	Induction Training Seminar for the newly elected Executive Mayors, Members of Executive Committee in Zimbabwe and Town Clerks of all cities and municipalities	April 2-3, 1996
41.	Induction Seminars (8) for newly elected councillors and chief officers in the	Apr.- Sep., 1996

	municipalities of Bulawayo, Harare, Mutare, Gweru, Chegutu, Chinhoyi, Chitungwiza, Kadoma, Kwekwe, Marondera, Masvingo, and Red cliff, and the small towns of: Norton, Kariba, Karoi, Rusape, Victoria Falls, Bindura, Hwange, and Epworth	
42.	Technical Assistance to the Malawi Government under the World Bank Funded Local Government Development Project	May 6 - 22, 1996
43.	Identification of Capacity and institutional development needs in Ethiopia and Mozambique under the Italian Decentralized Co-operation Programme	June/July 1996
44.	Development of socio-economic profiles on Mekele and Dessie (Ethiopia) and Maputo and Beira (Mozambique) for the Italian Decentralized Co-operation Programme	Nov.17-26, 1996
45.	A Seminar held in Rome to present and discuss the profiles of the selected municipalities in Ethiopia and Mozambique to participate in the Italian Decentralized Co-operation Programme	Sep. 26, 1996
46.	Needs Survey in Botswana to set the stage for the participation of an Integrated Strategic Development Plan for the Municipality of Kasene-Kazungula, Botswana	Sep. 2-10, 1996
47.	MDP mission to Tanzania to initiate studies and preparation of an Urban Development Policy for Tanzania	
48.	Mission to Uganda to rationalize activities on capacity building with the World Bank	Oct. 23-27, 1996
49.	MDP participated and made presentations in the IULA & Towns Development Workshop on Decentralized Co-operation that took place in The Hague	Oct 14-15, 1996
50.	MDP participated and made presentations in the Global Forum on Local Governance that was held in Gothenburg, Sweden	Sep. 23-27, 1996
51.	Publication of selected papers presented to the Regional Workshop on Urban Poverty	
52.	First Workshop on the FCM Zimbabwe/Canadian Partnership Programme, Canada	Jan. 18-19, 1997
53.	Second Workshop on the FCM Zimbabwe/Canadian Partnership Programme, Zimbabwe	Feb 24- 25 1997
54.	Experts Meeting for setting up a Local Government Information Centre for	Jan. 27-29,1997

	the SADC Region, Zimbabwe	
55.	Mission to Mozambique to finalize projects to be supported within the framework of the Italian Decentralized Cooperation Programme	Feb 17-March
56.	Participatory Workshop on mid-term evaluation of MDP Phase II, Zimbabwe	Mar.12-14, 1997
57.	Two Training Seminars on Financial Management for Chief Executive Officers and Finance Officers in the Namibia Local Authorities	Feb.25 Mar.1997
58.	A national Policy Seminar on "Local Government Reforms in Zambia: Assessing Opportunities and Needs	Mar.23-28, 1997
59.	Training Needs Assessment for Urban Local Authorities in Namibia covering the Municipalities of Walvis Bay; Swakkupmond, Hientis Bay; Usukos; Karibib; and Homaruru	Apr. 2-30, 1997
60.	Restructuring the City of Dar Es Salaam	April 7-May 18
61.	Launching of City Consultations on Urban Poverty and Governance- Karare City Council, Zimbabwe	April 1997
62.	Launching of City Consultations on Urban Poverty and Governance-Lusaka City Council, Zambia	April 1997
63.	Launching of City Consultations on Gender and Urban Development- City of Lilongwe, Malawi	April 1997
64.	A Workshop on Training Needs Assessment and Development of training programme for Town Clerks and Council Secretaries in Zambia in the Context of Local Government and Economic Reforms	April 28 1997
65.	A Workshop to finalize the preparation of a Corporate Plan for the Local Training Institute, in Zambia	Apr. 27-29, 1997
66.	Workshop on Urban Development Policy in Tanzania	May 12-14, 1997
67.	MDP 13 <sup>th</sup> Steering Committee Meeting, Tanzania	May 16-17, 1997
68.	Workshop in Intergovernmental Fiscal Relations in Eastern and Southern Africa: Opportunities and Obstacles for Improving Transfers and Revenue Sharing, Malawi	May 19-21, 1997
69.	A regional Workshop for Research on: i) Opportunities and Constraints for Local Government Economic Development within the Context of Structural Adjustment Programmes; and ii) Innovative Ways for Garbage Collection , Zimbabwe	July 3-4, 1997
70.	Training of Councillors from the City of Kwekwe	Jul. 28-31, 1997

71.	Training of Trainers for the Development of Local Integrity Systems in Africa, Zimbabwe	Aug 17-22, 1997
72.	National Study and Seminar to assess institutional and organizational reform in Councils and Indigenisation of the Economy in Zimbabwe	Dec. 2, 1997
73.	National Study and Seminar to assess the Opportunities for Local Government Economic Development within the Context of Economic Structural Adjustment Programme in Zambia	Dec. 21, 1997
74.	Launching of the Decentralized Programme between the Italian and Mozambican Municipalities in the field of socio-economic development. Projects initiated include: i) Rome-Maputo: Technical Assistance and Training in Water Supply and Solid Waste Collection in the Municipality of Maputo; ii) Genova-Beira: Upgrading and Resettlement of Over spill Population in the squatter settlements of Beira	In Progress
75.	Launching of the Decentralized Programme between the Italian and Ethiopian Municipalities in the field of socio-economic development. Projects initiated include: I) Montesilvano - Mekkele: Upgrading of an old Historic Neighborhood in the Central Area of the Municipality of Mekkele; ii) Biella – Dessie: Construction of a New market place in the Municipality of Dessie	In Progress
76.	Institutional Strengthening Workshop for Entebbe Municipal Council	May 8-9, 1997
77.	National Training Workshop in Namibia on Management of Local Government Finances	April 1997
78.	National Study and Seminar to develop Frameworks for Innovative Ways of Garbage Collection in Urban Local Authorities in Zambia	Dec. 21, 1997
79.	A national Study and Seminar on Opportunities and Constraints for Local Authorities Economic Development within the Context of Economic Structural Adjustment: A case Study of Six Centres in Tanzania	Feb. 5, 1998
80.	National Study Seminar to develop frameworks for Innovative Ways of Garbage Collection in Urban Local Authorities in Tanzania	Fe. 5, 1998
81.	National Study and Seminar to develop Frameworks for Innovative Ways of Garbage Collection in Urban Local Authorities in Zimbabwe	Feb. 12, 1998
82.	National Study and Seminar to develop Frameworks for Innovative Ways of Garbage Collection in Urban Local Authorities in Uganda	Initiated July 1998

83.	Regional Workshop on Women in Local Government, Harare, Zimbabwe	May 12-24, 1998
84.	National Workshop on Developing a Local Integrity System in Zimbabwe	May 21-22, 1998
85.	First International Summit of Local Governments (AFRICITIES), Abidjan, Cote d'Ivoire	Jan. 1998
86.	Regional Studies in five countries (Malawi, Tanzania, Uganda, Zambia, Zimbabwe) on: i) Local Economic Development within the context of Economic Structural Adjustment. ii) Innovative Ways for Solid Waste Management	Initiated in 1996
87.	Institutional Strengthening Workshop for Entebbe Municipal Council	May 28-29, 1998
88.	Finalization of the Integrated Strategic Development Plan for Marondera Municipality, Zimbabwe	1998
89.	Support for Institutional Development of Windhoek City Council, Namibia	Jul. 26-30, 1998
90.	Supervision Missions on Italian Decentralized Co-operation Projects in Mozambique and Ethiopia	1998
91.	International Meeting on Decentralized Co-operation in Strasbourg, France	Nov.21-22, 1998
92.	Symposium on Education and Training for Local Government, Durban]	Mar. 4-7, 1998
93.	Participation in Regional Workshop on Public Expenditure Analysis and Management, Harare, Zimbabwe	Jul. 7-17, 1998
94.	Consultative Meeting on the Implementation of Local Action in Tanzania	Mar.19-20; 1998
95.	AWEPA Workshop on Local Authority Management, Policies and Practices, Windhoek, Namibia	May 11-15, 1998
96.	HIS/MDP Refresher Course for Southern Africa: Current Priority Issues in Management of Urban Development, Harare, Zimbabwe	Oct. 5-16, 1998
97.	Methodological Workshop on IDRC Funded Research Activities	Nov.10-12, 1998
98.	Regional Studies in five countries (Malawi, Tanzania, Uganda, Zambia, Zimbabwe) on: i) Managing interface between Municipalities and their surrounding District Councils. ii) Civic Education for Effective Local Government and Development. iii) Developing an Action Plan Environmental Management Services in Peri-Urban Communities: Linkages to Poverty Alleviation	Initiated in 1998
99.	Research on Fiscal Decentralization using Namibia and Zimbabwe as pilots	Launched in Apr
100.	Consultative Seminars on Fiscal Decentralization (Namibia and Zimbabwe	Apr.-Jun.,1998
101.	Pilot Regional Core Course on Intergovernmental Fiscal Relations and Local	No. 30 - Dec.5,

	Financial Management in Eastern and Southern Africa, Harare, Zimbabwe	1998
102.	Regional Workshop on Decentralization and Establishment of Local Integrity Systems in Eastern and Southern Africa, Durban, South Africa	Nov.18-20, 1998
103.	Training of newly elected Councillors for the city of Windhoek	Mar.11-14, 1999
104.	Training of newly elected Councillors in Maputo	Mar.18-20, 1999
105.	Mission in Uganda to assess capacity building needs for Uganda, Ministry of Local Government	Nov.14-21, 1998
106.	Executive Development Training Programme for Council Chief Executives in Zambia	Apr. 19-23, 1999
107.	Workshop on Strategic Planning for the City of Windhoek	Nov.23-26, 1998
108.	Workshop on Preparation of an Integrated Strategic Plan for the Municipality of Dessie, Ethiopia	Mar.29-31, 1999
109.	Performance Analysis and Value for Money Audit in the City of Kwekwe and Municipality of Marondera	Sept. 1999-
110.	Supervision Mission for Italian Decentralized Cooperation Projects in Ethiopia and Mozambique	Mar.16-20, 1999
111.	National Workshop on Decentralized Cooperation and Joint Action in Kenya	Sep.22-23, 1998
112.	National Workshop on Decentralized Cooperation and Joint Action in Malawi	Oct. 5-6, 1998
113.	MDP/UMP City Consultations on Women and Development in Malawi	Jan. 21-22, 1999
114.	Participation in UMP Workshop on Mainstreaming Urban Poverty Reduction in Sub-Saharan Africa, Nairobi, Kenya	Sep.21-24, 1998
115.	Participation in UNCHS Sub Regional Capacity Building Strategy Workshop on Management and Leadership of NGO/CBO and NGO/CBO-Local Government Collaboration in the Sub-Saharan Countries, Nakuru, Kenya	Nov.23-28, 1998
116.	Preparation for AFRICITIES 2000	Initiated 1999
117.	Participation in World Bank Supervision Mission: Swaziland Urban Development Programme	May 17-25, 1998
118.	Launch Meeting on the Establishment of Local Integrity Systems through Service Delivery Surveys for the Municipalities of Gweru, Masvingo, Kadoma, Chinhoyi	July 15, 1999
119.	Launch Meeting on the Establishment of Local Integrity Systems through	Aug. 29, 1999

	Service Delivery Surveys for the Municipalities of Livingstone and Mufulira, Zambia	
120.	Preparatory Phase Meetings on the Development of an Integrated Strategic Plan for Kabwe Municipality, Zambia	Aug.25-26, 1999
121.	Missions for Launching of Strengthening Civic Participation in Municipal Governance (Mozambique, Tanzania, Uganda, Zambia)	Aug.-Sep., 1999
122.	Launching of SADC Regional Information Center, South Africa	Jul. 26-27, 1999
123.	Regional Workshop on Experiences of Integrated Strategic Plans, Ethiopia	May 17-21, 1999
124.	AFRICITIES 2000 Executive Committee Meeting, Namibia	Sep. 1999

### **Overall Achievements of the program since its Inception through the Various Components**

The Programme has through its activities:

- Extended the debate on decentralization and local government issues across the region and sectors, resulting in better understanding of how to manage change, foster good governance and related reforms.
- Facilitated an extensive and solid analysis of sectoral issues such as improved service deliveries, financing local governments from there perspective of beneficiaries and local practitioners resulting in informed decision making
- Assisted local governments to develop specific problem-solving tools and how to apply them in carrying out their mandates.
- Assisted local governments to develop specific problem-solving tools and how to apply them in carrying out their mandates.
- Helped to establish an enabling environment for local government by supporting policy level interventions. Policy debates generated by local governments and their associations have resulted in positive and constructive engagement between central governments and local actors.
- Brought to the fore value adding local initiatives that would otherwise go unattended to for lack of alternative sources of financial and technical support. MDP-ESA provided critical assistance at strategic points through a sequence of operations.
- Cultivated a sense of ownership and commitment through participatory processes in planning, budgeting and problem-solving that has contributed toward sustainable and cost-effective interventions.
- Developed a niche in the region as a hands-on capacity building and development agency that seeks to improve the quality of life of local communities.
- Gained recognition as a credible and respectable organization capable of building cohesive partnerships and networks that respond to regional challenges effectively.
- Managed to establish a network of partners dealing with decentralization, local government capacity building and local economic development issues.

## Appendix 6: Declaration of Ministers of Local Government, Victoria Falls 1999<sup>7</sup>

### **Central Government Objectives:**

- The Decentralization process should be further developed and put on the agenda of OAU, ECOWAS, SADC, COMESA and ECA in order to promote awareness and communication and facilitate ownership of shared vision by the member states.
- The purpose of decentralization should be to devolve power and responsibility to the lower echelons, promote local democracy and encourage good governance.
- There is a shared vision of the basic principles for decentralization on the African continent.

### **Sub-National Government Finance:**

- The revenue base of the sub-national governments should be enhanced-innovative sources of local revenues should be identified.
- Land and property tax should constitute the key sources of local government revenues.
- Decentralization should include the provision of access to the resources need to execute the above powers and functions efficiently and effectively, including financial and manpower resources.

Financial resources should be available to local authorities in a manner that is reliable, adequate, predictable, transparent, accountable, sustainable and equitable.

### **Infrastructure and Service Provision:**

- The objective of decentralization is to improve the quality of the life of the people
- The main priority should be to improve the ISP in the rural areas.

### **Regulatory framework:**

- The legal framework governing sub-national government should be improved.
- The legal safeguards to protect the gains made so far in the decentralization process in order to ensure the sustainability of the process should be strengthened.
- The basic components of a decentralized system of local government should be enshrined in the constitution.
- Legal provisions and mechanisms must be in place to facilitate effective and equitable sharing of resources.

### **Institutional Framework:**

- The bureaucratic and fragmented structures should be made more efficient, and the bureaucratic barriers eased.

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<sup>7</sup> The Victoria Falls Meeting was a preparatory meeting for the AFRICITIES 2000 and was attended by ministers and representatives from ministries of local governments from 15 countries, among them 5 out of the case study countries. The Victoria Falls Declaration-Ministers' Conference on "Challenges Facing Local Governments in Africa in the 21<sup>st</sup> Century", September 20-24, 1999 Kingdom Hotel, Victoria Falls, Zimbabwe.

- The political will to improve the situation should be strengthened.
- The skills, knowledge, attitudes, organizational and management systems at the sub-national government level should be improved- appropriate capacity building programmes should be put in place.
- The present planning systems are weak- local governments at appropriate levels should implement policies and programmes for economic development, priority being on modernization of the productive sectors and improvement on the conditions in the rural areas.
- The monitoring processes of decentralization should be strengthened.
- The formation and strengthening of national associations of local government in the countries should be supported in order to promote networking and information exchange between local government institutions and to enable local authorities to speak with one voice.
- Exchange programs between African countries should be supported.
- Steps should be taken to promote information sharing and encourage the development of systems for information dissemination through the compilation of a common directory of local government contact persons and different systems of local governments.
- Recognition should be given to the role that the traditional leaders, wherever they exist, play in the process of development.
- Effective institutions for auditing and monitoring should be put in place.
- Local government financing and management practices should be consistent with the national macro-economic policy.

#### **Citizen Participation:**

- The public image of the sub-national governments should be improved.
- Strengthened citizen participation in civic affairs and improved efficiency, accountability and transparency in infrastructure and service provision should be sought.
- Decentralization should be local government structures, which are representatives of and accountable to all sectors of the local participation, including marginalized and disadvantaged groups.
- Decentralization should be to levels of local governments' structures that enable effective community participation in local governance.
- Local governments should adopt participatory planning and budgeting process.

#### **Overall Capacity of the Sub-national Governments:**

- Service provision should be done at the governmental levels closest to the citizens.
- Decentralization should involve transfer to local government institutions of those powers and functions necessary to enable them to: 1) improve services for the local population efficiently and effectively, 2) provide a conducive environment for local economic development and 3) develop and manage local resources in a sustainable manner.

#### **Creditworthiness**

- While not mentioned as an explicit objective in the Summit Declaration, improved SNG credit worthiness is assumed to be an underlying development objective of many of the other more specific objectives.

## **Appendix 7: List of MDP (Draft) Publications**

1. Report on the Executive Development Programme for Council Chief Executives in Zambia: Mukuba Hotel, Ndola, Zambia, 19-23 April 1999
2. Fiscal Decentralization in Namibia, September 1999
3. Draft Report on Strengthening Civic participation in Municipal Governance: The Case of Zambia
4. Civic Education and Local Governance: The Case Studies of Civil Society in Zimbabwe
5. Draft Report on Intergovernmental Fiscal Relations and Local Financial Management Course for Sub-Saharan Africa, Jinja, Uganda, 6-10 December 1999
6. Improving Services Delivery in Local Authorities: The Case of Strengthening Accountability and Transparency in Housing Service Delivery in Municipality of Chinhoyi, Zimbabwe *Draft Report*
7. Strengthening Civic participation in Municipal Governance: The Case of Dodoma and Mbeya Municipalities in Tanzania *Draft Report*
8. Improving Services Delivery in Local Authorities: The Case of Strengthening Accountability and Transparency in Waste Management In Municipality of Chegutu, Zimbabwe *Draft Report*
9. Activities for 1999/2000
10. Managing the Interface between Urban and District Councils in Uganda **Final Report**
11. Managing Performance Analysis/Value for Money Audit Municipality of Marondera *Draft Report*
12. Civic Education for Effective Local Governance in Zambia *Draft Report*
13. Managing the Interface between Municipalities and their Surrounding District Councils: A South African Case Study in the Western Gauteng Services Council
14. Regional Report on Decentralization , The Case of Uganda
15. Decentralization of Government in Botswana
16. Decentralization: The Zambian Experience
17. Decentralization: A Zimbabwe Experience
18. Civic Education for Effective Local Governance in Zambia
19. Managing the Interface between Urban and District Councils in Uganda *Preliminary Report of the Baseline Survey*
20. Evaluation of Project CDC/1977/13-1: 'Good Governance at Local Level: participatory municipal administration capacity building programme (Southern Africa)
21. Challenges Facing Local Government in Africa in the 21<sup>st</sup> Century
22. Minister's Conference on Challenges Facing Local Government in Africa in the 21<sup>st</sup> Century: Case Study of the Ugandan Practice of Local Government Financing, successes and failures, enabling and disabling environment, and innovations

23. Minister's Conference on Challenges Facing Local Government in Africa in the 21<sup>st</sup> Century: Decentralization: A Conceptual Analysis
24. Minister's Conference on Challenges Facing Local Government in Africa in the 21<sup>st</sup> Century: Designing , Setting Policy Framework, and Institutional Arrangement for Effective Fiscal Decentralization Analysis
25. Improving Services Delivery in Local Authorities: The Case of Strengthening Accountability and Transparency in Housing in the Municipalities of Kwekwe and Marondera Zimbabwe
26. The Regional Information Center of Local Government Library Database
27. Innovative ways of Solid Waste Management Case Studies of Tanzania, Zambia and Zimbabwe
28. Report on the Regional Workshop on the Decentralization and Development of Local Integrity Systems in Sub-Saharan Africa, Durban, South Africa
29. Managing Training Team Building for Elected Leaders and Council Officials, Manzini City Council, December 1999
30. Management Performance Analysis/Value for Audit for Money Audit, City of Kwekwe, Zimbabwe, March 2000
31. Assessment of Habitat Needs in Mtandile/Mtsiliza (Area 57), Lilongwe City, Plan International Malawi, Wycliffe Chilowa & Aggrey J. Kawonga
32. Improving Services Delivery in Local Authorities: The Case of Strengthening Accountability & Transparency in Housing in the Municipalities of Kwekwe & Marondera, Zimbabwe
33. Management of Environmental Services in Peri-Urban Community: Linkage to Poverty Alleviation: A Case Study of Block-L Mbezi Beach Community in Dar-Es-Salaam, Tanzania, by Dr. Mugassa S. Rubindamayugi
34. Strengthening Civic Participation in Municipal Governance: The Case of Zambia
35. Final Version of the Study on "Strengthening Civic Participation in Municipal Governance in Mozambique", Irae Baptista Lundin
36. Strengthening Civic Participation in Municipal Governance- Proceedings of the Regional Workshop in Harare, Zimbabwe, 3-6 December 1999
37. Improving Services Delivery in Local Authorities: The Case of Strengthening Accountability & Transparency in Housing Service Delivery in the Municipality of Masvingo, Zimbabwe
38. Women in Local Government in Eastern & Southern Africa
39. Local Economic Development: Case Studies of Tanzania, Uganda & Zimbabwe
40. Improving Services Delivery in Local Authorities: The Case of Strengthening Accountability and Transparency in Billing Systems in the City of Gweru, Zimbabwe, ***Draft Report***
41. Ministers' Conference on Challenges Facing Local Government in Africa in the 21<sup>st</sup> Century: Selected Case Studies on the Practice of Decentralization in Africa, ***Dele Olowu, ISS, The Hague***

42. Ministers' Conference on Challenges Facing Local Government in Africa the 21<sup>st</sup> Century: Case Study on The Ugandan Practice of Local Government Financing- Successes & Failures, Enabling & Disabling Environment, & Innovations, *Zerubabel Ojoo, Management Systems, Uganda*