

ANNUAL REPORT

AFRICAN LOCAL GOVERNANCE PROGRAM
(ALGP) – PHASE II

APRIL 1, 2004 – MARCH 31, 2005

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By
International Centre for Municipal Development (ICMD)
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1.0 Introduction

The Federation of Canadian Municipalities (FCM) and its African partners carried out the work plan for the period April 1, 2004 and March 31, 2005 in accordance with the provisions of the African Local Governance Program (ALGP) Contribution Agreement signed March 11, 2003 between FCM and CIDA and amended February 27, 2004.

2.0 Contextual Highlights

Ghana: National elections were held in December 2004 with no change in the ruling party or President. However, after five months, final appointments of Mayors/District Chief Executives have not been finalized. All are acting and many have double functions, thus hindering movement on many projects. Twenty-eight new districts have been established and NALAG is assisting in their set-up and building capacity on roles and responsibilities.

The Local Service Act was passed by Parliament and is guiding decentralization of human resource authorities to District Assemblies that will now require HR capacity development support. Slow implementation of decentralization policy is partly due to hurdles in central processes involving the Presidential Advisory Committee, Ministry of Finance and Local Government and Rural Development (MLGRD).

Donors continue to support and are increasing financial support for decentralization, e.g. the US is establishing sister cities, DFIF has a program with Districts, VNG has a new program on local revenue generation, GTZ is working on poverty mapping and property database development (land tax system) and DANIDA is funding activities around District Assembly Common Fund (DACF). CIDA's bilateral program is expected to increase substantially in 2006 concentrating on interventions that reinforce local ownership and more effective local systems for the poorest communities, especially those in northern Ghana.

Mali: In March 2004, the Donors' Roundtable Meeting on Mali, in support of the country's PRSP, stressed that the implementation of the decentralization process must be accelerated and urged the government to facilitate de-concentration of relevant structures, transfer of resources and capacity strengthening efforts. The need to ensure coherence between national sectoral policies and the programs and priorities of local authorities was also highlighted.

Mali held local elections in 703 communes across the country on May 30th 2004. Elections were generally recognized as being free and fair, with a 43% participation rate overall (considerably lower in the District of Bamako at 24%) up from 38.4% in the previous communal elections of 1999. The turn around rate was enormous as close to 80% of incumbents were not re-elected. This signifies a major need for training of newly elected local officials. About 700 women were elected councilors within a total of approximately 10,000 communal councilors around the country. Seven women (out of

703 communes) were elected to the position of Mayor by their peer councilors, up from 5 in the previous local elections.

A National Workshop on the transfer of responsibilities and resources from the State to Local Authorities took place from October 18 to 21, 2004, in Bamako. Held under the auspices of the Ministry responsible for local government (Ministère de l'administration territoriale et des collectivités locales-MATCL) and supported by Dutch Cooperation, the workshop involved all the main stakeholders of the decentralization process and made a series of recommendations aimed at ensuring that the transfer process becomes effective by 2007 and focusing on four aspects of its' "operationalisation": human resources, material resources, financial resources and required institutional set up for effective implementation.

Four years after its creation, the "Association de Municipalités du Mali" (AMM) held its first regular Congress to renew its governance structures on December 16th and 17th in Bamako. Using a revised and updated constitution for the association that was approved during the Congress, a new national Board of Directors of 28 members was elected for the association, with Mr. Abdel Kader Sidibé, Mayor of the Commune III of Bamako, as its new President. The "Journée Nationale des Communes" (JNC) immediately followed the AMM's Congress on December 18th. This event, which regroups more than 1500 participants, including almost all Mayors and many other decentralization stakeholders, was held for the first time outside of Bamako in the rural Commune of Sanankoroba. A long-standing partner with Canadian municipalities (Ste-Elisabeth and the MRC de D'Autray) under FCM's MPP program, it was chosen to highlight its' many accomplishments over the years, including in the area of land use planning, water evacuation, local economic development and community organization and involvement. As he does every year, the President of the Republic was present to preside over the event.

On February 24th and 25th, 2005, les "journées de la consultation sectorielle sur la décentralisation" (Days of Sectoral Consultation on Decentralization) were held in Bamako. As stated by the Minister of territorial administration and local authorities, the meeting provided an opportunity for all participating stakeholders to do a critical review of the state of decentralization in Mali in order to identify appropriate solutions to the difficulties that the process is currently experiencing. The Prime Minister highlighted the importance of the role of decentralization for local development and tackling poverty. To this effect, the country has developed a strategy based on four types of interventions: consolidation of the democratic process and improvement in public service delivery, human resources development through a better access to basic social services, infrastructure improvement and development of the productive sectors and promotion of the private sector.

Mozambique: During the past year, local officials elected in the November 2003 local elections settled into their functions. During that election, FRELIMO, the party in power at the national level, was victorious in 28 of the 33 municipalities. Mozambique held National elections were held in early December 2004. FRELIMO, the party that has been

in power since independence in 1975, was returned to power with a new President, Mr. Armando Guebuza.

In April 2004, the Ministry of State Administration held a national meeting involving representatives from all 33 municipalities to discuss issues related to the decentralization process in the country. Information from this session will be used as input to the ALGP national consultation and strategy development work in Year 2.

On October 11-12, 2004 and with ALGP support and participation (MDP, FCM), the National Association of Municipalities of Mozambique (ANAMM) held its inaugural Congress in the City of Quelimane, Zambezia Province. More than 150 local elected officials, representing all 33 municipalities, were present and adopted the statutes of the new association, elaborated during the preceding months through a participatory process done on a regional basis. On that occasion, the Board of the new association was also elected, with the Mayor of Maputo, Mr. Eneas da Conceiao Comiche, being elected as President. The seat of the new association is to be located in the City of Matola, Maputo province.

Tanzania: Tanzania's Local Government Reform Program completed its first five-year phase and is under review by the government and contributing donors. Local governments participating in this program should have completed the 17 steps of the restructuring manual. The next steps will involve support to participating councils to implement the results and begin a new five-year phase with additional councils.

In June 2004, the government of Tanzania abolished numerous local revenue sources leaving local authorities severely constrained in effectively delivering services to its populations and with an urgent need to devise revenue mobilization strategies. ALAT is lobbying central government for a replacement grant for local authorities.

The law recognizes 10,000 village councils in Tanzania as "government". Village level elections took place for the first time in November 2004. National elections are scheduled for October 2005 and the current President has announced he will not run again.

ALAT amended its constitution at the 2004 annual meeting to formally include village councils in their membership. There is now a need to increase awareness of local governance and decentralization and to mobilize participation in these processes among their expanded membership.

3.0 Activities and Results (April 1, 2004 – March 31, 2005)

3.1 Activities/Results Table

Organized according to the Work Breakdown Structure (WBS), Annex A provides a summary table of expected and progress towards/actual outputs as well as planned and actual activities with variances for FY2004-2005

3.2 ALGP Highlights – 2004-2005

Over the past year, ALGP operations were mobilized and program implementation began. Some highlights:

- In May, ALGP partners worked together in Paris following the launch of United Cities and Local Governments (UCLG), first in a Program Technical Committee workshop, then in the first Joint Program Steering Committee meeting to finalize the 2004-2005 work plan and budget, clarify program management roles and responsibilities, elaborate the knowledge management/communications section of the Program Implementation Plan (PIP), identify training and capacity development needs and to develop guidelines for operating the Regional Technical Assistance Funds. A follow-up Program/Project Operations and Management workshop was held in Ottawa in late October/early November and attended by program, finance and knowledge management personnel from national associations in Ghana, Mali and Tanzania and by representatives from MDP, PDM and FCM as well as CIDA for some sessions.
- Concerted efforts were made over the past year to accelerate Mozambique's active participation in ALGP, beginning with a June Mozambique mission to Canada that included MDP's assistance and participation. The mission assisted in introducing Mozambicans to the Canadian municipal system and to the role of FCM as a national association. Participants made visits to three Canadian municipalities that emphasized selected topics of interest. This was then followed-up with a mission by FCM and MDP to Maputo to assist with planning for next steps. It was during this mission that Mozambique announced their decision to launch the new national association of local authorities. This development required a shift in the 2004-2005 work plan for Mozambique and subsequently, FCM and MDP provided direct support for the launch of the new national association in October. By the end of the year (March 2005), the Secretary General had been appointed and an office was being set up.
- Implementation a number of capacity building initiatives began including creating a Knowledge Management Unit with a new knowledge management officer in MDP and establishing terms of reference for an association capacity building training program in Tanzania. PDM began planning for strengthening its knowledge management capacity as well and will support AMM and NALAG to do the same. ALAT focused on securing more knowledge and skills in policy advocacy. Twelve ALAT members and staff completed a one-week program that resulted in new knowledge and skills and a draft national association policy advocacy strategy/plan.
- Collaborative work between national associations and other decentralization and local governance stakeholders took place in Mali where AMM participated in decentralization dialogue opportunities and contributed to a new training curriculum for newly elected officials being developed by the central government. Ghana inaugurated an ALGP Partners Group and adopted an action plan that will guide work

around increasing revenue at the local level as well as increasing external financial inflows to MMDAs through a variety of mechanisms. ALAT secured agreement from PO-RALG to initiate a similar group.

- By the end of the year, six ALGP municipal-based pilot projects were underway or being planned: In Ghana: Sunyani and the Regional District of Nana Nkwame Ninsin are working on waste management and community participation; Suhum Kraboa Coalta (SKC) District Assembly and a Canadian municipality will work on a jointly selected issue. Wa and Winkler, Manitoba have been selected for a partnership. In Tanzania, Tabora and Hinton, Alberta are working on decentralized participatory planning at the village council level. Dodoma and St. Albert, Alberta have selected financial management and financial database development and Mbeya will work with a Canadian municipality - to be confirmed shortly - on women and economic empowerment. For information, nine additional municipal projects in Ghana, Mali and Tanzania under FCM's Municipal Partnership Program (MPP) will complement ALGP projects and provide a larger pool for local governance knowledge sharing and best practice development.
- A knowledge management/communications strategy was collaboratively drafted by PDM, MDP and FCM with partner input. An ALGP e-newsletter went into publication in Q2 and a jointly selected ALGP logo is making its debut at the Pretoria partners' meetings. African local governance issues were highlighted in FCM's Crossroads and Forum publications.

3.3 Cross Cutting Themes

MDP launched a project on innovative practices in mainstreaming gender at the local level – initial research is complete and will be widely shared at a regional workshop in the coming months. In Ghana, a Women's Caucus was set up to advise the NALAG Board of Directors and an action plan for 2005 adopted. FCM is setting up a "live case study" on the ALGP section of its website to follow the progress of the caucus and it is hoped that similar caucuses will be set up under ALGP in other national associations.

A scan of most innovative, best practice municipal level responses to HIV/AIDS was completed by MDP in the latter half of the year that included four case studies from Manzini, Swaziland, Abidjan, Cote d'Ivoire, Blantyre, Malawi and Msunduzi, South Africa. In Year 2, additional case studies will be added and results shared through an ALGP knowledge-sharing and learning forum. The FCM Africa team participated in a Q4 workshop along with additional resource people to review the MDP scan, take stock of the current situation vis a vis municipal responses to HIV/AIDS in Africa and to identify opportunities for further involvement.

A working session on ALGP's strategy for both gender and HIV/AIDS will take place in May when partners convene for the founding congress of UCLGA in Pretoria.

3.4 Unexpected Activities and Achievements

Not unexpected but changed activity: A Women's Caucus was set up within NALAG. The caucus' first objectives are to lobby for 40% of appointed officials in Ghana to be women and to have a woman elected as 1st Vice President of NALAG during the association's next elections.

At the request of the Ministry and UNESCO, AMM supported and participated in a Train the Trainers program focused on human rights, good citizenship and local democracy that was attended by prospective trainers from civil society, central and local government. AMM also facilitated the updating and development of three key management and administrative tools for use by commune officials.

At the request of the Minister of Local Government of Kenya, CIDA and FCM agreed to support the launch of Africities 2006 through ALGP. The activity, facilitated by MDP, brought together Ministers of Local Government from Kenya, Seychelles, Tanzania and Uganda as well as Permanent Secretaries/other senior representatives of local government and the boards of the respective national associations. In all, 19 people attended the consultative meeting in November. Ministers agreed to request support from CIDA subject to further dialogue on a variety of suggested areas.

Several expected opportunities arose for FCM/Africa Team to provide input and/or lobby for local governance strengthening in Africa. Input was provided to both Foreign Affairs Canada and CIDA on their respective HIV/AIDS strategies and on a new UNAIDS HIV/AIDS prevention strategy through the Minister of International Cooperation who sits on their program committee. With the participation of Mike Badham, FCM informally provided input to the Blair Commission for Africa through Canada's Minister for Finance, Ralph Goodale. And FCM submitted concept papers to the Canadian government on local governance and private sector development and on strengthening municipal responses to HIV/AIDS in the hopes of securing funds to complement initiatives under ALGP.

4.0 Program Management/Performance

Contribution agreements and financial transfers to enable partners to begin implementation were completed later than anticipated resulting from FCM's revision of contractual tools as well as other events, e.g. the Mozambique mission in June, overseas missions in July and also staff absences due to summer vacations.

In Q1 and Q2, program management structures and roles were finalized, financial transfers completed and equipment and training needs confirmed within the national associations of local authorities in three of the four ALGP countries – Mali, Ghana and Tanzania. Missions were made by FCM program personnel to all countries and regional/continental partners during the year to support ALGP program/pilot projects start up and discuss issues of mutual interest with partners.

Program management processes/tools were developed and introduced by FCM (annual work planning and budgeting, project activity planning and budgeting sheets). These have begun to be used but not consistently.

Work plan and budget modifications were developed and discussed with CIDA for Mozambique and also for a partner program management training that took place in Ottawa from October 31 – November 5, 2004. Program, financial and knowledge management personnel from the national associations in Ghana, Mali and Tanzania and from regional organizations, PDM and MDP participated.

The 2004-2005 work plan was not precise in designating the quarter in which activities were to occur causing difficulty in projecting needed funds and reporting on variances. This lesson from work to date was incorporated into annual work planning for Year 2.

In August, at CIDA's request, Raymond Chabot Grant and Thornton conducted a financial audit on FCM's management of financial contributions for the period March 13, 2003 to July 31, 2004. Only \$264.00 on \$1.2 million was disallowed.

No major management problems or risks were encountered during this period. However, two issues need ALGP partner discussion. At year-end, we have not yet succeeded in implementing an effective reporting (financial and narrative) and financial transfer cycle. We are also carrying over a number of 2004-2005 activities into Year 2 and must confirm with partners that we will be able to complete these along with new activities. This is a concern as a number of key regional events are planned for next year.

5.0 Outreach

An ALGP e-newsletter and an initial distribution list were finalized and the first newsletter was produced and disseminated in late September. With a few exceptions, the newsletter is being published every six weeks.

The Deputy Director and Head of Training from the Direction nationale des collectivités (DNCT) from the Ministry responsible for municipal affairs in Mali – Ministère de l'administration territoriales et des collectivités locales – were observers to the ALGP Program Technical Committee and Joint Program Steering Committee meetings in Paris.

Tripartite coordination discussions were also held during the Paris meeting between FCM, AMM and VNG, the national association of municipalities in the Netherlands. Follow-up discussions took place in Africa.

Discussions were held in August with SNC Lavalin and a Ghanaian firm, Goriba Associates, on the potential for collaboration on water and sanitation system development in Ghana. This has not gone forward by year-end despite several attempts to continue discussions both in Canada and in Ghana.

FCM collaborated with the Swiss Development Corporation (SDC) in Mozambique on planning the launch of the new association of local authorities there and sought assistance from CIDA's Program Support Unit (PSU) to transfer funds for the launch.

Although not funded by ALGP, representatives of AULA, AMM, ALAT, NALAG, PDM AND MDP as well as Carol Kardish, ALGP Project Manager attended the World Urban Forum in Barcelona during Q2. Participants were involved in networking and/or dialogue sessions and attended a pre-Africities 2006 launch dinner. Carol Kardish attended the Commission on Africa networking session and UN-AMICAALL facilitated session on HIV/AIDS. She also held a working session with Mina Meyerstein-Bail, Director of UN-AMICAALL with the aim of developing joint initiatives. There will be three significant opportunities to promote ALGP and its results during 2006 through three major conferences: Africities (Nairobi), World Urban Forum (Vancouver) and HIV/AIDS (Toronto). Discussions on how this will be done began when partners were in Ottawa for the program management workshop and will be finalized at the May Program Steering Committee.

FCM placed two interns in collaboration with the Canadian Institute of Planners (CIP) in Q2, one, a Nigerian Canadian planner, to work on a municipal plan in a district in Ghana and the second in the Water, Sanitation and Information Branch of UN-Habitat based in Nairobi in August. This intern worked on various projects – mostly related to watershed issues around Lake Victoria, the Mekong River Consortium and Ethiopia within the framework of the Water for African and Asian Cities programs. This link may have connections and/or benefits for ALGP in future. See Annex A for comments on links to other projects and activities.

The FCM Africa Team participated in a CIDA sponsored program for African journalists in Ottawa. This provided an opportunity to share ALGP objectives and activities and to provide the relevant journalists for contact information for partners in each country. Journalists were encouraged to contact national associations/regional organizations for first hand "stories".

6.0 Beneficiaries

The main beneficiaries during 2004-2005 were the ALGP partner organizations (staff and members). However, over the year, this gradually expanded to include central government officials through collaborative work and partners group development and particularly, to local governments (elected officials and administrators) and community members through the new pilot project start-ups in the latter half of the year.

7.0 Summary

Despite a slower than anticipated start, FCM and its partners implemented a majority of the planned activities for 2004-2005. As predicted, actively working to facilitate Mozambique's integration into ALGP was a priority, took considerable effort but was successfully achieved.

Annex A clearly identifies the activities that have been deferred to 2005-2006 or changed/eliminated by partners. Nevertheless, considerable progress has been made, particularly in completing program start up, strengthening national association knowledge management and policy advocacy capacity, integrating Mozambique into ALGP, initiating municipal pilot projects in Tanzania and Ghana and launching a series of initiatives to advance and integrate work on combating endemic diseases (HIV/AIDS) and contributing to gender equality.

The ALGP program and partnership is now solidly established and implementing strategically selected activities that we expect will significantly contribute to advancing local governance and decentralization nationally, regionally and continentally over the next two years. The coming year will provide several opportunities for more concerted, interactive work among the partners and for sharing the experience and expertise of the ALGP partnership and program more broadly in Africa.