

North-South Local Government Co-operation Programme

Kimmo Östman

Local Government
Association Capacity Building
– Rationale, co-operation
practices, and strategies for
the future

Ghana, Kenya, Namibia, South Africa,
Swaziland and Tanzania

Kuntaliiton
VERKKOJULKAISU

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Programme overview

The North-South Local Government Programme is coordinated and administered by the Association of Finnish Local and Regional Authorities, the AFLRA (Suomen Kuntaliitto in Finnish) and funded by the Ministry for Foreign Affairs of Finland. An initiative of the Association, the programme was launched in 2002.

The overall objective of the Programme is to strengthen the capacities of local government to provide basic public services and to promote good governance and local democracy, all by taking into consideration the principles of sustainable development. The aim is also to raise awareness of development issues, tolerance and development education.

The Programme supports co-operation between Finnish local governments and local governments in Southern countries (OECD/DAC list). The geographical focus in 2008-2010 is Africa. The Programme also carries out research and organises training on local government issues and the decentralization process taking place in African countries. This study is part of the North-South Local Government Co-operation Programme's publications.

For more information please visit:

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Abbreviations

General

AAA	Accra Agenda for Action
ACB	Association Capacity Building
ACP	African-Caribbean-Pacific
AfDB	African Development Bank
AIDS	Acquired Immunodeficiency Syndrome
APRM	African Peer Review Mechanism
AUC	African Union Commission
CIDA	Canadian International Development Agency
CLRAE	Congress of Local and Regional Authorities of (the Council of) Europe
CoE	Council of Europe
DAC	Development Assistance Committee at the OECD
DANIDA	Danish International Development Agency
DFID	Department for International Development (UK)
EAC	East African Community
ECA	United Nations Economic Commission for Africa
EU	European Union
HIPC	Heavily Indebted Poor Countries
HIV	Human Immunodeficiency Virus
LGA	Local Government Association
LGRP	Local Government Reform Programme (Tanzania)
MDGs	Millennium Development Goals
MFA	Ministry for Foreign Affairs (Finland, unless noted otherwise)
MIC	Municipal International Co-operation
MRLGHRD	Ministry of Regional and Local Government, Housing and Rural Development (Namibia)
NGO	Non-Governmental Organisation
OECD	Organisation for Economic Co-operation and Development
SIDA	Swedish International Development Cooperation Agency
SIPU Int'l	SIPU International, Swedish consultancy and training organization in capacity building and institutional development
UN	United Nations
UNAIDS	United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UN-HABITAT	United Nations Human Settlements Programme
WB	World Bank
WHO	World Health Organization

Local government associations and related organisations

ABELO	Association Burundais des Elus Locaux
ACP-LGP	African Caribbean Pacific Local Government Platform
AFLRA	Association of Finnish Local and Regional Authorities
ALAN	Association for Local Authorities in Namibia
ALAT	Association of Local Authorities of Tanzania
ALGAK	Association of Local Government Authorities of Kenya
AMICAALL	Alliance of Mayors and Municipal Leaders on HIV/AIDS in Africa
BALA	Botswana Association of Local Authorities
CEMR	Council of European Municipalities and Regions
CIB	Capacity and Institution Building working group at the UCLG
CLGF	Commonwealth Local Government Forum
CMRA	Centre for Municipal Research and Advice, a research and consultancy company based in Pretoria, South Africa as a joint initiative between VNG International and SALGA
EALGA	East African Local Government Association
EU-LA ODC	European Union – Latin America Observatory on Decentralised Co-operation
FCM	Federation of Canadian Municipalities
FEMP	Federación Española de Municipios y Provincias (Spain)
ICLD	International Centre for Local Democracy (Sweden)
ITP	International Training Programs (by e.g. ICLD)
KMF	Knowledge Management Facility for Local Governments at the UCLGA
KS	Norwegian Association of Local and Regional Authorities
LG Alliance	Local Government Alliance for International Development (UK)
LGA (UK)	Local Government Association (England and Wales)
LGDK	Local Government Denmark
MDP-ESA	Municipal Development Partnership – Eastern and Southern Africa
MPED	Municipal Partnerships for Economic Development 2010-2015 at the FCM
MPP	Municipal Partnership Programme 2007-2010 at the FCM
NALAG	National Association of Local Authorities of Ghana
NSLGCP	North-South Local Government Co-operation Programme at the AFLRA
PLATFORMA	European Platform of local and regional government for development
RALGA	Rwanda Association of Local Government Authorities
SALGA	South African Local Government Association
SWALGA	Swaziland Local Government Association
UCLG	United Cities and Local Governments
UCLGA	United Cities and Local Governments of Africa
SKL	Sveriges Kommuner och Landsting (Swedish Association of Local Authorities and Regions)
SKL Int'l	SKL International, a daughter company of SKL, focusing on the international development of local democracy
VNG	Vereniging van Nederlandse Gemeenten (Association of Netherlands Municipalities)
VNG Int'l	VNG International, the International Cooperation Agency of the Association of Netherlands Municipalities VNG

For the Reader

Introduction

The North-South Local Government Co-operation Programme (NSLGCP), co-ordinated by the Association of Finnish Local and Regional Authorities (AFLRA), supports equal co-operation between peer organizations in Finnish and southern local governments. During the 2008-2010 programme phase, the geographical area covered by the programme is Africa. At the moment, there are 17 active linkages, in six countries: Ghana (1), Kenya (2), Namibia (4), South Africa (3), Swaziland (1), and Tanzania (6).

To broaden the possible scope of co-operation, the AFLRA has commissioned this study, focusing in particular on the national Local Government Associations (LGAs) in the countries of co-operation named above. The intent of this report is to provide a groundwork charting the landscape of co-operation between LGAs and presenting an accessible overview of the types and practices of co-operation employed.

The LGAs addressed in this report are the following (alphabetically by country):

- National Association of Local Authorities of Ghana (NALAG)
- Association of Local Government Authorities of Kenya (ALGAK)
- Association for Local Authorities in Namibia (ALAN)
- South African Local Government Association (SALGA)
- Swaziland Local Government Association (SWALGA)
- Association of Local Authorities of Tanzania (ALAT)

The express purpose of the report is twofold:

- to provide a generally accessible introduction to Association Capacity Building (ACB) co-operation as practiced by LGAs, and the tools and practices employed in this work, combined with exploring the connections between decentralisation and human development, and,
- to serve as a working document for the AFLRA, focusing on ACB co-operation in Ghana, Kenya, Namibia, South Africa, Swaziland, and Tanzania, and, within the general context outlined, providing targeted practical information towards strengthening the base for possible future co-operation with the LGAs in these countries. The report is not intended to provide a detailed plan for such co-operation.

The structure of the report is as follows:

- In the first main chapter, some of the development challenges in sub-Saharan Africa are first briefly described based on the Millennium Development Goals (MDGs). This is followed by a discussion on the role of the local government in human development, and a brief exposition on the state of decentralisation in sub-Saharan Africa. Also some aspects of the Finnish development policy related to decentralisation are presented. The chapter concludes with a brief discussion

on the global aid effectiveness agenda, and the role of the LGAs in these development processes.

- In the second main chapter, a practical overview of established and planned ACB initiatives, as practiced between northern LGAs and the named LGAs in Ghana, Kenya, Namibia, South Africa, Swaziland, and Tanzania, is presented.

Together, the first two main chapters form what can be called the political- and practical-oriented section of the report, providing the relevant background and the regional and sub-regional context, and laying the groundwork for furthering ACB co-operation, planning, and co-ordination.

- In the third main chapter, existing tools and methods of co-operation and capacity building, primarily as applies to LGAs, developed by various actors in the field, are explored and summarised. To widen the scope and further illustrate the possibilities involved, a condensed selection of case studies and practical examples of ACB co-operation is also presented.

The third main chapter forms what can be called the method section of the report, with the aim to introduce the reader to a set of practical tools and mindsets that he or she may find useful when seeking to develop the various functions of an LGA, or the co-operation between LGAs. The resources introduced are provided as a collected reference of alternative and complementary means and methods, to be utilised by practitioners either separately or in conjunction as deemed appropriate and as preferred.

- In the concluding chapter, finally, the most significant points of interest are recapitulated, and, based on the topics explored, possibilities for furthering ACB co-operation within the co-operation programme are briefly outlined.

The author's thanks

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Particular thanks are due to Ms. Renske Steenbergen of the United Cities and Local Governments' (UCLG) Capacity and Institution Building working group (CIB) and Ms. Édith Gingras of the Federation of Canadian Municipalities (FCM) for their helpful assistance and advice.

The final responsibility for the contents of the report, however, including any possible errors, omissions, or misinterpretations, naturally rests solely with the author.

1. Decentralisation, development, and the LGA

1.1. Development challenges in sub-Saharan Africa

To provide a contextual background for the challenges of development in sub-Saharan Africa, the United Nations Millennium Development Goals (UN MDGs) are here briefly visited. The MDGs are chosen for this purpose due to the fact that they represent, in a condensed form, the conceptual development of global development policy in the second half of the 20th century and into the 21st.

According to the United Nations Development Programme (UNDP), the uniqueness of the MDGs lies in that they are “the most broadly supported, comprehensive and specific development goals the world has ever agreed upon”, and “provide concrete, numerical benchmarks for tackling extreme poverty in its many dimensions”. It is for this reason that they provide a shared international framework of efforts to make human development attainable for everyone. In essence, the MDGs consist of eight primary goals broken down to 21 targets, each with quantified expectations. The fulfillment of the targets is followed through a total of 60 indicators.¹

In the context of this report, the identified goals and targets give us specific points of reference to the contributions that local governments across the African continent are constantly providing for human development, both through the impact of political processes, and that of basic service provision. As we will later see, the importance of concrete targets is paramount to making visible realisable goals and means for the reduction of extreme poverty in all of its forms.

For reference, the complete list of the eight Millennium Development Goals and the 21 development targets is provided as Appendix I².

To assess the impact of the development challenges for Africa and of the actions taken to address them, the progress in relation to the MDGs is also followed through a series of regular monitoring reports. An evaluation report jointly commissioned by the UN Economic Commission for Africa (ECA), the African Union Commission (AUC), and the African Development Bank (AfDB) provides us with an overview across the African continent³.

Summarising, it is stated that while Africa as a whole is making progress towards the achievement of the MDGs, the progress is uneven both regionally and in relation to the different MDGs. According to the report, sub-Saharan Africa “continues to considerably lag behind” (and, consequently, “achieving the MDGs in North Africa -- remains less of a challenge”). Progress in the goals relating e.g. to primary school enrollment, gender parity, and access to safe drinking water and sanitation (goals 2, 3 & 7) is assessed as relatively better, while reaching the health related MDGs (goals 4 through 6) is seen to be more difficult.⁴

¹ UNDP (2010).

² Adapted from World Bank (2008).

³ ECA, AUC & AfDB (2009).

The progress is also tracked through various country-specific reports and programmes. These, however, are not addressed in detail within the scope of this report. Please refer to UNDP’s “Tracking Country Progress” for national reports and UNDP national offices for at least Ghana, Kenya, Namibia, and Tanzania, and to UNDP’s “Tracking Global Progress” for further resources and compilations of up-to-date indicators, maintained by various global actors such as UN and World Bank.

⁴ Op. cit., p. vi-vii, 1-3.

Within the health targets, HIV/AIDS and the related tuberculosis incidence are named as particular challenges – specifically, it is recalled that sub-Saharan Africa still bears a disproportionate share of the global HIV/AIDS burden, and further, that the prevalence is highest in Southern Africa. On the other hand, e.g. the immunization coverage of children against measles and the prevention measures against malaria are assessed to be improving.⁵

The direct relevance of the MDGs to the work of local governments and LGAs, and to their co-operation, is evident in a number of ways. For instance, the Association of Local Government Authorities of Kenya (ALGAK) explicitly references the MDGs both on their homepage and in their strategic objectives⁶.

Likewise, the importance placed on responding to the challenges posed to the national and local societies by HIV/AIDS is visible both in the operating structures and co-operation relationships of a number of LGAs involved. By way of an example, the Swaziland Local Government Association (SWALGA) includes the fight on HIV/AIDS in their objectives, and similarly, United Cities and Local Governments of Africa (UCLGA), the regional body representing local governments, includes the HIV/AIDS response among their programmes⁷.

Further, the MDGs and the response to the HIV/AIDS challenge are equally present on the field of international decentralised co-operation. Examples in this context include e.g. the Dutch Millennium Municipality campaign, promoted by the Association of Netherlands Municipalities (VNG), VNG International's LOGO South Thematic co-operation Programme Local responses to HIV and AIDS, and the Federation of Canadian Municipalities' (FCM) guide on building local government capacity to address HIV/AIDS⁸.

It will be of interest to the reader of this report that for instance in VNG's aforementioned Thematic Programme on HIV/AIDS, implemented in Namibia and South Africa, the role of the South African Local Government Association (SALGA) as an implementation partner is discussed, and the possibility for intensified co-operation also with the Association for Local Authorities in Namibia (ALAN) is explored⁹. Correspondingly, the aforementioned guide on building local government capacity to address HIV/AIDS, published by FCM, was developed in collaboration with African local government partners, including among others the Association of Local Authorities of Tanzania (ALAT), the National Association of Local Authorities of Ghana (NALAG), and UCLGA¹⁰.

Thus, the close connection between the MDGs and the functioning of local governments and LGAs as their associations is quite demonstrable even based on just a few indicative examples. This connection is identified also in the African MDG progress evaluation report referred to earlier in this subchapter. In the conclusion and recommendations section of the report, as a significant final implementation recommendation, the role of decentralised government, or, the "lower tiers of government or subnational jurisdictions", is emphasised in the realisation of MDG-based develop-

⁵ Op. cit., p. vi, 2, 25-26, 29-38.

Of the countries addressed in this report, the related challenges of HIV and tuberculosis are, accordingly, more severe in some of the countries than others – this is naturally a further factor to be taken into account when considering the development challenges. Please refer to UNAIDS and WHO country and regional assessments for further resources.

⁶ ALGAK (2010a,b).

⁷ SWALGA, personal communication / Sithembile Dlamini. UCLGA (2010d,e).

One further manifestation of this connection is the Alliance of Mayors and Municipal Leaders on HIV/AIDS in Africa (AMICAALL), active with national chapters in five of the six countries addressed in this report, and working in co-operation with a number of LGAs.

⁸ VNG (2008); for a global context of local authorities in the North and the South in relation to the MDGs, see UCLG & UN-HABITAT (s.a. / 2006). VNG International (2008b); for further practical examples see VNG International (2007b). FCM (2006b).

⁹ VNG International (2008b).

¹⁰ FCM (2006b).

ment plans and poverty reduction strategies, because “these (the local governments) are generally better placed to produce local public goods and to assure the efficiency of social services delivery”¹¹.

This conclusion brings us to our next subchapter, where the role of the local government in social, environmental and economic development is explored on broader terms.

1.2. Decentralisation: local governments as development actors

The role of local governments and LGAs as development actors is twofold. First, it is that of affecting the human development of their own communities, improving the lives of the local people and facilitating their own efforts to improve the local conditions of living. Second, it is that of their international co-operation, itself an important and broadening sphere of activities, with both a long history and a rich conceptual background. We will look at both in turn.

A large part of the tasks generally understood as belonging to the realm of local government – also, local self-government – align closely with the MDGs discussed above. Philip Amis provides one possible overview of the connection¹².

Figure 1: The role of local government in delivering on the MDGs

MDG	Fire fighting and police	Solid waste management	Roads	Primary education	Water and sanitation	Primary health	Public health	Land use planning	Economic development
1 (Poverty)	■ ■	■	■ ■	■ ■	■ ■	■ ■		■ ■ *	■ ■ *
2 (Primary Education)			■	■ ■ ■	■	■		■	
3 (Gender Equality)	■ ■			■ ■			■ ■		
4 (Child mortality)		■ ■	■ ■	■ ■	■ ■	■ ■ ■	■ ■	■	
5 (Maternal health)	■	■	■ ■	■	■ ■	■ ■ ■	■		
6 (HIV/Aids malaria)		■ ■		■	■ ■	■ ■ ■	■	■	
7 (Slums and Water)	■	■ ■	■ ■ ■	■	■ ■ ■	■	■ ■	■ ■ ■	■
8 (Partnership)									■

Key ■ ■ ■ Direct Provision ■ ■ Indirect Relationship ■ Some Relationship *In some cases LG through bad governance can influence this MDG negatively

Source: Amis (2009), reproduced in LG Alliance (2009a).

As can be seen from the table above, each of the nine task areas attributed to the local government sphere by Amis, from waste management and water to education and health, has in his view either a direct, indirect, or at least some degree of connection to the fulfillment of a number of MDGs. In Amis’ overview, the relationship towards the health- and education-related (social) MDGs, together with the land use and infrastructure-related (environmental & social) MDGs, is more direct, while the functions of local governments are estimated to have a more indirect relationship with the poverty- and gender-related (economic & social) MDGs.

A similar view of the local government tasks and their impact on well-being is portrayed by the Ministry for Foreign Affairs of Finland (MFA) in *Welfare Development: The Finnish Experience, Local Self-Government in Finland*. The paper highlights local

¹¹ ECA, AUC & AfDB (2009), p. 62.

¹² Amis (2009), reproduced in LG Alliance (2009a).

self-government as the basis of Finnish democracy: according to the paper, a devolved and decentralised public administration makes for “more flexible and less bureaucratic” administration and decision-making, and increases democracy and the quality of service. Additionally, the key role of the AFLRA as the representative political body of the local governments, as well as a provider of training, research and information services for these, is presented.¹³

The paper states that in fact most public services in Finland are provided by the local government, with support from the central government helping to balance municipal differences. Comparably to Amis’ overview above, the most important task areas attributed to local government are cited as “social and health care services, education, municipal planning, technical infrastructure, environment, culture, and sport services”.¹⁴

The role of the local government as development actors, both in the first sense, locally, and in the second sense, internationally, has also been recognised at the European Union (EU) level. In a recent support study commissioned by the EU, both of these viewpoints are integrated, the inter-linkages between local governance and development are explored, and a concept of territorial development, identifying various contributing factors, is analysed¹⁵. According to the authors, “local governments should -- be regarded as -- the principal and legitimate agent of the local development process”¹⁶.

The authors, linking local government and MDGs, call for a comprehensive, inclusive, and concerted role and recognition of the local government strengths:

“The need for a participatory decision-making process, the demand for adapting development strategies to local needs, the requirement to take local knowledge into account, make it necessary to look at development from a local perspective.

Even more, the success of most of the MDG’s can only be ensured with the support of the local authorities, local autonomous agencies or non-state actors. This means - in terms of development outcomes - that local governance processes, where public institutions, civil society and individuals build a close relation, are particularly relevant for service delivery in many sectors and forms, and also for the sustainability and effectiveness of territorial development strategies and the implementation of the MDG’s.

Too often, however, subnational levels of government are not involved in consultations on national poverty reduction strategies or sector policies. Nor are they given the mandate or institutional and financial capacity to plan and deliver local development interventions such as social services and local infrastructure, local economic development initiatives, natural resource management, etc.”¹⁷

Accordingly, the importance of local governments as “key actors in development”, particularly in the sense of international decentralised co-operation, is highlighted also by the European Commission in its official capacity in the 2008 communication, *Local Authorities: Actors for Development*. This and a number of other referenced agreements and resolutions fully affirm the position of local governments in local and international development, at the same time bringing to the forefront their still underutilised potential.¹⁸

¹³ MFA (2007), p. 1-7.

¹⁴ Op. cit., p. 3, 13-20.

¹⁵ Binder et al. (s.a. / 2008).

¹⁶ Op. cit., p. 35.

¹⁷ Op. Cit., p. 4.

¹⁸ COM (2008) 626 final. For recent official British positions on urbanisation and poverty, and the possibilities to enhance the role of local government co-operation in addressing the inter-related development concerns, see also House of Commons (2009), in particular p. 3-4, 42-45.

In their insightful and substantive study on local governance in Africa, identifying critical variables for successful democratic decentralisation, Olowu and Wunsch remind however, that the development of effective and democratic local government is ultimately a time-consuming process, where tenacious leadership at multiple levels is required, combined with critical support from external actors, to provide the enabling structures for local communities to thrive.¹⁹

According to the authors, the observed successes of locally generated initiatives, adapted to the local realities and priorities and building on the existing social capital in local communities, highlight the importance of “developing local governing structures by building (both) from the bottom up and the top down, rather than the predominant historical focus only on the latter”. It is the authors’ conviction, therefore, that development efforts must be led “in a new way, one that respects and nurtures (the local communities’ own) capacity to govern (themselves)” and learn from both their own initiatives and those of others; it is through this process that localities, and with them all of Africa, can flourish.²⁰

With this challenge in mind, we will now take a brief look into the history and current state of decentralisation in sub-Saharan Africa, providing the final contextual backdrop for this report, before engaging in exploring the practices and potential of capacity building and the role of the LGA in development.

1.3. Decentralisation in sub-Saharan Africa

To begin our exposition, it will be in order first to outline the various dimensions of decentralisation, and the concepts used to refer to them. Marcou, in a methodical essay, distinguishes between three semantic fields: decentralisation, self-governance, and democracy, but notes that “at the level of political ideas and legal notions”, these three fields show a convergence. In other words, although in theory the concepts may be analysed independently of each other, in practice their applicability is broadly inter-related, with one usually implying the others.²¹

A distinction is generally made between political, administrative, and fiscal decentralisation. When, however, the degree of political / administrative decentralisation is analysed further, based largely on the criterion of responsibility / direction of accountability (i.e. towards central government vs. towards local population), a significant distinction between what are called deconcentration, delegation, and devolution can be made, with devolution implying relatively more political responsibility at the local level. This is largely in line with the conceptual framework presented by Marcou, as well as the one employed by Olowu and Wunsch.²²

As can be inferred from the discussion in the previous subchapters, the ideas captured primarily by the notions of political decentralisation and devolution more closely align with the concepts of local development and capacity building that form the core interests of this report.

For reference, the central concepts are summarised below²³.

¹⁹ Olowu & Wunsch (2004), p. 269-271. For the overall context and theory see also p. ix, 1-27.

²⁰ Ibidem. Emphasis removed.

²¹ Marcou (2008).

²² Binder et al. (s.a. / 2008), p. 28-29. Contrast with Marcou (2008) regarding devolution, and compare with Olowu and Wunsch (2004), p. 1-27, 267-271. Olowu and Wunsch regard “decentralisation”, or “democratic decentralisation”, more as a process shaping the development of Africa, and consider “effective local governance” as the result of that process, providing for sustainable improvement of locally based political and administrative capacity. For clarity, this distinction, while seen as useful for Olowu and Wunsch’s analysis, is not employed in this report; instead, the notion of “decentralisation”, in a broad sense, is utilised throughout.

²³ Synthesised based on Binder et al. (s.a. / 2008), p. 28-29 and Marcou (2008).

Box 1: The conceptual framework of decentralisation

Decentralisation

Decentralisation is the central concept utilised in this report; it can be divided into that of political, administrative, and fiscal decentralisation.

Devolution

Devolution generally refers to a significant degree of political decentralisation and carries the notion of accountability towards the public.

Deconcentration and delegation

Deconcentration and delegation generally refer to a lesser degree of political decentralisation and carry the notion of accountability towards the central administration and that of an hierarchical, administrative technique; delegation may however, as an intermediate form, incorporate the notion of accountability towards the public, while retaining the nature of an hierarchical technique employed by the central administration.

Source: Synthesised based on Binder et al. (s.a. / 2008), p. 28-29 and Marcou (2008).

In their overview, Olowu and Wunsch recognise four substantive phases in what they term “the ebbs and flows of the efforts to create local self-governing organs in African countries” in their post-colonial history. According to the authors, the emphasis has shifted several times between centralising and decentralising tendencies over the second half of the 20th century. This fluctuation, that Olowu and Wunsch characterise as that between “local governance” and “local administration”, is noted also by Ben Letaief et al., who distinguish between decentralisation as “a technique of administrative organization and – more rarely – as a genuine long-term policy”.²⁴

The phases identified by Olowu and Wunsch can be summarised as follows:

In phase one, after World War II and in preparation for decolonisation, “an efficient and democratic system of local government” was aimed at, particularly in “British Africa”. This included also establishing independent revenue sources for local government, and a tradition of elected councils. The tasks of local government included “minimal” infrastructure services in education, health, sanitation, and technical infrastructure, and involvement in major capital investments.

In phase two, however, in what the authors term as reliance on central-planning (and, in several countries, the influence of one-party or military rule), the role of local government was relegated to that of “deconcentrated administration” with nominal local participation. The authors cite former president Nyerere lamenting the disbanding of “useful instruments of participation” that would, instead, have benefited from being supported.

In phase three, for which the authors state the economic crises of the 1970s and 1980s (and the related structural adjustment programmes) as the primary cause, decentralisation is characterised as a “mechanism for cutting back central-government expenditures”. The problem, however, was one familiar to some degree for local government globally, namely that of a mismatch between responsibilities and available resources – thus, a dependency toward the central government persisted. Considering the authors’ analysis, however, one can note that the seeds of increased local responsibility were (re-)sown during this phase to bear fruit later.

²⁴ Olowu & Wunsch (2004), p. 1-2, 44-45. Ben Letaief et al. (2008), p. 23, 26. According to Ben Letaief et al., this is in large part a result of conflicting demands for local political substance and consolidating national unity through central power.

In phase four, stemming from “the onset of democratization in the 1990s”, the authors identify a reintroduction of genuinely participatory practices and responsibility towards the local community. Further, a difference between community-based (bottom-up) and nationally led (top-down) approaches to decentralisation is identified, and presented as a framework for the case studies.²⁵

More recently, in a report jointly published by UCLG and the World Bank, “a substantial rise in the number of democratic political systems since the 1990s” is confirmed. In addition, an increased attention to and acceptance of decentralisation as a policy is identified, emphasising “robust independent decision-making powers” of local governments and an increase in their responsibilities. The authors do however set this progress against the challenges of the division of power and political authority, and the already mentioned challenges in obtaining sufficient local level financial and human resources.²⁶

The evidence is, in part, corroborated also by Olowu and Wunsch, who identify several factors explaining the rise of democratic decentralisation in Africa. Among these are both endogenous and exogenous political and economic crises (and the inter-related issue of decentralisation as a functional conflict resolution strategy), pressure from donors for good governance, and the additional resource pressures generated by growing urbanisation and globalisation.²⁷

It is in this global context that also Finnish development co-operation has sought, together with African partner countries, to develop mechanisms of effective local government. Local government or decentralisation reforms have featured prominently on the Finnish development co-operation agenda at least in Tanzania and Namibia. Finnish support for these efforts towards enhanced local government is briefly summarised below.²⁸

²⁵ Olowu & Wunsch (2004), p. 31-40. On phase three note in particular the discussion on the local responsibility for service provision (i.e. decision-making, allocation) vs. responsibility for service production (as a technical process). For other factors influencing economic liberalisation in connection with decentralisation, see Ben Letaief et al. (2008), p. 30-31.

²⁶ Ben Letaief et al. 2008, p. 23-29.

²⁷ Olowu & Wunsch (2004), p. 47-55. Compare and contrast, however, with p. 238-254.

²⁸ Tanzania: MFA (s.a.), Soiri (2008). Translations by the author.
Namibia: MFA (2008), see also Laakso (2009), Saarinen (2007). For a further look at the decentralisation process in Namibia, see *Decentralisation in Namibia* (s.a. a,b,c), an information service dedicated to decentralisation developed with support from the French Government, and for one concrete illustration of the influence of Finnish support on decentralisation and information dissemination, see MRLGHRD (2008). Translations by the author.

Tanzania

Finland has supported the Tanzanian Local Government Reform Programme (LGRP) since 1999, including financial support for the state local government subsidy allocation programme since 2005. The first phase of the LGRP ended in 2008, leading to a transformation to a second, broader phase, LGRP II. During 2009-2011, Finland continues and increases its support for the LGRP as “a more consistent and efficient decentralisation support program”, significantly as one of only three main focus areas for the Finnish-Tanzanian co-operation. During 2009-2011, support for this focus area constitutes, indeed, a total of approximately one third of the bilateral Finnish development commitments to Tanzania.

The stated basis of this support is the added value that Finnish experience can bring, with particular strengths in the fields of balanced regional development and the development of local government capacity, subsidies, citizen democracy, and regional centres of growth. The focus areas of the current reform programme are stated as “the balanced and self-directed economic and social development of the regions and municipalities, and the central role of self-governing municipalities in service production”. In addition, the widely recognised strategic importance of the reform for eliminating poverty and regional imbalances is emphasised.

Finland also co-chairs the donor co-ordination subcommittee on local government, together with the Netherlands, since 2007.

Namibia

Finland supported the Namibian decentralisation process through a bilateral programme from 2004 until 2009. However, this support has been phased out due to the fact that Namibia is now considered a lower middle-income transition country, despite the remaining economic, social, and environmental development challenges, including one of the most unequal income distributions in the world and, consequently, persistent absolute poverty. These factors create for significant challenges for local development and decentralisation – as an example, funding gaps in at least support for good governance and education are identified in a recent evaluation.

While the challenges inherent in implementing a decentralisation process are noted in the evaluation, also the benefits of a bottom-up approach, featuring the role of local governments, are charted. The evaluation notes the Finnish strengths in the fields of “good governance and transparency”, combined with “a capacity for flexibility and low levels of bureaucracy”, further stating that these same traits are ones that are appreciated also among Namibian stakeholders. In this context, municipal linkages are identified as one successful way to support capacity building in public administration and leadership. By way of a conclusion, while bilateral support has been phased out, instead the continuation and even an increase in support for a broad base of bottom-up institutional development instruments, including the instrument of municipal co-operation, is recommended.

Sources: Laakso (2009), MFA (s.a.), MFA (2008), Saarinen (2007), Soiri (2008). Translations by the author.

Studying the two cases of decentralisation presented above, some common tendencies can be identified. Firstly, the strengths of Finnish administrative capacity are noted in both cases. Secondly, despite differing contexts, the importance of self-directed and locally-based development is identified and stressed. And finally, methods combining these two factors are in both cases promoted and suggested as means for successful capacity development.

Returning to the broader context, Olowu and Wunsch also discuss in detail the general conditions for successful decentralisation. In counteracting the political challenges, the authors find that strategies concentrating on public accountability through the exercise of a political voice – not only by elections – have the most potential in sub-Saharan Africa. A common feature among the methods suggested is that they

build on community-level social capital, enhanced through locally-based (but centrally supported) decision-making power.²⁹

This is also where the overall role of LGAs, as both representatives and supporters of the local governments facing these challenges daily, becomes the most visible. The examples given by Olowu and Wunsch in their comprehensive analysis, as well as those noted above for Namibia and Tanzania, highlight the need for increased local government capacity building, in which the LGAs would be expected to be an important vehicle.

The discussion in this subchapter has outlined some of the significant trends of decentralisation in sub-Saharan Africa – primarily on the regional level, not that of individual countries³⁰. Attention has been focused in particular on exposing factors that create and explain the significant demand for capacity building within the local government sphere. We will now turn to the potential exhibited by the LGAs in responding to this demand.

1.4. Development and aid effectiveness: role of the LGA

The LGA, by its nature, is generally the practical point of first reference for local governments, as witnessed also by their relatively long history where decentralised systems of governance have been in use. Likewise the international co-operation between LGAs has a history that spans the past century. The strength of peer relations has long been appreciated.³¹

It is this natural proximity to the local, to the community-level decision-making and locally-based service provision, that makes the LGA an opportune vehicle for development. Based on the strategic objectives portrayed by the LGAs addressed in this report (see main chapter 2.), one can summarise that there are three main challenges facing LGAs, even today, at the same time constituting three broad task areas:

- to function as the common, legitimate, and representative voice of the local government sector, and negotiate on its behalf,
- to provide a platform for sharing, exchange of ideas, and mutual learning for local government practitioners, and
- to support the local governments in achieving efficient and effective local governance, service provision, and local development.

All of these are, as discussed above, important ingredients for development in a devolving and decentralising setting. By virtue of its tasks, the LGA is in a pivotal position to mediate between the “bottom-up”, locally-based ingredients of development, and those of “top-down” co-ordination. To be able to fulfill these functions successfully,

²⁹ Olowu & Wunsch (2004), p. 55-80, 237-238, 254-271. Regarding the capacity and capacity building of local government, see also Ben Letaief et al. (2008), p. 33-34, 40-42.

³⁰ At the national level, various aspects of local self-government in the countries addressed in this report, i.e. Ghana, Kenya, Namibia, South Africa, Swaziland, and Tanzania, including the functions and powers of local authorities, have recently been studied in detail by Kuusi (2009), and will therefore not be addressed further within the scope of this report. The reader interested in the specifics of decentralisation and local government tasks in these countries is encouraged to refer to that study instead.

Additional reference may be made to the Commonwealth Local Government Forum (CLGF) Country Profiles (s.a.), describing the background of the local government system in each country and outlining local government tasks on ten different task areas, available for each of the countries addressed.

The presentations may also be compared with the general summary of task areas understood as belonging to the realm of local self-government, presented in subchapter 1.2., as well as Ben Letaief et al. (2008), p. 35.

For further national case studies regarding decentralisation in some of the countries addressed in this report, i.e. Ghana, Kenya, and South Africa (Mpumalanga Province), see Olowu & Wunsch (2004), p. 125-154 (by Joseph Ayee), p. 211-236 (by Paul Smoke), and p. 81-91 & 101-105, respectively.

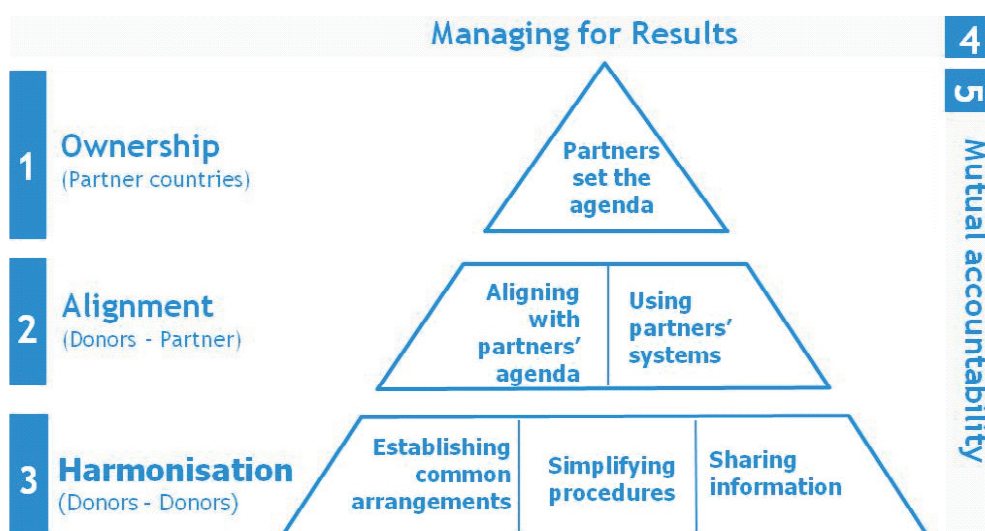
³¹ See e.g. Revers (1963) and Hentilä (1962), in particular p. 56-60.

the LGAs need to be performing, and the general environment needs to be supportive of their role. With the intent of deepening the perspective of observation, the role of LGAs, both as agents of development, and as international development partners, will be briefly discussed, particularly in relation to the global aid effectiveness agenda.

In view of the global and local development challenges discussed also in the previous subchapters of this report, it is indeed no surprise that efforts concentrating on the question of how official development aid resources can be utilised in the most effective manner have been gaining ever more prominence. In this subchapter, however, a full discussion on aid effectiveness and local governments per se will not be pursued, for that has been done elsewhere³². Instead, the central concepts will be briefly introduced, and the unique position occupied by the LGA to bring these concepts into practice will be highlighted.

To bring us directly to the issues at hand, the internationally formulated aid effectiveness principles agreed to in the Paris Declaration on Aid Effectiveness and forming the basis for the follow-up Accra Agenda for Action are outlined in the figure below³³.

Figure 2: The central principles of aid effectiveness



Source: Accra High Level Forum Secretariat (s.a. / 2008).

According to the OECD working party on aid effectiveness, bringing forward a broad scale of partnerships for development, as prescribed in the eighth MDG, is crucial for making progress on development³⁴. It is the author's contention that a broad involvement of local government, including, as a crucial element, that of the LGAs, is most conducive to success.

³² For a comprehensive discussion on aid effectiveness and local governments, see EU-LA ODC (2009a), in particular Martínez & Santander (2009), Fernández de Losada (2009), and Godínez & Rimez (2009), and Bossuyt (2009, 2010).

For local government aid effectiveness policy context, see also UCLG (2009) and European charter on development cooperation in support of local governance (s.a. / 2008).

For current practices in country-specific processes of aid effectiveness co-ordination, compare and contrast with e.g. Aid Effectiveness Kenya (s.a.) and Development Partners Group Tanzania (s.a. a,b,c).

For further technical discussion on interinstitutional (inter pares) co-operation for institutional strengthening, and the methodologies of evaluating its outcomes in light of the Paris and Accra criteria, see Caputo (2010a,b).

For prior discussion in the Finnish North-South Local Government Co-operation context, see Liikkanen (2008), p. 7-10, also p. 13-17.

³³ Accra High Level Forum Secretariat (s.a. / 2008). For the complete Paris Declaration on Aid Effectiveness and the Accra Agenda for Action, including the detailed indicators of progress, see OECD (s.a.).

³⁴ OECD (2010).

Broader recognition of the importance of local ownership in the aid effectiveness process, stressing the word local, is gaining ground also in the global aid effectiveness context. As a prominent example, participatory development of strategies and priorities, without forgetting the role of the local, is stressed by OECD as the first guiding principle for country-led division of labour and complementarity³⁵. What the discussion boils down to, is that complementarity, in its very essence, requires recognising and taking advantage of the comparative advantages held by different actors in development³⁶, and in this process, also the potential held by the LGAs needs to be realised and, to support comprehensive human development, utilised to its fullest. Furthering this thought, the possible role of LGAs as general development partners, and with broadened strategic and practical responsibilities in administering and supporting locally-based development plans, was recently explored in a study commissioned by VNG International³⁷.

Considering e.g. principle 26 of the Accra Agenda for Action (AAA), on the medium-term predictability of aid, the full incorporation of local governments in development processes seems indeed crucial. The weight of the issue is also recognised by the EU, according to which “complex, multi-level governance ... places aid effectiveness considerations at the very heart of the debate on (local governments) as actors for development”. The need for predictability, particularly in trying economic times, is also emphasised in the African MDG evaluation report referred to earlier. Correspondingly, LGAs engaged in decentralised co-operation have committed themselves to increasing predictability e.g. through developing a community of practice, facilitating, on their behalf, the sharing of knowledge, tools, and lessons learned.³⁸

Encompassing the aid effectiveness principle of ownership, LGAs, based on their representative function as voice of the local governments, can be effective and legitimate partners in development. This, of course, requires that the LGAs function as competently and in as participatory manner as possible, and this is a pursuit worth supporting. Without belabouring the point further in this main chapter, the rest of this report is dedicated to bringing this principle to life.

³⁵ OECD (2009), p. 4-7.

³⁶ For discussion on multi-level co-operation and consensus building, and on the notion of the comparative advantage of decentralised actors, see Fernández Poyato (2009). On this and further on complementarity and taking advantage of favourable synergies, see also Godínez and Rimez (2009), in particular p. 15-21. Godínez and Rimez define the “co-ordination of co-operation policies” used to enhance complementarity as “a process that includes the systematic exchange of information, analysis, follow-up and evaluation mechanisms, institutional platforms for debate, recommendations and decision-making in connection to the main issues and priorities to be set in the field of international public co-operation”. They also remind (p. 27), that the information gathered in these processes needs to be cumulative, thus stressing the importance of knowledge management.

³⁷ van Tilburg (2010). For further arguments detailing the contribution that local governments and LGAs bring to development and decentralised development co-operation, see in particular LG Alliance (2009a) and VNG International (2006a). See also LG Alliance (2009b).

³⁸ OECD (s.a.). COM (2008) 626 final. ECA, AUC & AfDB (2009), p. vii. UCLG (2009), principle 16. Regarding medium term predictability, the increased recognition of decentralised co-operation and the LGAs as long-term stable features in development and development co-operation is essential.

2. Association capacity building initiatives: a summary

2.1. Background, scope, and overview

The North-South Local Government Co-operation Programme (NSLGCP) of the Association of Finnish Local and Regional Authorities (AFLRA) has co-ordinated Finnish international local government co-operation since 2002. This was preceded by a feasibility study in 2000. During this past decade of co-operation, including the feasibility study, the NSLGCP has had contacts with some of the LGAs in the countries of co-operation. However, no ACB programmes were implemented during this time.³⁹

In 2009, for the NSLGCP conference “Our Municipality in Global Economy” that was held in November 2009 in Mwanza, Tanzania, also the representatives of LGAs from all six co-operation countries (Ghana, Kenya, Namibia, South Africa, Swaziland, and Tanzania) were invited and attended. The aim of this was to chart the possibilities for expanded co-operation with the LGAs, and further, to create the basis for forming shared views of future LGA-to-LGA peer relationships.⁴⁰

In continuance to this process, the ACB initiatives in the countries of co-operation are now charted in this report. This is the task of main chapter 2. The scope of the report is limited to LGA-to-LGA capacity building co-operation only, and consequently, other capacity building pursuits engaged in by the respective LGAs are not elaborated on.

The primary frame of reference for this overview is formed by the United Cities and Local Governments (UCLG) Capacity and Institution Building working group (CIB), its members, and the ACB co-operation relations reported through CIB’s annual follow-up and co-ordination mechanisms. Accordingly, the main sources of information for this overview are the CIB’s annual compendiums, and in addition the separate project summaries, reports and strategies provided by various CIB members⁴¹.

In the summaries provided, only the most recent (ca. after 2005) ACB initiatives with significant external funding are presented. The intent of the report is not to provide a complete historical account of the respective LGAs’ capacity building initiatives and co-operation. In what follows, one subchapter is dedicated to each LGA.

When considering the summaries below, two things are worth keeping in mind. Firstly, and most significantly, even though the ACB initiatives are presented separately for each LGA, this separation is not an accurate portrait of reality, when in practice the LGAs do have an expanding base of co-operative sub-regional (south-south) relationships. This is, in the author’s view, particularly true for the cases of East Africa and Southern Africa.

In East Africa, the LGAs of Tanzania, Kenya, Uganda, Rwanda, and Burundi, in other words the countries of the regional organisation of economic and political integration, the East African Community (EAC), have founded a regional East African Local Government Association (EALGA) to share experiences and expertise and respond

³⁹ AFLRA, personal communication / Heli Liikkanen.

⁴⁰ Ibidem. For further details on the conference, see AFLRA (2009). Also a memorandum of the conference discussions, including the sessions on LGAs, is available, see AFLRA (s.a. / 2010).

⁴¹ As a limitation to the information presented, it should be noted that due to many of VNG International’s programming periods ending in 2010 and further financing decisions being yet unconfirmed, information on VNG International’s ACB co-operation from 2011 onward is mostly unavailable at the time of writing.

to shared concerns. EALGA was founded in 2005, and its offices are based in Arusha, Tanzania.⁴²

As a recent example of the significance of the regional level, synergy benefits from regional approaches and the broadened involvement of the national and regional LGAs in East Africa were also explored in a conference organised by the Norwegian Association of Local and Regional Authorities (KS) in March 2010, within the scope of their Municipal International Co-operation (MIC) programme.⁴³

In this conference, held at Tanga, Tanzania, the representatives of the LGAs of Kenya, Tanzania, Uganda, and Zambia, i.e. the MIC programme countries in KS' East African cluster, together with the representatives of EALGA, were also invited. With regard to future LGA co-operation within KS' programme framework, two possibilities were identified: co-operation either with EALGA, regionally, or direct co-operation with each of the four national LGAs.⁴⁴

In a largely parallel manner to the NSLGCP 2009 conference discussed in the beginning of this subchapter, the roles of the LGAs and possibilities of LGA-to-LGA co-operation were discussed also in the KS' 2010 conference. In the discussions, among others the themes of sharing best practices, organising pools of professionals, building capacity in specific themes, and more effective information dissemination, were identified and elaborated on.⁴⁵

As can be seen even from this brief exposition, the increasing regional connectedness in East Africa, and the significant roles both of the integration processes between EAC member countries and of EALGA as the regional LGA co-operation framework, are a central matter to keep in mind when assessing the ACB co-operation landscape in the region. In Southern Africa, co-operation is also relatively active, there within the scope of the United Cities and Local Governments of Africa's (UCLGA) Southern Africa region.

The regional dimension is also reflected in some of the ACB initiatives summarised in the subchapters below. As an additional example of the regional nature of LGAs and, in particular, of LGA co-operation, VNG International's recent ACB programme has covered four regions, two of these in Africa, with three LGAs from each⁴⁶. Consequently, it is safe to say that inclusiveness in accommodating the LGAs regionally, and considering the possible synergies also in ACB co-operation, is a factor to pay attention to.

The second point that is worth keeping in mind relates both to regional presence, and to historical LGA-to-LGA ties. While the summaries below are not meant to provide a complete history of ACB co-operation, it is useful to recognise the existence and often positive influence of these historical ties, both at the primarily local government level, as in the case of the AFLRA NSLGCP, and at the LGA level.

For instance, FCM's long-standing co-operation with LGAs, e.g. those of Ghana and Tanzania, and the programmes they have managed, have also facilitated sub-regional and regional co-operation among these LGAs⁴⁷. The case is similar for other on-going programmes, and the respective connections are, when appropriate, briefly presented in the context of the LGA-specific chapters to follow.

⁴² For a brief presentation on the history and goals of the EAC, and the on-going regional economic and political integration, see e.g. EAC (2010). For further information on EALGA, see EALGA (s.a.) and EALGA (2010).

⁴³ KS (2010), in particular p. 3-8, 13.

⁴⁴ Ibidem.

⁴⁵ Ibidem. Further information on KS's plans for LGA co-operation is unavailable at the time of writing.

⁴⁶ VNG International (s.a. f). VNG International's East African programme has covered the LGAs of Kenya, Rwanda and Burundi, and will be presented in more detail below, while the West African programme has covered LGAs in the francophone countries Benin, Burkina Faso, and Mali.

In West Africa, the linguistic division between francophone and anglophone countries, the latter of which includes Ghana, seems to maintain, in relative terms, somewhat higher barriers to sub-regional LGA-to-LGA co-operation than in the cases of East and Southern Africa discussed above.

⁴⁷ FCM, personal communication / Édith Gingras. Also FCM (2008a), see e.g. p. 5.

FCM also has programmes on cross-cutting issues, e.g. on gender, and on HIV/AIDS, that they implement complementarily to their country-specific programmes⁴⁸. This is, though slightly different in implementation, somewhat parallel in idea to VNG International's thematic programmes, one of which will also be presented below.

Overall co-ordination efforts that cover both the local government level and LGA co-operation in a country, in the form prescribed in the CIB co-ordination principles for pilot countries, are currently pursued in one of the countries addressed in this report, namely, Ghana. This will be addressed below, in subchapter 2.2.⁴⁹

A general overview of recent ACB co-operation initiatives, as summarised in the following subchapters⁵⁰, is provided below. As stated above, only the most recent (ca. after 2005) significant ACB initiatives will be covered.

⁴⁸ FCM (2008a), in particular p. 9-10.

⁴⁹ CIB (s.a. b), CIB (2009a). The principles utilised by CIB within this co-ordination mechanism are presented in subchapter 3.1. and further in Appendix III.

⁵⁰ The format of presentation utilised in the summary tables in subchapters 2.2.-2.7. is the one used in SKL International (s.a. e).

Table 1: Overview of recent ACB co-operation initiatives, summary

LGA ⁵¹	PARTNER & PROGRAMME	DURATION	ANNUAL BUDGET	
NALAG (Ghana)	LGDK (Denmark), twinning	2005-2007	ca. 67 000 €	
	FCM (Canada), MPP	2009-2010	ca. 30 000 € ^a	
	VNG International (Netherlands), ACB	2009-2010	ca. 56 000 €	
ALGAK (Kenya)	VNG International (Netherlands), East Africa Regional Programme	2007-2010	ca. 269 000 € ^b (for 3 countries!)	
ALAN (Namibia)	SKL International (Sweden), NAMLOG	2009-2011	ca. 120 000 € ^d	
	SKL International (Sweden), P3 regional	2009-2012	ca. 125 000 € ^e (for 3 countries!)	
	VNG International (Netherlands), LOGO South Thematic Programme HIV/AIDS	2008-2010 ^c	unspecified	
SALGA (South Africa)	SKL International (Sweden), LODLOG	2006-2008	ca. 300 000 € ^f	
	SKL International (Sweden), GEMLOG	2008-2011	ca. 100 000 € ^g	
	SKL International (Sweden), P3 regional	2009-2012	ca. 125 000 € ^h (for 3 countries!)	
	VNG International (Netherlands), LOGO South Thematic Programme HIV/AIDS		unspecified	
	VNG International (Netherlands)/CMRA, Decentralised Response to HIV/AIDS	2005-2008	unspecified	
	VNG International (Netherlands)/CMRA, Benchmarking Response to HIV/AIDS	2008-2010	unspecified	
	VNG International (Netherlands), MIC/housing and spatial planning	2007-2010	unspecified	
	LGA (UK)		unspecified ca 12 000 € ⁱ	
	SWALGA (Swaziland)	none	N/A	N/A
	ALAT (Tanzania)	FCM (Canada), MPP	2007-2010	ca. 40 000 € ^j
FCM (Canada), MPED		2010-2015	not available at the time of writing	

⁵¹ For each of the LGAs addressed, a basic information sheet providing further information on the LGA is included as an appendix to this report.

^a Estimated average of the figures given, based on an exchange rate of 1 € = -1,5 \$.

^b The figure given is for the VNG International East Africa Regional Programme, which covers Kenya (ALGAK), Rwanda (RALGA), and Burundi (ABELO), and for 2010.

^c As part of the Thematic Programme, prior co-operation already in 2005-2008.

^d Estimated annual average, based on an exchange rate of 1 € = -10,0 SEK.

^e The figure given is for the P3 regional programme, which covers Botswana (BALA), Namibia (ALAN), and South Africa (SALGA). Estimated annual average, based on the proportion carried out by SKL International.

^f Estimated annual average, based on an exchange rate of 1 € = -9,5 SEK.

^g Estimated annual average, based on an exchange rate of 1 € = -10,0 SEK.

^h The figure given is for the P3 regional programme, which covers Botswana (BALA), Namibia (ALAN), and South Africa (SALGA). Estimated annual average, based on the proportion carried out by SKL International.

ⁱ Estimated annual average.

^j Estimated figure, based on an exchange rate of 1 € = -1,5 \$.

2.2. National Association of Local Authorities of Ghana (NALAG)

NALAG is the representative organisation of the local authorities in Ghana, and it was founded in 1977. The objectives of NALAG include, among others, representing the local authorities in Ghana effectively at the national and international level, assisting in maintaining a high standard of local government service delivery, providing a platform for the discussion and exchange of ideas, view points, and information as well as a channel for effective communication between local authorities and the central government, and promoting effective and efficient local government through affiliation with LGAs and other related organisations internationally.⁵²

NALAG and FCM have a long-standing co-operation relationship of over twenty years. This has included ACB co-operation also within the framework of FCM's latest Municipal Partnership Programme (MPP) of 2007-2010. However, due to shifted priorities in Canadian development co-operation, and the economic development of Ghana, direct capacity building support to NALAG by FCM will not be continued, although opportunities to work with NALAG as an associate partner will be explored.⁵³

In its programming, FCM follows an integrated approach, whereby both the local governments and the LGAs in a country are included in programme planning and implementation. FCM's MPP strategy for 2007-2010 specifies that the goal in supporting the LGAs is to support the development of more strategic and efficient LGAs providing responsive services to their members and able to exert greater influence on behalf of the local government sector with other orders of government, and that in the ACB co-operation, the primary support provided will be for "projects and activities that reinforce association policy development, advocacy and lobbying; governance and management; and member communications". In addition, four cross cutting themes, including a role for the LGAs and incorporating MDGs 3 (gender) and 6 (endemic diseases – HIV/AIDS), are integrated: municipal knowledge sharing, gender equality, environmental sustainability and HIV/AIDS.⁵⁴

VNG International, in turn, co-ordinates Dutch local government co-operation in Ghana. Together with NALAG, VNG International takes responsibility for co-ordinating both local government level and LGA co-operation in Ghana according to the CIB co-ordination guidelines.⁵⁵

The recent focus of the co-operation has been on developing a district database system in Ghana, related to waste management and fee collection. This includes strengthening NALAG's role in facilitating the exchange of knowledge on this topic between the districts as well as its capacity to lobby the central government on behalf of the districts in related matters.⁵⁶

According to the most recent CIB pilot country co-ordination report for Ghana, in 2011 there are some prospects for co-operation between NALAG and the German Association of Cities (Deutscher Städtetag), the British Local Government Association (LGA (UK)), and VNG International. On April 22, 2010, a local government co-operation meeting for partners from Germany and Ghana was organised in Cologne, Germany, and in late September or October, 2010, a corresponding meeting for Dutch-Ghanaian partnerships will be organised by VNG International in Accra, Ghana. VNG International is in the process of planning a country programme for Ghana for 2011-2015, in which the inclusion of NALAG as a strategic partner will

⁵² NALAG, personal communication / John Kwame Kenyah.

⁵³ FCM, personal communication / Édith Gingras. See also CIB Compendium 2010 / FCM response 2010.

⁵⁴ FCM (2008a).

⁵⁵ See CIB (s.a. b), CIB (2009a). The principles utilised by CIB within this co-ordination mechanism are presented in subchapter 3.1. and further in Appendix III.

⁵⁶ VNG International (s.a. a).

be explored. VNG International is co-ordinating their work with LGA (UK), who are planning for a new project with NALAG. Contact is also sought with other CIB members active in Ghana to benefit from possible synergies.⁵⁷

An overview of recent ACB co-operation initiatives of NALAG, as reported through the CIB and as gathered from the other sources indicated, is presented below

Table 2: Overview of recent ACB co-operation initiatives, NALAG

Programme name	NALAG – LGDK (Denmark)
Programme period	2005-2007
Sources of funding	DANIDA
Budget (if known)	200 000 €
Implementation partners / consortium members	
Project description	As part of the Danish Support to Decentralisation in Ghana a twinning cooperation between LGDK and NALAG was launched with the purpose to strengthen the activities of NALAG.
Services provided and possible concrete results (e.g. trainings, guides, etc.)	According to the cooperation agreement the support to NALAG will include: Strategic Planning of NALAG's activities Fiscal decentralisation, incl. development of NALAG policy papers Interaction between NALAG and central government ministries and institutions Training and capacity building Training of NALAG staff in Denmark
Sources / further information	LGDK (2008), p. 48-49.
Programme name	NALAG – FCM (Canada), MPP
Programme period	2007-2010
Sources of funding	CIDA
Budget (if known)	2008/2009: 50 000 \$, 2009/2010: 40 000 \$ (2008/2009: ca. 33 000 €, 2009/2010: ca. 27 000 €. The converted figures are given as an estimate only, based on an exchange rate of 1 € = ~1,5 \$.)
Implementation partners / consortium members	UCLGA, VNG International
Project description	MPP 2007-2010 focuses on strengthening democratic local governance in participating regions and countries to improve the quality of life of women and men in the community. A key component of the 2007-10 MPP is local governance. The MPP aims to ... strengthen national LGAs through developing country program strategies and institutional strengthening projects; and strengthens regional municipal networks by developing regional program strategies and implementing institutional strengthening projects and regional thematic projects (e.g., HIV/AIDS (MDG 6) and gender equality (MDG 3)). For further details, please refer to FCM's Africa-Canada Municipal Cooperation Strategy, MPP 2007-2010, FCM (2008a). Note: Ghana is no longer a primary partner country under MPED 2010-2015 and will therefore not continue to receive direct capacity building support from FCM. Opportunities to work with NALAG as an associate partner will be explored by FCM in the program inception phase.

⁵⁷ CIB (2010), p. 28-29.

Services provided and possible concrete results (e.g. trainings, guides, etc.)	Lobbying/advocacy, training for and service provision to members, communication, knowledge management and dissemination, increasing women's participation.
Sources / further information	Publications and/or developed tools: Trainer and Trainee Manual – Capacity building for District Assemblies CIB Compendium 2009 / FCM ACB response 2008, CIB Compendium 2009 / FCM ACB response 2009, CIB Compendium 2010 / FCM response 2010.
Programme name	NALAG – VNG International (the Netherlands), Individual ACB Project
Programme period	2009-2010
Sources of funding	MFA (the Netherlands)
Budget (if known)	2010: 55 614 €
Implementation partners / consortium members	Gesellschaft für Technische Zusammenarbeit (Germany), Deutscher Städtetag (Germany)
Project description	VNG International has started its ACB programme in Ghana in 2010 with a small project with the national association NALAG. The cooperation targets to strengthen the capacity of NALAG staff in terms of lobbying and advocacy and support in the development of a new strategic plan with corresponding budgets. Support is mainly given in terms of exchange of expertise and coaching, workshops and trainings.
Services provided and possible concrete results (e.g. trainings, guides, etc.)	Focal areas: Internal management Knowledge products: Internal management documents
Sources/further information	CIB Compendium 2010 / VNG International ACB response 2010, CIB (2010).

For reference, a basic information sheet on NALAG, compiled by the AFLRA, is included as an appendix to this report.

2.3. Association of Local Government Authorities of Kenya (ALGAK)

ALGAK is the representative organisation for the 175 local authorities in Kenya. It was founded in 1959 and registered as an association in 1996. ALGAK's mission is to contribute to local development and good governance through creation of coalitions and through partnerships in lobbying, advocacy and policy research to promote efficient service delivery and local socio-economic development. Its strategic objectives include lobbying for an efficient, democratic and viable devolved local government system, mobilising financial resources to implement all strategic programs, and supporting local authorities to address socioeconomic development agenda including the MDGs.⁵⁸

VNG International's East African Regional ACB programme works with ALGAK, the Rwanda Association of Local Government Authorities (RALGA), and the Association Burundais des Elus Locaux (ABELO) of Burundi. One good illustration of East African regional co-operation, as well as the regional nature of the programme, is that in a three-day leadership training workshop held in Arusha, participants both from the LGAs of Kenya and Rwanda, and those of Uganda and Tanzania, as well as the representatives of EALGA were in attendance.⁵⁹

⁵⁸ ALGAK, personal communication / Joyce Nyambura. ALGAK (2010b).

⁵⁹ VNG International (s.a. / 2010). For the regional leadership workshop, see ALGAK (2007).

During 2007-2010, ALGAK service provision, in particular financial management and internal management, have been in the focus of the programme. To support this work, a human resources and operations manual and a financial management manual for ALGAK have been developed and adopted by ALGAK. Within the programme, ALGAK still participates in regional workshops with RALGA and ABELO, and also shares some lobbying and advocacy concerns with these regional partner organisations, also within the EAC context.⁶⁰

An overview of recent ACB co-operation initiatives of ALGAK, as reported through the CIB and as gathered from the other sources indicated, is presented below.

⁶⁰ Op. cit., p. 3, 5, for further information on regional workshops on lobbying and on financial sustainability see also p. 7.

Table 3: Overview of recent ACB co-operation initiatives, ALGAK

Programme name	ALGAK – VNG International (the Netherlands), East Africa Regional Programme: Kenya, Rwanda, Burundi
Programme period	2007-2010
Sources of funding	MFA (the Netherlands)
Budget (if known)	1 064 123 € / 48 months, all three LGAs combined, 2010: 268 705 €, all three LGAs combined
Implementation partners / consortium members	ALGAK: Friedrich Ebert Stiftung, ABELO (Association Burundais des Elus Locaux), RALGA (Rwanda Association of Local Government Authorities)
Project description	<p>The objective of the VNG ACB programme component is improved local governance and effective decentralisation through enhanced capacities of local government associations.</p> <p>During the first VNG-ACB programme in which ALGAK was one of the four partners, ALGAK was enabled to improve its accounting system, to work on innovative local government practices, to work on team building, to develop a communication strategy, to lobby for local government in the draft Kenyan constitution and develop a financial manual for treasurers in Kenyan local governments.</p> <p>The current (2007-2010) LOGO South ACB tries to improve the ALGAK service provision and therefore mainly focuses on financial management training and internal management of the organisation i.e. the development of the Human Resources and Operations Manual. This has been the focus for 2007-2009. The financial management manual and validation workshops have been very successful. With the printing of the revised manual, still foreseen in 2009, the process has been completed. The Human Resources and Operations Manual has been adopted by the Board of ALGAK and parts of it are now being implemented. ALGAK does not request further support in this area.</p> <p>In the LOGO South ACB annual plan for 2010, ALGAK's participation will therefore be limited to the two regional workshops. The one on financial sustainability is a follow up of the previous ones in 2008 and 2009, and the one on lobbying and advocacy will benefit from ALGAK's experiences in the field. Besides, it will also focus on the joint interests of ALGAK, RALGA and ABELO relating to the East African Community and its – future – impact on local governments.</p>
Services provided and possible concrete results (e.g. trainings, guides, etc.)	<p>ALGAK: Service delivery Internal management and organisation Financial sustainability Products: Organisational and financial assessment instruments Treasurers' Manual for Financial management (ALGAK) HRM manual (ALGAK)</p>
Sources / further information	CIB Compendium 2009 / VNG International ACB response 2009, CIB Compendium 2010 / VNG International ACB response 2010, VNG International (s.a. / 2010), for further information see also VNG International (s.a. / 2009).

For reference, a basic information sheet on ALGAK, compiled by the AFLRA, is included as an appendix to this report.

2.4. Association for Local Authorities in Namibia (ALAN)

ALAN, as the representative organisation of local governments, covers all 54 local authorities in Namibia, with representation and membership fees gradated by size. It has a comparatively long history, having been founded already in 1952. ALAN's vision is "effective and efficient local governance through improved quality services to the Namibian Citizens", and its mission "to protect, safeguard and enhance the image, interests, rights and privileges of all local authorities in Namibia".⁶¹

It provides a platform for local authorities for the sharing of knowledge, expertise and best practices, with the ultimate goal of the local authorities providing better services for their communities. It aims to be "a dynamic, transparent, and self-sustaining organisation that plays an advocacy role on behalf of all local authorities in Namibia", and to assist its memberships deal with socioeconomic problems comprehensively and sustainably.⁶²

ALAN has defined its strategic goals and sub-objectives in its 2007-2011 strategic plan. These include enhancing ALAN's and local government's political and legal recognition, active participation in the decentralisation process, improving the organisation's financial sustainability & management capacity, and developing its organisational structure and human resources. In addition, setting standards for service delivery and furthering national, regional and international development partnerships are at the strategic focus.⁶³

ALAN has had ACB co-operation partnerships with a number of LGAs. During the last decade, ALAN has co-operated with FCM, but this co-operation has ended in 2007⁶⁴. In turn, however, the Swedish SKL International has been increasing its co-operation with ALAN. According to SKL International, special focus was set on Namibia and ALAN during the spring of 2008, to facilitate new Swedish – Namibian partnerships⁶⁵. This is, in fact, visible in the projects outlined below.

In addition, VNG International's Thematic Programme on HIV/AIDS has operated in three municipal pairings between Namibia and the Netherlands, as well as four between South Africa and the Netherlands. In its implementation, the role of the South African Local Government Association (SALGA) is significant, and also the increased involvement of ALAN has been considered.⁶⁶

An overview of recent ACB co-operation initiatives of ALAN, as reported through the CIB and as gathered from the other sources indicated, is presented below.

61 ALAN (2009a).

62 Ibidem.

63 ALAN, personal communication / Jennifer Kauapirura.

64 FCM, personal communication / Édith Gingras.

65 CIB Compendium 2009 / SKL International MIC response 2008.

66 VNG International (s.a. d). A further consideration is the role of VNG International's and SALGA's joint venture in this area, the Centre for Municipal Research and Advice (CMRA) based in Pretoria, South Africa, see e.g. CMRA (s.a.). See subchapter 2.5. for related VNG International programmes in South Africa.

Table 4: Overview of recent ACB co-operation initiatives, ALAN

Programme name	NAMLOG: Capacity building programme to support local governance in Namibia, SKL International (Sweden)
Programme period	2009-2011
Sources of funding	SIDA
Budget (if known)	3 650 000 SEK (ca. 365 000 €. The converted figure is given as an estimate only, based on an exchange rate of 1 € = ~10,0 SEK.)
Implementation partners / consortium members	
Project description	NAMLOG is a training programme that builds competence of state, regional and local officials and politicians in local democracy and governance to establish a joint platform for further decentralisation in Namibia. Programme components include: Competence development of state, regional and local officials and politicians Improved capacity of ALAN as a network node on decentralisation Strengthened platform to pursue decentralisation in certain service delivery areas
Services provided and possible concrete results (e.g. trainings, guides, etc.)	Project management Association capacity building support Training management of programme including modules on good governance, gender mainstreaming, transparency, public participation, holistic planning, etc.
Sources/further information	SKL International (s.a. c).
Programme name	P3: Partnership/Participation/Progress, SKL International (Sweden)
Programme period	2009-2012
Sources of funding	EU, SIDA
Budget (if known)	2 800 000 € (proportion carried out by SKL International 18%)
Implementation partners / consortium members	SKL International (Sweden), SALGA, ALAN, BALA (Botswana Association of Local Authorities)
Project description	P3 is a partnership between the Associations for Local Authorities in Sweden, Namibia, South Africa and Botswana. The purpose is to assist the partner association in supporting their members' efforts to better serve their citizens through creating a fertile ground for economic development, improved financial management and improved service oriented culture. The starting point is the untapped potential that can be found in civil society in contributing to healthier finances and transparency in municipalities. Through qualitative interaction with important socio-economic players at the local level and involving local stakeholders in output-oriented participation, municipalities can unleash this potential to strengthen their economic bases and receive support for efforts towards transparent and accountable governance.
Services provided and possible concrete results (e.g. trainings, guides, etc.)	SKL is supporting P3 in terms of: Project Management Institutional Capacity Building Technical assistance
Sources/further information	SKL International (s.a. d), ALAN (2009b).

Programme name	LOGO South Thematic Programme HIV/AIDS, VNG International (the Netherlands)
Programme period	2005/2008-2010
Sources of funding	MFA (the Netherlands)
Budget (if known)	not indicated separately, co-operation covers 4 local linkages in South Africa, 3 in Namibia, and the LGAs SALGA and to some degree ALAN
Implementation partners / consortium members	SALGA (official partner, host organisation for the national co-ordinator, as planned in the programme update for 2009-2010), ALAN (involved in the programme activities with a smaller role)
Project description	The projects have to contribute to the following overall aim: To establish a more effective HIV/AIDS-responsive local government in developing countries by using/adopting a coordinated municipal response building on previous experiences and research and aiming at the development of good practices to be disseminated amongst all Southern local authorities.
Services provided and possible concrete results (e.g. trainings, guides, etc.)	The focus areas are: Mainstreaming of service delivery Capacity building of staff Platform function Implementation of concrete/practical projects: Housing and HIV/AIDS Awareness/prevention/communication Outreach One Stop Centres or Multi Purpose Centres.
Sources/further information	VNG International (2006b), VNG International (s.a. d)

For reference, a basic information sheet on ALAN, compiled by the AFLRA, is included as an appendix to this report.

2.5. South African Local Government Association (SALGA)

SALGA is the organisation of the 283 municipalities and 9 provincial associations (North West, Gauteng, KwaZulu Natal, Eastern Cape, Limpopo, Northern Cape, Free State, Western Cape, Mpumalanga) of South Africa. SALGA was established in 1996, and is a relatively strong LGA in the African context. The vision of SALGA is to be an association of municipalities that is at the cutting edge of quality and sustainable services, and its mission is to be "consultative, informed, mandated, credible and accountable to our membership, and provide value for money".⁶⁷

SALGA has had active partnerships with various LGAs, including SKL International, VNG International, and the British LGA (UK) together with the Commonwealth Local Government Forum (CLGF). Within the latter relationship, there is a local co-ordinator based in the SALGA offices, managing the co-operation and liaising with other actors active in promoting local economic development in South Africa, including VNG International⁶⁸.

As discussed in the previous subchapter, VNG International has operated a Thematic Programme on HIV/AIDS in four municipal pairings between South Africa and the Netherlands, as well as three between Namibia and the Netherlands, and the implementing and co-ordinating role of SALGA has been active in the programme, to facilitate broader sharing of the experiences and more effective information dissemination⁶⁹. There have also been projects related to developing and benchmarking the best

⁶⁷ SALGA, personal communication / Khethekile Mathonsi.

⁶⁸ CIB Compendium 2009 / CLGF MIC response 2009.

⁶⁹ VNG International (s.a. d).

practices for a more effective local HIV/AIDS response, implemented together with CMRA⁷⁰.

VNG has also operated a country programme on housing and spatial development together with SALGA. Further, gender as a special theme remains high on VNG International's co-operation agenda.⁷¹

In addition, SALGA is involved in separate capacity building projects implemented together with SKL International, centering on local democracy and service delivery, and gender mainstreaming in local governance, as well as the P3 project partnering SALGA, ALAN, and the Botswana Association of Local Authorities (BALA).

An overview of recent ACB co-operation initiatives of SALGA, as reported through the CIB and as gathered from the other sources indicated, is presented below.

Table 5: Overview of recent ACB co-operation initiatives, SALGA

Programme name	LODLOG South Africa: Local Democracy & Local Governance, SKL International (Sweden)
Programme period	2006-2008
Sources of funding	SIDA
Budget (if known)	8 500 000 SEK (ca. 900 000 €. The converted figure is given as an estimate only, based on an exchange rate of 1 € = ~9,5 SEK.)
Implementation partners / consortium members	
Project description	<p>LODLOG (Local Democracy and Local Governance) is a training programme addressing the poor service delivery in South African municipalities and aims at building capacity among municipal officers and local politicians to adapt the service delivery to the current needs as well as to roll out service delivery.</p> <p>Some of the main learning objectives were: To be able to understand new, efficient and effective methods for service delivery in a municipal setting To be able to understand, transfer and to practice better project cycle management Further to traditional learning methods the participants designed and carried out projects based on their respective municipality's Integrated Development Plan (IDPs).</p> <p>In 2008 the overall management of the programme was transferred to SALGA (South African Local Government Association), whereby SKL International's continued role was as contributor of international expertise.</p>
Services provided and possible concrete results (e.g. trainings, guides, etc.)	<p>Capacity-building Training/coaching/facilitation Training management</p> <p>International Training Programme for a Local Democracy and Local Governance which has been accredited in South Africa, Training Management Handbook for SALGA to run the LODLOG Programme</p>
Sources/further information	SKL International (s.a. b), CIB Compendium 2009 / SKL International ACB response 2008.

⁷⁰ The theme will not be further expanded on here. For a thorough and persuasive discussion on HIV/AIDS and local government response to the development challenges it poses, see VNG International (2006b).

⁷¹ See VNG International (s.a. b) and VNG International (s.a. e).

Programme name	GEMLOG: Gender Mainstreaming and Local Governance, SKL International (Sweden)
Programme period	2008-2011
Sources of funding	SIDA
Budget (if known)	3 915 960 SEK (ca. 390 000 €. The converted figure is given as an estimate only, based on an exchange rate of 1 € = ~10,0 SEK.)
Implementation partners / consortium members	Masimanyane (South African NGO)
Project description	GEMLOG is a practically oriented training programme that builds capacity in South African municipalities to roll out gender mainstreaming policies in practice.
Services provided and possible concrete results (e.g. trainings, guides, etc.)	<p>Programme components include:</p> <ul style="list-style-type: none"> Capacity development of local governments and SALGA in planning and implementing gender policies Strengthening SALGA gender training management practices Project management Management of training modules in personal development, leadership, gender mainstreaming and local governance. Development and monitoring of municipal change projects in the Integrated Development Plan (IDP) context. Capacity building interventions in training management
Sources/further information	SKL International (s.a. a).
Programme name	P3: Partnership/Participation/Progress, SKL International (Sweden)
Programme period	2009-2012
Sources of funding	EU, SIDA
Budget (if known)	2 800 000 € (proportion carried out by SKL International 18%)
Implementation partners / consortium members	SKL International (Sweden), SALGA, ALAN, BALA (Botswana Association of Local Authorities)
Project description	<p>P3 is a partnership between the Associations for Local Authorities in Sweden, Namibia, South Africa and Botswana. The purpose is to assist the partner association in supporting their members' efforts to better serve their citizens through creating a fertile ground for economic development, improved financial management and improved service oriented culture.</p> <p>The starting point is the untapped potential that can be found in civil society in contributing to healthier finances and transparency in municipalities. Through qualitative interaction with important socio-economic players at the local level and involving local stakeholders in output-oriented participation, municipalities can unleash this potential to strengthen their economic bases and receive support for efforts towards transparent and accountable governance.</p>
Services provided and possible concrete results (e.g. trainings, guides, etc.)	SKL is supporting P3 in terms of: <ul style="list-style-type: none"> Project Management Institutional Capacity Building Technical assistance
Sources/further information	SKL International (s.a. d).

Programme name	LOGO South Thematic Programme HIV/AIDS, VNG International (the Netherlands)
Programme period	2005-2010
Sources of funding	MFA (the Netherlands)
Budget (if known)	not indicated separately, co-operation covers 4 local linkages in South Africa, 3 in Namibia, and the LGAs SALGA and to some degree ALAN
Implementation partners / consortium members	SALGA (official partner, host organisation for the national co-ordinator, as planned in the programme update for 2009-2010),
Project description	The projects have to contribute to the following overall aim: To establish a more effective HIV/AIDS-responsive local government in developing countries by using/adopting a co-ordinated municipal response building on previous experiences and research and aiming at the development of good practices to be disseminated amongst all Southern local authorities.
Services provided and possible concrete results (e.g. trainings, guides, etc.)	The focus areas are: Mainstreaming of service delivery Capacity building of staff Platform function Implementation of concrete/practical projects: Housing and HIV/AIDS Awareness/prevention/communication Outreach One Stop Centres or Multi Purpose Centres.
Sources/further information	VNG International (2006b), VNG International (s.a. d)
Programme name	South Africa, Decentralised Response to HIV/AIDS, VNG International (the Netherlands)
Programme period	2005-2008
Sources of funding	MFA (the Netherlands)
Budget (if known)	unspecified
Implementation partners / consortium members	CMRA (Centre for Municipal Research and Advice)
Project description	The overall objective is to establish a more effective HIV/AIDS-responsive local government in South Africa by using / adopting a coordinated municipal response building on previous experiences and research and aiming at the development of good practices to be disseminated amongst all South African municipalities. South African and Dutch expertise will be used to assist a total of seven municipalities. Besides the seven municipalities, the South African Local Government Association (SALGA) will be an additional beneficiary of the project. The specific objectives are: ... To support SALGA on the programs to enhance the local government response to HIV/AIDS The expected results of the project are: ... 4. Support programs and information dissemination programs on the local government response to HIV/AIDS at SALGA.
Services provided and possible concrete results (e.g. trainings, guides, etc.)	Area of expertise: Municipal Infrastructure & Services Policy field(s): HIV/AIDS Project management Institutional development
Sources/further information	VNG International (s.a. h).

Programme name	South Africa, Benchmarking Municipal HIV&AIDS Responses, VNG International (the Netherlands)
Programme period	2008-2010
Sources of funding	MFA (the Netherlands)
Budget (if known)	unspecified
Implementation partners / consortium members	CMRA (Centre for Municipal Research and Advice)
Project description	<p>The wider objective of the project is improved municipal responses to the HIV and AIDS epidemic at municipal level that reduce the infection rates and mitigate the pact of HIV and AIDS.</p> <p>The specific objectives are:</p> <p>...</p> <p>3. Improved sharing in best practices among the selected municipalities and at national level</p> <p>The expected results of the project are:</p> <p>...</p> <p>Network formation among the Municipalities in the project takes place which results in sharing of information and experiences Best-practices and guidelines are identified and documented Results are shared nationally and improved responses by Municipalities are promoted</p>
Services provided and possible concrete results (e.g. trainings, guides, etc.)	<p>Area of expertise: Municipal Infrastructure & Services</p> <p>Policy field(s): HIV/AIDS Monitoring and Evaluation Public health</p>
Sources/further information	VNG International (s.a. g), CMRA (2010).
Programme name	SALGA – VNG International (the Netherlands), local government co-operation: housing and spatial planning
Programme period	2007-2010
Sources of funding	MFA (the Netherlands)
Budget (if known)	not indicated separately, co-operation covers 9 local linkages and SALGA
Implementation partners / consortium members	The National Department of Housing, The Social Housing Foundation
Project description	The development of social housing is the primary focus area of Dutch local government co-operation in South Africa. In this, a proactive role for SALGA and the (LOGO South) national housing co-ordinator stationed at SALGA is envisaged. Regarding housing, SALGA plays a role in guiding the policy making at local level and is engaged in the communication with national and provincial governments on the housing issue.
Services provided and possible concrete results (e.g. trainings, guides, etc.)	Focal areas: Social housing policy, spatial planning and living environment
Sources/further information	CIB Compendium 2010 / VNG International MIC response 2010, VNG International (s.a. b).

Programme name	SALGA – LGA (UK), in co-operation with CLGF
Programme period	unspecified, 36 months
Sources of funding	DFID (UK), CLGF (partly)
Budget (if known)	35 000 €
Implementation partners / consortium members	CLGF, Development Bank of South Africa
Project description	LGA UK's programmes target the strengthening of local governmental associations and local authorities overseas. The work typically focuses on two areas: 1) Political capacity building: helping an organisation (such as LGAs, which represent their member local authorities in central – local relations), its staff and councillors to increase their political effectiveness at local to national, as well as international levels. 2) Organisational and administrative strengthening: developing the skills of officers and councillors in relation to specific service functions to better support their citizens or association members.
Services provided and possible concrete results (e.g. trainings, guides, etc.)	Delivery of corporate peer review, sharing of UK best practice on measuring impacts of the recession at the local level, research commissioning, reputation management, lobbying and advocacy. Focal areas: Strategic repositioning and corporate assessment Note: There is a local coordinator based in the SALGA offices who has been liaising with a range of different partners active in promoting local economic development in South Africa, including VNG International through their links with SALGA.
Sources/further information	CIB Compendium 2010 / LGA (UK) ACB response 2010, CIB Compendium 2009 / CLGF MIC response 2009.

For reference, a basic information sheet on SALGA, compiled by the AFLRA, is included as an appendix to this report.

2.6. Swaziland Local Government Association (SWALGA)

SWALGA, established in 2000, is the organisation representing all local government councillors in the local authorities of Swaziland, and it includes all local authorities as its members. Its objectives include, among others, establishing and facilitating sound relationships with central government, interest groups, and international bodies. The overall aims of this work are the strengthening of local government institutions and capacity building for efficient and effective local governance in the Kingdom of Swaziland.⁷²

According to the CIB, the AFLRA is the only CIB member with a current presence in Swaziland, and no ACB activities have been reported through the CIB⁷³.

SWALGA currently has small resources, but in the author's opinion local authorities in Swaziland would stand to benefit significantly from expanded co-operation with their counterparts in e.g. South Africa and Namibia, possibly also through activities associated with the international (ACB) co-operation programs active in these countries.

Considering this, it would naturally be beneficial to explore the possibilities for enhanced regional co-operation and the synergies involved in a broader exchange of experiences. With this in mind, please refer also to the previous sections on ALAN

⁷² SWALGA, personal communication / Sithembile Dlamini.

⁷³ CIB Compendium 2010.

and SALGA for an overview of current LGA-to-LGA initiatives in the Southern Africa region.

In addition to regional synergies, ACB co-operation with SWALGA would also allow for broadened sharing of the benefits and experiences from capacity building gained through the long-standing and well established co-operation between Salo, Finland, and Mbabane, Swaziland. Naturally, these kinds of exchanges are, in addition to an LGA's national advocacy, service, and facilitation roles, one of the primary functions of an LGA.

For reference, a basic information sheet on SWALGA, compiled by the AFLRA, is included as an appendix to this report.

2.7. Association of Local Authorities of Tanzania (ALAT)

ALAT is the representative organisation of local government authorities, currently 133, in Tanzania mainland, and it was founded in 1984. Its objectives include safeguarding the rights and interests of local governments in Tanzania through e.g. representing the local government nationally and internationally, lobbying and advocating for relevant policy changes, information dissemination to member local governments, providing expertise services, and facilitating programs for partnerships with other LGAs both in the north and the south. In addition, ALAT participates in the work of EALGA.⁷⁴

ALAT has been co-operating with FCM since 2003, and this co-operation is set to continue in 2010-2015 within FCM's Municipal Partnerships for Economic Development (MPED) program⁷⁵. VNG International has co-ordinated Dutch municipal co-operation in Tanzania, and has also had some contacts with ALAT and a Tanzanian NGO, Training and facilitation centre, focusing on organisation development as a capacity building approach; in addition, in particular VNG's thematic programme on public participation has been active in Tanzania⁷⁶. As of June 2010, ALAT is also finalising the design of an institutional strengthening support program to be financed by SIDA⁷⁷.

⁷⁴ ALAT, personal communication / Celestine Kimaro.

⁷⁵ FCM, personal communication / Édith Gingras. MPED 2010-2015 is currently pending CIDA approval.

⁷⁶ VNG International (s.a. c).

⁷⁷ ALAT, personal communication / Habraham Shamumoyo. Further details of this planned programme are unavailable at the time of writing.

An overview of recent ACB co-operation initiatives of ALAT, as reported through the CIB, is presented below.

Table 6: Overview of recent ACB co-operation initiatives, ALAT

Programme name	ALAT – FCM (Canada), MPP
Programme period	2007-2010
Sources of funding	CIDA
Budget (if known)	~ 60 000 \$ / year (ca. 40 000 € / year. The converted figure is given as an estimate only, based on an exchange rate of 1 € = ~1,5 \$.)
Implementation partners / consortium members	Municipal Development Partnership East and Southern Africa
Project description	MPP 2007-2010 focuses on strengthening democratic local governance in participating regions and countries to improve the quality of life of women and men in the community. A key component of the 2007-10 MPP is local governance. The MPP aims to ... strengthen national LGAs through developing country program strategies and institutional strengthening projects; and strengthens regional municipal networks by developing regional program strategies and implementing institutional strengthening projects and regional thematic projects (e.g., HIV/AIDS (MDG 6) and gender equality (MDG 3)). For further details, please refer to FCM's Africa-Canada Municipal Cooperation Strategy, MPP 2007-2010, FCM (2008a). Note: Tanzania is a focus country also for MPED 2010-2015 (planned).
Services provided and possible concrete results (e.g. trainings, guides, etc.)	ACB: Lobby/Advocacy Developed through 2007-2010 MPP: Induction Program and Training Course for ALAT Staff (Workshop March 2010) Report on Strategic Plan and Review workshop (March 2009) Observations/ Recommendations for ALAT in regard to Human Resources Issues (April, 2009)
Sources/further information	CIB Compendium 2009 / FCM ACB response 2008, CIB Compendium 2009 / FCM ACB response 2009, CIB Compendium 2010 / FCM response 2010.
Programme name	ALAT – FCM (Canada), MPED
Programme period	2010-2015
Sources of funding	CIDA (pending approval)
Budget (if known)	pending
Implementation partners / consortium members	Municipal Development Partnership East and Southern Africa
Project description	FCM has proposed to CIDA a new program named the Municipal Partners for Economic Development (MPED) that better responds to the development context of the partner countries and aligns with Canada's new priorities for official development assistance. ... Its specific purpose will be to support local governments and LGAs in among others Tanzania to enable them to provide more effective services that advance sustainable and equitable local

<p>Services provided and possible concrete results (e.g. trainings, guides, etc.)</p>	<p>economic development. MPED will also support the engagement of program partners in regional knowledge sharing, and in global policy development and program co-ordination.</p> <p>The crosscutting themes of the program will be environmental sustainability and equality between women and men.</p> <p>The expected Ultimate Outcome of MPED is improved local economic conditions in selected developing countries.</p> <p>The three expected Intermediate Outcomes are: Effective local governance and new services for sustainable and gender equitable economic development are modeled. National enabling environments for good local governance and sustainable and gender equitable economic development are strengthened.</p> <p>FCM and its LGA partners contribute to making regional and global local government networks more aid-effective, and sustainable in support of good local governance and sustainable and gender equitable economic development.</p> <p>Sources/further information CIB Compendium 2010 / FCM response 2010.</p>
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For reference, a basic information sheet on ALAT, compiled by the AFLRA, is included as an appendix to this report.

3. Association capacity building: tools, methods, and experiences

3.1. Communities of sharing, communities of practice

The institutional framework

The organisations, associations, and projects related to decentralised development and development co-operation are numerous. To give the reader an overview of the institutional framework of local government co-operation, central organisations in the field are here introduced.

As identified in the previous main chapter, the primary frame of reference for this report is the UCLG CIB working group and its members⁷⁸. On the European level, other actors of development co-operation include e.g. PLATFORMA, the European Platform of local and regional government for development⁷⁹, operating under the auspices of the Council of European Municipalities and Regions (CEMR)⁸⁰, and the associated Cohésions information service⁸¹, developed in conjunction with the European charter on development cooperation in support of local governance.

On a more global level, there is the African Caribbean Pacific Local Government Platform (ACP-LGP), centering on information pertinent to the Cotonou Partnership Agreement signed in 2000 between 77 African-Caribbean-Pacific (ACP) countries and the EU, which recognises local government as a distinct key actor in development cooperation, with the intent to increase local government involvement in and capacity for benefiting the EU-ACP development dialogue⁸². Another actor working for improved decentralised co-operation between EU and developing countries is the European Union – Latin America Observatory on Decentralised Co-operation (EU-LA ODC), the activities of which span e.g. gathering data, commissioning studies, creating and distributing information products, organising trainings, and serving as a forum for analysis and debate on decentralised co-operation⁸³.

Operating in the UK, an important information resource is the Local Government Alliance for International Development (LG Alliance), a partnership encompassing five local government bodies in the UK, committed to increasing understanding of the role of local government in reducing poverty internationally. Its aims include raising awareness within UK councils of global poverty issues, increasing understanding about how local government can help to reduce global poverty, and increasing the capacity of UK local councils to get involved.⁸⁴

In the European context, there is also the Council of Europe (CoE), host to bodies such as the Congress of Local and Regional Authorities (of Europe, commonly known as CLRAE), which is the organ behind the European Charter of Local Self-Govern-

⁷⁸ See CIB (s.a. a).

⁷⁹ See e.g. CEMR (2008) and CEMR (s.a. b).

⁸⁰ See e.g. CEMR (s.a. a).

⁸¹ See Cohésions (s.a.).

⁸² See e.g. ACP-LGP (2006).

⁸³ See e.g. EU-LA ODC (s.a. b).

⁸⁴ See e.g. LG Alliance (2010a,c).

ment, the European Committee on Local and Regional Democracy (and Good Governance), and the Centre of Expertise for Local Government Reform.⁸⁵ It is the last of these, the Centre of Expertise, that produces a “portfolio of practical capacity building (...) tools, drawn from the best of European experience”, of interest also in this report⁸⁶.

In the African context, there is, naturally, the regional voice of LGAs, the United Cities and Local Governments of Africa (UCLGA)⁸⁷. In addition, there is the Municipal Development Partnership – Eastern and Southern Africa (MDP-ESA), working for hands-on capacity building in local government⁸⁸. On top of these come the national and sub-regional LGAs active in decentralised development and development co-operation, both in the south and in the north.

The organisations are here enumerated not because of wishing to give a complete account of each – for that is not within the purpose or the scope of this report – but to paint a landscape of co-operation, identify the common features, and, at the same time, highlight the challenges involved. Despite their different scopes, all of the organisations introduced above have one thing in common: all of them are, in essence, communities of sharing, and communities of practice. The central feature ideally defining these organisations is that they are, within their respective spheres of operation, hubs of sharing, learning, and exchange.

All of them are, in other words, potential sources of and conduits for good local government and LGA practices. The challenge, then, becomes finding and identifying the relevant practices to share, without inundating the practitioner in a sea of options. Below, one core set of practices, dedicated in particular to sharing and exchange of ideas and information, is discussed.

Practices of sharing and exchange

It is the conviction of the author of this report, that active sharing of ideas and information provides the best possible premise for continued development, both within an organisation, and in the society at large. The potential for innovation and mutual learning exists, and it is our responsibility to realise its benefits.

The synergy benefits, both from co-ordinating the financing from different sources at the level of practice (local governments, LGAs), and from the co-operation efforts directed at capacity building, are also confirmed in a recent case study of four developing LGAs conducted by VNG International. Likewise, the study emphasises the importance of similar peers in an active framework of mutual learning: in the last of the six capacity building implementation recommendations given by the report, both the continued development and use of shared capacity assessment tools, as well as regular exchange conferences and discussions in a network of peer LGAs, are recommended.⁸⁹

With this in mind, some relevant practices of sharing are here considered. For this overview, a distinction can be made between two types of practices: those directed primarily at (slightly more informal) exchange and information dissemination, and those directed at (slightly more formal) co-ordination of activities between practitioners.

Taking the more informal (but no less useful nor potentially effective) first, one can identify some common modes of exchanges. In addition to so called traditional media like newsletters and seminars, e.g. on-line forums are increasingly employed when possible. As an example from the UK, the aptly named “Community of Practice” on

⁸⁵ See CoE (s.a. a,c,d,e).

⁸⁶ CoE (s.a. a). The CoE toolkits are, due to their origins, built for the European context, but have broader applicability, and will therefore also be introduced in subchapter 3.3. below.

⁸⁷ See e.g. UCLGA (2010a).

⁸⁸ See e.g. MDP-ESA (s.a. a,b).

⁸⁹ van Tilburg (2010), in particular p. 12, 18. The LGAs addressed are those of Rwanda, Mali, Nicaragua, and Nepal.

International Development & Local Government, administered by the LG Alliance, serves as a nexus of information exchange for practitioners of north-south co-operation⁹⁰. Likewise, the Finnish NSLGCP has recently launched an information sharing service for co-ordinators of north-south MIC within the programme. Also the CIB has a (members-only) on-line forum⁹¹, in addition to the other modes of sharing it maintains.

Other types of sharing are what might be termed collections of resources. These can be e.g. services providing concentrated access to project information or information on the relevant actors, or methods of gathering and/or facilitating access to information on (theme- and actor-relevant) best practices.⁹²

As a further example of information sharing of this type, basic information sheets on the six LGAs addressed in this report are included as appendices to the report. They are also available through the NSLGCP on-line.

To round off the discussion on the more informal methods of sharing and mutual learning, it is perhaps a useful reminder that in addition to the on-line tools and collections of resources discussed above one really shouldn't neglect the more conventional forms of face-to-face experience exchange either. One such workshop method of dialogical peer learning, co-developed by the AFLRA and with broad applicability in change management and leadership, is briefly summarised in Appendix II⁹³.

Platforms for co-operation and co-ordination

Turning, then, towards the more formal mechanisms of co-ordination within the sphere of decentralised co-operation, we may take a brief look at the peer organisations of LGAs. Employing a combination of sharing and resource collection, thus giving recognition to their importance, the UCLGA includes in its programming both a module for peer learning in local government, within the framework of the African Peer Review Mechanism (APRM), as well as an instrument titled the Knowledge Management Facility for Local Governments (KMF)⁹⁴.

The stated overall aim for the KMF is, much in line also with the discussion above, “the creation and management of an environment that moves away from the dominant culture of ‘knowledge is power’ to one in which ‘knowledge sharing is power’”. The stated way to achieve this is to promote the exchange of knowledge particularly among

⁹⁰ LG Alliance (2010b). For a general primer on the benefits of communities of practice, including e.g. faster problemsolving, cost-effectiveness, and less duplication of effort, developed in the local government context, see Improvement and Development Agency (s.a.). As necessary ingredients for a community of practice to succeed, a clear purpose, a responsive facilitator, and active contributors (both in the role of experts and participants) are identified. The communities of practice built around this particular concept also employ other tools of the “social media” genre, e.g. wikis, blogs, and on-line question-and-answer panels, as well as the more traditional “work-group” facilities of shared calendars and document libraries, thus incorporating ideas of knowledge management.

⁹¹ See CIB (s.a. a), although the CIB forum is in practice severely underutilised, highlighting the necessity of a sufficient momentum / user base in order for a forum as such to work as an active nexus of sharing.

For different implementations of north-south co-operation (project) databases, see e.g. FEMP (s.a.), ICLD (s.a. b), and SKL International (s.a. e).

⁹² For one resource list on good practices of local government capacity development in the ACP context, see ACP-LGP (s.a. / 2007).

For a Finnish example of best practice sharing within social and health care service provision, co-developed by the AFLRA (in 2009-2011 and through 2013), see the InnoVillage (InnoKylä) -project, InnoKylä (s.a.) (in Finnish). The project includes, among other methods, an InnovationBank, a component for research on evaluation, and in-person exchange meetings.

⁹³ Adapted from AFLRA (2010), p. 3-12, 36-51 (unfortunately only available in Finnish).

The reader will find that the method in itself is nothing particularly revolutionary. In fact, it much resembles e.g. some of the workshops reported by ALGAK in their regular newsletter. The key here is, that the workshop method outlined provides a concrete tool for both structuring the discussion and considering the different viewpoints, as well as planning in advance for its implementation. One cannot stress enough the importance of planning ahead when striving for on-going organisation development.

Compare also with the ingredients for a successful community of practice considered above.

⁹⁴ UCLGA (2010b,c).

LGAs, in order to share good practices and cascade learning to individual local governments throughout Africa.⁹⁵

The KMF further aims “to entrench knowledge management as a core discipline of the UCLGA”, and through this become “a continental information and reference centre” of “knowledge and intelligence” “in the area of documentation and administrative / technical memory on local government, decentralization, local development”, and “urban and municipal management in Africa”. Considerations relating to such information that will assist development partners in understanding the needs of the local governments, in order to support targeted and effective development interventions, are also discussed, as well as related policy and action research.⁹⁶

In light of the discussion above, the objectives of the UCLG CIB working group, the frame of reference for this report, will ring a familiar tune:

“The objectives of the CIB working group are to:

- Exchange experiences, best practices and know how in order to improve the quality of the work of (LGAs) and individual cities in (capacity and institution building);
- Contribute where possible to better co-ordination and fine-tuning of the work that associations of municipalities and individual cities are doing;
- Attract and secure external donor funding for developing, managing and implementing MIC, ACB or local government reform projects and programmes on a bilateral or multilateral basis;
- Give professional advice where appropriate to the political committees of UCLG on Decentralized Cooperation, City Diplomacy, the Millennium Development Goals and Local Finances;
- Develop and stimulate professional working methods and codes of conduct for organizations involved in MIC, ACB and local government reform projects and programme.
- (...) The Working Group is also responsible for fostering dialogue and co-ordination amongst members involved in development co-operation initiatives.”⁹⁷

The recurring themes of dialogue, co-ordination, sharing, and being a platform for learning can be identified also here. Indeed, even the LGA itself, that is, each LGA, wherever it works, is an example of striving towards the ideal of being a true community of practice for their members, a connected hub of sharing, learning, and exchange. It is the development of this potential to its fullest that is the object of this discussion.

As a final look into the practices directly related to sharing and, in particular, the formal co-ordination of ACB and MIC work undertaken especially by various LGAs, the principles followed in the CIB pilot country co-ordination mechanism (discussed earlier in subchapters 2.1. and 2.2.) are here briefly presented. They are aptly summarised by CIB, encompassing the aid effectiveness principles of complementarity, alignment, harmonisation, and ownership:

“The Working Group members identified as leading organizations will share and disseminate information, to avoid overlap and work together in the countries identified as focal points for programme coordination. Together with the host LGA, they will help to co-ordinate the sharing of information on country strategies, sector analyses, current programming, etc. and will identify opportunities for joint program planning and monitoring.”⁹⁸

For a broader presentation of the co-ordination principles developed by CIB, please refer to Appendix III⁹⁹.

⁹⁵ UCLGA (2010c).

⁹⁶ Ibidem.

⁹⁷ CIB (2009b).

⁹⁸ CIB (2010a), p. 11.

⁹⁹ Adapted from CIB (2008).

In the following subchapter, we will turn from institutions and policy to practice, taking a brief look at selected practical examples of capacity building, primarily as applies to LGAs. Following that, in the final subchapter a selection of practical toolkits and guides for ACB are briefly introduced.

3.2. Capacity building in practice: selected examples

Case studies

In this subchapter, two topics will be covered. First, a brief exposition of different types of ACB co-operation and training is presented. Second, a capacity assessment framework, employed by VNG International, is introduced, and some central features of managing ACB co-operation in practice, as experienced by FCM, are outlined. The intent and scope of the exposition here is to illustrate the possibilities involved, not to give a detailed account of specific projects or the entire landscape of ACB.

To begin with, we will take a look at a selection of case studies on ACB in Asian LGAs, jointly commissioned by FCM and VNG International. In the study, produced to promote knowledge sharing in the context of a March 2010 regional workshop, case studies on four distinct themes are presented. Under each case study, contributed in collaboration with the involved LGAs, the lessons learned and their replicability are discussed. The themes considered are the following:

- Strengthening the policy research and advocacy role of LGAs
- Strengthening LGA financial sustainability
- Improving LGA member services
- Strengthening local governance by scaling up good local level practices ¹⁰⁰

As we will see in the next subchapter presenting a selection of toolkits and guides on LGA capacity building, these are all themes that are among those generally considered central to an LGA's operations.

In the first case study, the development of "strong, unified and highly participatory policy and development work" in the Philippines (represented in a distinct Policy Unit) is catalogued. Major work forms include seminars and workshops facilitated by FCM and their Canadian partner, and technical assessment and exchange missions.¹⁰¹

The second case study details a nationwide campaign in Pakistan to defend the entire local government system, implemented through means including e.g. conventions, rallies, walks and sit-ins. Support to the staff was received from LGA (UK) in media relations, and training on advocacy and financial management through FCM's and VNG International's regional LGA capacity building workshops.¹⁰²

The third case references the formation of a local government forum in Aceh, following the tsunami disaster of December 2004, with FCM's support, and describes subsequent advocacy work for increasing the local role in administering the funds allocated by provincial development funds. In the process, the benefit of having a local government forum as a negotiating partner is recognised, and the importance of awareness raising and inclusiveness towards the member local governments in order to increase local level ownership is discussed.¹⁰³

¹⁰⁰ FCM & VNG International (2010).

¹⁰¹ Op. cit., p. 5-8.

¹⁰² Op. cit., p. 8-12.

¹⁰³ Op. cit., p. 12-14.

Identifying the common features of the “policy research and advocacy” case studies, a few observations can be made. For one, the importance of maintaining local level ties, interest, and ownership is clear, and associating the general public through media relations is a visible element in the case studies. On the other hand, maintaining working relations towards other levels of government as well is presented as important. And finally, both direct peer support (e.g. assessments, exchanges) and separate training seminars or workshops for a broader audience, also regionally, have been found beneficial by the authors.

Case studies four through seven, on financial sustainability and services provided by LGAs for their members, explore the connection between the effectiveness and credibility of an LGA’s advocacy work and the willingness of its members to contribute to membership fees in Indonesia; the creation of a mayors’ education centre in the Philippines, the results gained through it in local level capacity, and the preconditions for a successful training venture; the organisation of district and regional exchange forums in Cambodia, including tips on the essential things to consider when organising such forums; and finally, the importance of a national platform for young councillors, and its contribution to the political resolution of conflict.¹⁰⁴

According to the authors, in Cambodia:

“The district and regional fora have proven to be effective mechanisms for sharing information, capturing best practices, strengthening processes and systems, and developing knowledge, skills and confidence among local councillors. They also allow councils to enhance service delivery to residents, improve advocacy on behalf of communities, and promote problemsolving. In a country with no tradition of local government or downward accountability, the fora have created a space where councils can make their voices heard.”¹⁰⁵

In these cases, it is not the LGA itself that is the object of first reference, but instead what it can do or help organise for the benefit of its members. This highlights the facilitating role that LGAs can play in development. The reason for this capacity is their unique position in uniting the local governments in their area.

Case studies eight and nine describe the potential of scaling up good local level practices. Case study eight describes a project to develop land information systems and taxation at the local level in Vietnam. The project, in fact, grew out of a municipal partnership between one Canadian and one Vietnamese city on the same theme and with good experience, which was, in co-operation with FCM and the local LGA, broadened to new geographical areas, integrating municipal partnerships and ACB support. The process of replication included FCM support towards documenting the process and addressing administrative and regulatory constraints. As an important lesson learned, the importance of a careful long-term approach and allowing for the project to develop into something more broadly applicable is recognised.¹⁰⁶

In a similar vein, case study nine describes the follow-up to a pilot project on integrated property taxation in Nepal. Work forms included e.g. national knowledge sharing workshops, dialogue with the central government, and directed capacity building support for member municipalities. FCM support was received at least for the pilot and a “training of trainers” programme.¹⁰⁷

¹⁰⁴ Op. cit., p. 15-29.

¹⁰⁵ Op. cit., p. 25.

¹⁰⁶ Op. cit., p. 30-35.

¹⁰⁷ Op. cit., p. 36-38.

Taken together, the last two case studies highlight a process common to a number of local governments, namely that of increasing their income through locality-based taxes. These can be compared also with the process active in Ghana, supported by VNG International, of developing a district database system related to waste management and fee collection, including the strengthening of NALAG's facilitating role (see earlier, subchapter 2.2.).

When looking at all the case studies in combination, a broad picture showing the role of LGAs in development can be gained, also giving insight into what types of support may be beneficial in this work. Both the notion of information sharing and exchange between peers, and that of considering the possibility of scaling up local experiences, are among the central lessons. In all this, the role of the LGA and, accordingly, the quality of its internal operating processes, is present.

Training

Considering the challenges involved, we will also take a look at a particular concept of International Training Programs (ITP) as organised by several Swedish actors, including the International Centre for Local Democracy (ICLD). The concept of the training course is centered on a "project for change", identified by the course participants in their own organisations, which is further developed during the training, and followed-up afterwards. The courses, each with approximately 25 participants, consist of the following stages: initial work locally, four weeks of training in Sweden, about six months of continued local work on the projects for change in the participants' own organisations, a follow-up eight day regional seminar with the purpose of evaluating the progress of the projects, and a last phase of continued coaching and finalising the projects for change.¹⁰⁸

The modules covered in the ITP include the following:

“Module 1: Projects for change and project management

Module 2: Democratic trends and principles

Module 3: Good governance

Module 4: Local democracy in the public service

Module 5: Political processes

Module 6: Communication, learning and networking

Among many cross-cutting issues, the programme will cover, gender, leadership and participatory tools.”¹⁰⁹

As a crucial element for the success of such training in order for it to lead to genuine change, it is required that the participants have the necessary support from their superiors and their organisations¹¹⁰. The same elements for success are recognised as well in the mid-term review carried out on the AFLRA NSLGCP. According to the authors:

“Three issues have been found to be important for effective and sustainable trainings:

- 1) the training needs to be locally grounded, relevant and practical to the needs,
- 2) participants should be able and be in a position to take the message from individual to the organisational level,
- 3) there needs to be follow up to the training.”¹¹¹

¹⁰⁸ See e.g. SIDA (2010).

¹⁰⁹ Ibidem. For further information and examples of ITP courses, see e.g. SIPU International (s.a.) and ICLD (s.a. a).

¹¹⁰ SIDA (2010).

¹¹¹ Uusihakala et al. (2009), p. 12.

Together with the discussion above on the roles of an LGA in development, the exposition on the ITP courses and training presented here gives a good introductory picture of the landscape of ACB. As the final point of interest in this subchapter, we will now take a brief look into the evaluation and management of ACB co-operation.

Evaluation and management

For evaluating progress in ACB, VNG International employs a framework where LGA performance is assessed in each of the following capacities: “Strategic planning, Political structures, Finances, Human resources, Communication, Ability to provide services, Ability to lobby, Ability to network, Ability to offer a platform, Project management”. In the framework, these elements are described against four stages of development. The grading used by VNG International is: “basic, developing, performing, excellent”.¹¹²

To conclude this subchapter, some considerations on managing LGA-to-LGA ACB co-operation in practice, as experienced by FCM, are summarised below. The issues range from the practical, e.g. the needs and strategies, to the formal, e.g. the agreements and reporting.¹¹³

¹¹² VNG International (2010).

¹¹³ FCM, personal communication / Édith Gingras.

Box 3: FCM: Experiences in managing ACB co-operation
Issues to consider in ACB co-operation:

Strategic approach

The FCM approach is holistic and based on improving membership services, policy and advocacy, and program delivery. The ACB co-operation takes root with a needs assessment of the LGA, accompanied by selected discussions with other stakeholders who have program activities with the LGA, to ensure aid effectiveness and collaboration.

Once the assessment is completed, an ACB program is developed based on the assessment results and on the LGA's strategic plan - if the organisation doesn't have a strategic plan, one should be built with the LGA as part of the ACB strategy. The program implementation is then built on a selected number of key issues that the LGA wishes to improve.

Throughout the program, the LGA is required to complete a series of activities that it has identified, and ensure co-ordination of the overall FCM program, including demonstration projects through municipal capacity building partnerships. At the end of the program period, an evaluation is completed, enabling a reviewed assessment of current needs at the LGA. This is usually performed by a local expert / consultant knowledgeable in local government affairs and accompanied by FCM experts.

Co-ordinating broad partnerships

FCM's approach is one of program co-management. This enables the LGA to gain program / project management expertise. It also ensures that efforts are made to co-ordinate with other development partners present in the country and working with the LGA, to keep them informed. This is done at least by e-mail, but also when practical by inviting other actors to participate in the general events (e.g. seminars), or by meeting locally otherwise.

City to city co-operation forms the base of the ACB FCM programs. As part of the ACB strategy, local government co-operation projects provide the LGA with increased knowledge and expertise, which then can be replicated and shared with its membership. FCM programs also include cross-cutting themes such as gender equality, poverty reduction, environment, and knowledge management, which are mainstreamed throughout the program.

Local staffing

It is considered beneficial for the program management and for the LGA if the ACB funding allows for hiring an "extra" local person to be based at the LGA as a member of staff, or training a staff person to manage the new program. This measure is to prevent from overloading the current LGA personnel and to increase the expertise within the LGA, enabling it to gain in new knowledge and capacity to serve its members.

In this, the overall responsibility for hiring belongs at the LGA side, and it is important to ensure that the person is considered and identified as working "with" the LGA staff, not "alongside", disconnected from the "regular" staff. A separate small budget for local project-related office supplies and other necessary costs, e.g. travel, is also considered useful, to ensure that the program does not increase the LGA's operating overhead.

Management and reporting

Management of the ACB program is generally based on an agreed-upon working plan and annual contribution agreements. In these, the contributions and representatives of each partner are identified, procedures for e.g. financial disbursements and program management worksheets established, and the requirements for reporting and follow-up outlined.

Reporting on activities and monitoring are seen as one of the main challenges in ACB, and the importance of these should be stressed. For this, FCM has developed templates with the LGAs to enable regular submission of reports, though internally to FCM also other methods of project management and follow-up are used.

Replication and sustainability

Finally, replication of project results is one of the responsibilities of the LGA, together with FCM, and the ACB program provides some resources and ensures that funds are always budgeted for this. This can entail e.g. the production and distribution of a manual, or organising a related seminar, which will also ideally contribute to the sustainability of the results. Based on the strategic approach, and with a long-term view to development and avoiding the creation of undesirable dependencies, the sustainability considerations should be present already in the planning phase, when designing the project period and implementation. This will in time also facilitate being able to sustainably conclude a given development project as successful.

Source: FCM, personal communication / Édith Gingras.

3.3. Capacity building in practice: toolkits and guides

Overview

In this final subchapter, some practical tools for LGA capacity building are briefly introduced. As the guides and toolkits are extensive and cover a volume of central topics in organisation development, it is not conducive to this report to broadly elaborate on the themes covered. Instead, of most practical benefit for the reader in this context is to give a simple summary of the contents of each resource, and provide the interested with the sources for deepened study.

To facilitate the study, a summary overview of the topics covered in the LGA guides and toolkits introduced is provided below. Further, an additional table on the components centering primarily on the level of the local governments is provided.

Table 7: LGA capacity building toolkits and guides, overview by topic

TOPIC	GUIDE / TOOLKIT
Decentralisation, Local Government Reform Policy, the LGA	CoE: Toolkit I (2005), Section 1, Capacity Building Policy, CoE: Toolkit II (2007), Section 1, Role of the LGA
Establishing an LGA	VNG International: Establishing an LGA (2007)
Knowledge Management	FCM: Knowledge Management (2006, 2008)
Leadership, Internal Management, Organisation Development	CoE: Toolkit II (2007), Section 2, Analysis of the LGA, CoE: Toolkit II (2007), Section 3, Transforming the LGA, CoE: Toolkit II (2007), Section 6, Organisation in the LGA
Strategic Planning	VNG International: Strategic Planning in an LGA (2005), CoE: Toolkit II (2007), Section 4A, Strategic Plan
Service Provision, Financial Sustainability, Financial Planning	VNG International: Service Provision by an LGA (2007) CoE: Toolkit II (2007), Section 4B, Financial Strategy, CoE: Toolkit II (2007), Section 5C, Service Provision
Communication, Knowledge Sharing	FCM: Knowledge Management (2006, 2008), VNG International: Developing a Communication Strategy for an LGA (2004), CoE: Toolkit I (2005), Section 2, National Training Strategy CoE: Toolkit II (2007), Section 5A, Communications Strategy
Lobbying and Advocacy	VNG International: Advocacy and Lobbying by an LGA (2008), CoE: Toolkit II (2007), Section 5B, Advocacy Strategy

Table 8: Local level capacity building toolkits and guides, overview by topic

TOPIC	GUIDE / TOOLKIT
Democratic Participation, Public Ethics, Public Accountability	CoE: Toolkit I (2005), Section 5, Community Participation, CoE: Toolkit III (2009), Section 1, Public Ethics Benchmarking
Leadership	CoE: Toolkit I (2005), Section 3, Leadership, local government
Service Provision, Benchmarking	CoE: Toolkit I (2005), Section 4, Service Provision, local government
Local Finance	CoE: Toolkit III (2009), Section 2, Local Finance Benchmarking

FCM: Knowledge Management, A Guide for LGAs

FCM, together with its African partner LGAs, has developed an LGA manual titled Knowledge Management, a Guide for Local Government Associations 2006¹¹⁴. This has since been refined through a regional workshop held with FCM's partner LGA representatives in Harare, Zimbabwe, to produce an updated version, titled Knowledge Management, A Guide for Local Government Associations¹¹⁵. In the following, the renewed version is looked at. The guide is available in English, French, and Portuguese.

Indeed, one of the central functions of an LGA is to serve as a “repository of institutional memory” for all of the member local governments. The LGA is also in a position to field that experience when needed. In other words, as local governments, especially the smaller ones, may be vulnerable to capacity loss e.g. due to the loss of competent staff to other positions, strengthening the shared resources based in the LGAs is a way to mitigate these risks.

Thus, while capacity building directly at the local level, such as that facilitated through the NSLGCP, is indispensable for development, the opportunities to broaden the scope and strengthen the development of potentially all local governments in a country through the respective LGAs should not be missed.

To sum up, knowledge management is, in the author's view, paramount to the sustainable development of any organisation – without knowledge management, the organisation will be preoccupied with re-inventing the wheel. Knowledge management is also a process that needs to work even in times of high staff turnover, to enable the building and maintenance of institutional memory, and thus carry the organisation's work forward at all times. Because of this general applicability, it is addressed here as first of the guides.

The topics covered by the guide include the various stages of knowledge management, from knowledge harnessing or gathering, through knowledge sharing, to knowledge implementation or application – in other words, putting the knowledge to good use – and finally the monitoring and evaluation of the LGA's knowledge management processes and capacity. Various methods of sharing knowledge, i.e. communication, are covered in some detail, with relevant topical examples.¹¹⁶

VNG International: Five guides for LGAs

VNG International has produced five detailed guides for developing LGAs. The guides address the following topics:

- Establishing an LGA
- Strategic Planning in an LGA
- Developing a Communication Strategy for an LGA
- Advocacy and Lobbying by an LGA
- Service Provision by an LGA

The guides are available in English, French, and Spanish. Below, each will be looked at in turn.

The guide on Establishing an LGA centers on the preliminary stages of LGA formation, from gathering support for the initiative, through planning for an appropriate organisational structure, to formally founding the organisation and building the basis

¹¹⁴ FCM (2006a).

¹¹⁵ FCM (2008b).

¹¹⁶ Op. cit., in particular p. 4, 8-10, 19-33.

for constructive relations towards other stakeholders and the public, with an overarching vision of the basic ingredients for sustainability.¹¹⁷

According to the guide:

“Wherever there is local government, sooner or later there will be an LGA. ... The explanation for this almost universal trend is simple: local government management and staffs want to share experiences and learn from each other; they want to work together in finding solutions for common obstacles; they want to join forces in confirming and taking their responsibilities, they want to make their work more cost-effective.

Forming an association helps create a unified voice for local government and establish a support mechanism based on ownership and self-help. LGAs thus create favourable conditions for effective and efficient local governments, which in turn support the development of their communities and improve the lives of citizens.”¹¹⁸

The guide on Strategic Planning in an LGA provides a concise presentation of strategy as an organisational tool that gives both direction and support to the work of the organisation. The roles of the strategy in clarifying the organisation’s vision and mission as well as a tool of change management are discussed. Considerable weight is put on assessing the realistic outlook of an organisation’s strategic aspirations building on its existing capacity.¹¹⁹

The guide on Developing a Communication Strategy for an LGA, in turn, provides a tool for assessing the communication environment, and guides on building and evaluating a communication policy. It also gives some practical examples of communication tools and of dealing with the press.¹²⁰

Complementing this, the guide on Advocacy and Lobbying by an LGA is intended to provide practical guidance, but also to “sensitise the reader to typical LGA tasks and performance in advocacy”. As central tenets it is stated that successful advocacy is based on research, and supported by good communication. A negotiation-perspective to advocacy is, well, advocated, and also a list of the golden rules for advocacy and lobbying is provided.¹²¹

Finally, the guide on Service Provision by an LGA focuses on the various types of services an LGA may offer its members in areas such as (general) information services, (targeted) advisory services, organised trainings and workshops, and economic and financial services. Considerable attention is paid to varying methods of financing the service production, as well as discussing the conditions for the financial sustainability of the operations.¹²²

Council of Europe: Toolkits for local government and LGAs

The CoE’s Centre of Expertise for Local Government Reform has produced three extensive toolkits, directed both at local governments and at LGAs. The toolkits are produced in and for the European context, but the topics covered have general applicability. Therefore, also these will be briefly introduced. The toolkits produced by the CoE are available in English.

¹¹⁷ VNG International (2007a).

¹¹⁸ Op. cit., p. 5.

¹¹⁹ VNG International (2005).

¹²⁰ VNG International (2004).

¹²¹ VNG International (2008a), in particular p. ii, 3, 21, 23, 28-29.

¹²² VNG International (2007c).

¹²³ CoE (2005), in particular p. iii-iv, 1-2.

Toolkit I, Capacity-Building for Local Government, is directed primarily at local governments, and indirectly, through their facilitating role especially in training, at LGAs, particularly those of Eastern Europe. The mission of the toolkit is stated as “making local government more effective and democratic”. It consists of five separate sections, or tools, and each section can be applied separately. It is warned in the toolkit, however, that the tools are not all necessarily simple to use for the first time, and an integrated approach to capacity building of the entire organisation is therefore recommended.¹²³

Toolkit II, Towards a modern Local Government Association, directly addresses the internal management and performance of an LGA, and is thus the one most relevant for this exposition. It recognises LGAs as one of the key elements of success in meeting the challenge of providing high quality local public services. This toolkit is intended for an LGA to further develop its leadership capacity and performance to higher standards, building on a culture of assessment.¹²⁴

Toolkit III, Benchmarking for Public Ethics and Local Finance, concentrates on two specific themes: public accountability (public ethics and participation), and local public finance. The toolkit consists of two separate sections, targeting most directly local governments, and only indirectly LGAs. According to the foreword, the tools are intended to be “as clear, straightforward and practical as possible”. Nonetheless, some degree of caution towards their independent applicability is suggested.¹²⁵

According to the CoE Centre of Expertise for Local Government Reform, a fourth toolkit, concentrating on performance management and citizen participation, and a fifth toolkit, concentrating on human resource management in local government, are being developed.¹²⁶

Strategies for the future

Conclusion

This is a study on Local Government Association capacity building co-operation that focuses in particular on LGAs in Ghana, Kenya, Namibia, South Africa, Swaziland, and Tanzania. The six LGAs addressed in this report are seen as essential agents of decentralised development, with three central and shared task areas, broadly defined:

- to function as the common, legitimate, and representative voice of the local government sector, and negotiate on its behalf,
- to provide a platform for sharing, exchange of ideas, and mutual learning for local government practitioners, and
- to support the local governments in achieving efficient and effective local governance, service provision, and local development.

Based on the analysis presented in the first main chapter, the role of the local government, both as a channel for public participation and local decision-making and as a provider of local public services, is deemed crucial in responding to the development challenges faced by the world today and making human development more attainable for everyone. More specifically, the various tasks generally attributed to the local government sector coincide with a significant number of dimensions in which poverty and underdevelopment manifest themselves, emphasising the local government’s key position. The role of the local government as a principal development actor is correspondingly recognised among others also by the EU as well as on the global aid effectiveness agenda.

¹²⁴ CoE (2007), in particular p. i, iii, 1-5.

¹²⁵ CoE (2009), in particular p. i, iii.

¹²⁶ CoE (s.a. b).

In the context of this report, it is reminded though that the development of effective and democratic local government is a process that requires both time and tenacious leadership at multiple levels of organisations. In this process, the LGA, by virtue of its pivotal representative position and its supporting tasks, may serve an important role in enhancing the local government's performance in strengthening participatory local development, building on public accountability and the social capital present in the local communities. This, however, is only possible in an ideal manner if the LGA operates both effectively and also itself in a participatory manner, and can do so in an environment that is generally supportive of its role as a vanguard of self-directed local development.

International co-operation that takes place at the level of local governments, such as that supported by the AFLRA NSLGCP and others, provides one important avenue for directly supporting locally based development efforts. These local level initiatives, while as well in themselves highly conducive to development, may also be beneficially complemented with measures aimed at strengthening the LGAs, thus broadening the base for local government sector capacity building.

Indeed it may further be argued that, to secure the best possible preconditions for development, forming a broad partnership for development and fully utilising the complementary positions, i.e. the different comparative advantages, of various organisations of governance, including the LGAs, is both necessary and beneficial. Reflecting on this, while for instance Finland has, within the Finnish development policy, supported both national decentralisation policies on one hand and local government co-operation through the NSLGCP on the other, supporting also LGAs as development partners and as the legitimate representatives of the local government sector can be considered a policy choice effectively widening the assumed selection of development co-operation approaches.

Recent Association Capacity Building co-operation initiatives involving the six LGAs addressed in this report and their northern partner LGAs were summarised in the second main chapter of the report. Within this chapter, one subchapter was dedicated for each of the LGAs, briefly presenting their strategic objectives and the main details of their on-going and planned ACB co-operation programmes. In addition, a basic information sheet providing further information on each of the six LGAs is included as an appendix to this report.

All of the LGAs except SWALGA are currently engaged in or have had at least some type of ACB co-operation with varying themes. A notable feature in the co-operation programmes is that many of them are sub-regional in nature, covering more than one country in either East or Southern Africa. This mirrors the increasing sub-regional connectedness both in the regions in general as well as within the LGAs' other everyday activities.

SWALGA, as they are currently not engaged in ACB co-operation, perhaps best highlights the possibilities in connecting local government level co-operation with LGA-to-LGA co-operation. In other words, as the AFLRA, through the co-operation between Salo, Finland, and Mbabane, Swaziland, is the only northern CIB member LGA with a current presence in Swaziland, an opportunity for expanding the co-operation from the local level to the level of the LGA may be seen, thus supporting SWALGA's function as a national platform for sharing ideas and experiences.

Of course, this function is equally present in any of the six LGAs, and equally well, like any of the other LGAs, also SWALGA may benefit from increased involvement in sub-regional activities with their peer LGAs. Thus, it should be noted that, as possible options for ACB co-operation, the perspectives of an effective national platform for exchange and of expanded sub-regional peer LGA co-operation are naturally complementary, not mutually exclusive.

In main chapter three, in turn, the international platforms of exchange between northern and southern LGAs, information resources on decentralised co-operation,

and mechanisms for co-ordinating LGA-to-LGA co-operation were first outlined, and a culture of mutual learning and sharing of ideas advocated. As a central theme, the defining features of communities of sharing and communities of practice were discussed, which as a theme has direct relevance both to the exchanges within a national LGA's operations as well as to the international peer-to-peer co-operation between LGAs.

Incorporating the aid effectiveness principles of complementarity, alignment, harmonisation, and local ownership, the CIB working group has developed a set of slightly more formal principles to be used for strategic co-ordination of essentially all ACB and MIC co-operation in a country. These practices are currently followed in Ghana. In addition to information sharing, the principles span e.g. identifying and avoiding possibly overlapping activities and, in co-operation with the local LGA, facilitating joint planning and monitoring of country strategies. A fuller presentation of the principles is included as appendix III.

The following subchapter presented practical examples of various methods of ACB co-operation. The methods of ACB support covered by these – as well as by the co-operation programme summaries provided in the second main chapter – include e.g. training visits, peer reviews, technical consultations and assessments, coaching and facilitation, and national or (sub-)regional information exchange workshops and seminars. Also the implementation of more detailed training programmes and courses was discussed. In sum, both direct, targeted peer support, and training and exchange seminars / workshops aimed for a broader audience, have in practice found their uses in ACB co-operation.

In addition to the case examples, a framework for evaluating LGA performance developed by VNG International was briefly introduced, and some experiences from FCM in managing ACB co-operation programmes were presented.

Lastly, in the final subchapter, a set of toolkits and guides covering the various functions of LGAs was outlined. Emphasising the concept of institutional memory, leading to continued organisational learning, in particular the topic of knowledge management was discussed. In short, knowledge management is a fundamental organisational process that helps the organisation carry its work forward at all times, also in times of high staff turnover. The initiative for making the best possible use of the various toolkits and guides naturally remains at the LGAs themselves. However, for instance related technical consultations or assessments, or other targeted support measures on a specific organisation development topic, are naturally relevant possibilities for ACB co-operation.

The express purpose of this report was twofold: to provide a general overview of ACB co-operation between LGAs, and to serve as a practical working document for the AFLRA, focusing on ACB co-operation in Ghana, Kenya, Namibia, South Africa, Swaziland, and Tanzania and providing more targeted information towards strengthening the base for possible future co-operation with the LGAs in these countries. To facilitate the latter purpose, in conclusion some general recommendations for the implementation of possible ACB co-operation will be suggested.

Recommendations

The final recommendations that emerge from the study concern two themes.

Firstly, a more inclusive role for the LGAs as full development partners, actively consulted in a participatory process when forming national development policies, may be recommended.

Considering the weight put on the need for broad partnerships in development and on multilevel co-operation and consensus building, LGAs as the representative voice of local governments and in touch with the local level needs and conditions can be effective and legitimate partners in development, and contribute favourable to improved sustainability and effectiveness of the development strategies. In other words, improv-

ing the capacity of LGAs will simultaneously allow them to better advance the development also at the local level.

Second, in planning and implementing ACB co-operation programmes, at least the following recommendations emerge as significant:

1. Base the plans for ACB co-operation on identified and assessed needs for local government capacity building and local ownership of the identified goals. Consider, together with the LGA, what role the LGA can have in responding to the identified and selected needs at the local government level.

2. Take a strategic approach to planning with a long-term view. When planning for ACB co-operation, consider both the sustainability of the individual project outcomes and the possibility that even a single project may in time develop into something more broadly applicable, if allowed.

3. Consider the other actors and LGAs present in the country, and utilise suitable methods of co-ordination. Practical and established frameworks for information exchange and co-ordination exist, and there is considerable scope for utilising these proactively and effectively, further incorporating the participation and point of view of the southern LGAs. At least in one country, undertaking ACB and MIC co-ordination based on the CIB co-ordination principles should be considered; the benefits are likely to far outweigh the effort entailed.

4. Actively seek sub-regional synergies specifically within the East African, Southern African and West African sub-regions between both southern and northern LGAs. Like peers have consistently been seen as a significant asset for the LGAs' mutual development.

At the very least, planning in advance for participating and inviting other actors to participate in sub-regional seminars and workshops and regular information exchange should be provided for. Further, in the author's opinion, aiming for low organisational boundaries and a low threshold for co-operation also between northern LGAs operating in the south may yield significant gains in terms of the results achieved and facilitate learning from each other.

5. Use the existing assessment, organisation development and information exchange tools available to the maximum benefit. Apart from the various practical methods of regular information exchange between LGAs discussed above, the existing tools and guides should be benefited from when applicable.

Incorporating the principles of solid knowledge management, the information gathered from ACB co-operation should be cumulative and allow for continued learning by all parties to the co-operation. This is also in line with the commitments undertaken by various LGAs to further the development of their shared community of practice in ACB.

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Appendices

Appendix I: The official list of Millennium Development Goals and targets

Effective 15 January 2008

Goal 1: Eradicate extreme poverty and hunger

Target 1.A: Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day

Target 1.B: Achieve full and productive employment and decent work for all, including women and young people

Target 1.C: Halve, between 1990 and 2015, the proportion of people who suffer from hunger

Goal 2: Achieve universal primary education

Target 2.A: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling

Goal 3: Promote gender equality and empower women

Target 3.A: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015

Goal 4: Reduce child mortality

Target 4.A: Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate

Goal 5: Improve maternal health

Target 5.A: Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio

Target 5.B: Achieve, by 2015, universal access to reproductive health 5.3 Contraceptive prevalence rate

Goal 6: Combat HIV/AIDS, malaria and other diseases

Target 6.A: Have halted by 2015 and begun to reverse the spread of HIV/AIDS

Target 6.B: Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it

Target 6.C: Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases

Goal 7: Ensure environmental sustainability

Target 7.A: Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources

Target 7.B: Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss

Target 7.C: Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation

Target 7.D: By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers

Goal 8: Develop a global partnership for development

Target 8.A: Develop further an open, rule-based, predictable, nondiscriminatory trading and financial system

Includes a commitment to good governance, development and poverty reduction – both nationally and internationally

Target 8.B: Address the special needs of the least developed countries

Includes: tariff and quota free access for the least developed countries' exports; enhanced programme of debt relief for heavily indebted poor countries (HIPC) and cancellation of official bilateral debt; and more generous ODA for countries committed to poverty reduction

Target 8.C: Address the special needs of landlocked developing countries and small island developing States – through the Programme of Action for the Sustainable Development of Small Island Developing States and the outcome of the twenty-second special session of the General Assembly

Target 8.D: Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term

Target 8.E: In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries

Target 8.F: In cooperation with the private sector, make available the benefits of new technologies, especially information and communications

The Millennium Development Goals and targets come from the Millennium Declaration, signed by 189 countries, including 147 heads of State and Government, in September 2000 (<http://www.un.org/millennium/declaration/ares552e.htm>) and from further agreement by member states at the 2005 World Summit (Resolution adopted by the General Assembly - A/RES/60/1, <http://www.un.org/Docs/journal/asp/ws.asp?m=A/RES/60/1>). The goals and targets are interrelated and should be seen as a whole. They represent a partnership between the developed countries and the developing countries “to create an environment – at the national and global levels alike – which is conducive to development and the elimination of poverty”.

Source: Adapted from World Bank (2008).

Appendix II: Dialogical workshop method for on-going organisation development

Introduction

The aim of the dialogical workshop method is to combine participatory practices, the importance of which is stressed in local government, with on-going organisation development efforts, and benefit from an as broad base of experience as practical. It is an open method for peer-learning and experience sharing, combining the voices of (the representatives of) various stakeholder groups.

It can also be applied as a method for e.g. deepening best practice sharing. While best practice and innovation data banks are often “sterile” or “lifeless”, the dialogical workshops can aid in interpreting and applying, within ones own organisation, the practices introduced. According to the authors, best practice descriptions tend to be like scripts, which to be genuinely useful need to be put to practice by adapting them to the local context, in other words the daily work of the organisation. In this, the dialogical workshops, with participation also by those with more experience in applying the practices, can prove a useful tool.

The authors identify four key ingredients for a successful dialogical workshop:

1. A clear purpose

The topic should be relevant to the participants, and planned well in advance, considering the participants, so that each participant will have something to contribute.

2. A broad participatory base

The defining feature of the dialogical workshops is, that the topic is discussed with designated representatives from a distinct number of stakeholder “voices”. The intent is to have representation both from the horizontal – partnership and peer – relationships, as well as the vertical – members, citizens, employees, and leadership – relations. In this way, participatory organisation and service development is aided.

For local governments, the stakeholder groups can include e.g. the citizens, the employees, the management, as well as permanent partners (such as other local governments) and time-bound partners (such as project implementation partners). For LGAs, the member local governments and peer LGAs in the sub-region and internationally can be additional stakeholders.

3. An active facilitator

The discussion is structured so, that the facilitator guides the discussion, but doesn't lead it. Instead, the “voices” of the stakeholders are given first weight. It is the facilitator's responsibility, that a balanced representation of views may be aired. This requires some planning also in advance. Leaving room for dialogue between the voices, as well as allowing for sufficient time, is beneficial.

To facilitate further work on the topic, an other person not taking part in the discussion should be assigned to take notes. After the workshop, these notes should be shared with the participants.

4. An open atmosphere, aided by an open physical setting

The space in which the discussion is set should preferably be open, without physical obstacles between the participants. This will, in part, facilitate the creation of an open atmosphere, where in addition to “successes” and good experiences even “failures” and difficult matters can be discussed, to facilitate learning. The other part of facilitating the creation of an open atmosphere is in the planning and skill of the organisers and participants. At its best, the dialogical workshop can motivate the participants to deepen their understanding of the topic even further, also after the workshop.

Source: Adapted from AFLRA (2010).

Appendix III: CIB principles for ACB and MIC co-ordination

Information sharing between relevant actors

1. Identification of the CIB working group members active in ACB-MIC in the country.
2. Sharing relevant information on ACB & MIC activities with the co-ordination lead: topic, North actors, South partner organisations (LGA, local governments, ministries, others), financing organisation, duration of activities and related information. (Typical documents to share are: calendars of activities / missions, annual programmes / reports, knowledge products.) This information sharing should take place timely, especially before project implementation details have been fixed. Also the beneficiary organisation(s) should be involved right from the start stimulating an active role.
3. Dissemination of the information by the co-ordination lead organisation among the group of active organisations. Ideally the organisations try to meet once or twice a year and share new trends and opportunities regarding the beneficiary country.

Identification of overlap and opportunities for collaboration

4. Identification of possible overlap (or even duplication) in activities, and opportunities for collaboration regarding topics, expertise, partner organisations, use of local human resources / offices, and sharing this information with the other organisations involved.
5. Reducing the identified overlap.

Joint planning and collaboration

6. Using, as possible, the opportunities for collaboration for the benefit of the South partners, in consultation with and involving the South partner(s). This could lead to using the outcome of projects of one organisation as the starting point for the project of another organisation, pooling expertise and financial resources for the technical assistance offered to the partner organisation(s), pooling local human resources, co-organising of workshops, joint information material, jointly approaching donor organisations.
7. Considering options for organising a formal donors' and implementing organisations' table in the beneficiary country with a bi-annual frequency.

Source: Adapted from CIB (2008).

National Association of Local Authorities of Ghana

Basic information

Abbreviation	NALAG
Association website	www.nalag.org
Association motto (if applicable)	N/A
Year established	1977 (November)
Membership structures	The members of NALAG are the local government authorities in Ghana. These include the elected representatives of local authorities and the appointed members of local authorities as provided by law. All local authorities in Ghana are members of the Association.
Management structures	The governing structure of NALAG consists of: a. The National Delegates Conference, which is the highest decision making body of the Association, and is conveyed biennially. The National Delegates Conference consists of three (3) delegates from each member local authority at least one of whom shall be a woman. b. The National Executive Council which is elected by conference to steer af-fairs of the Association in between conferences. It is a 17 member body headed by a President. The other members of the council include a 1st Vice President, 2nd Vice President, 1st Trustee, 2nd Trustee, National Treasurer, ten (10) Regional representatives each representing one of the 10 administrative regions of Ghana and the Immediate Past President of the Association. c. The National Secretariat headed by a General Secretary appointed by the National Executive Council. The National Secretariat is the administrative wing of the Association.

Operations, Goals, values and activities

Strategic goals and objectives

The objectives of the Association as set out in its constitution are:

- a. To represent the local Authorities in Ghana effectively at the national and international level;
- b. To promote the rights, privileges and interests of all member local authorities as affected by enacted legislation and to assist in maintaining a high standard of local government service delivery;
- c. To provide platform for the discussion and exchange of ideas, view points and information on matters of common interest relating to local government administration and local government service delivery with a view to helping member local government authorities to solve their problems through training, education and information sharing;

- d. To improve partnership with the central government in the implementation and monitoring of its programmes in the districts;
- e. To provide a channel for effective communication between member local authorities and the central government; and
- f. To promote effective and efficient local government administration through affiliation with international local government associations, local government bodies, civil society organizations with similar objectives to promote local governance.

Activities, services and programmes

Please see above.

Notes

NALAG is the sole local government Association in Ghana.

Resources

Number of employees

NALAG has thirteen (13) permanent employees including the General Secretary.

Financial resources

The Association is funded through subscriptions from its members (municipal Fees). Other sources of funding include support for programmes and activities of the Association from international donor organizations. These include the Canadian International Development Agency (CIDA) through the Federation of Canadian Municipalities (FCM), Danish International Development Assistance (DANIDA), the Association of Dutch Municipalities (VNG), and German Technical Cooperation (GTZ).

Partnerships

Partner organisations & memberships (national & international, as indicated by the association)
Partner northern LGA's

United Cities and Local Governments of Africa UCLGA,
United Cities and Local Governments UCLG,
ICLEI - Local Governments for Sustainability,
Commonwealth Local Government Forum CLGF,
Municipal Development Partnership MDP.
FCM,
VNG International

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Basic Information Sheet compiled by:
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<http://www.localfinland.fi/north-south>

Association of Local Government Authorities of Kenya

Basic information

Abbreviation	ALGAK
Association website	www.algak.or.ke
Association motto (if applicable) through local authorities	Participatory Democracy and Governance for sustainable development
Year established	1959, registered as an Association in 1996.
Membership structures	* “Members” includes the local authorities (including 175 municipalities, county councils and town councils), persons, institutions, association and organisations which have been granted membership in accordance with ALGAK Constitution as reviewed and adopted by ALGAK’s Annual General meeting held in Mombasa on 21st May 2010.
Management structures	<p>* Annual General Meeting, comprised of all member local authorities represented by the Mayor or Chairperson, Town Clerk, the Treasurer, Finance Chairperson and a Councillor preferably a woman,</p> <p>* The composition of the Governing Council as given under section 10 of the revised constitution include: 32 members elected at the Annual General Meeting as follows - (a) three local authorities from each of the 7 provinces drawn from Municipal Councils, County Councils and Town Councils; (b) the City Council of Nairobi; (c) eight ladies representing the eight provinces; and (d) two Chief Officers who must be the chairpersons of the Clerks’ and Treasurers forums.</p> <p>(2) Members elected in Article 10 (1) (a) (b) shall be- (a) mayor or Chairperson; and (b) town Clerk or Clerk to Council.</p> <p>(3) The Secretary General shall be an ex-officio member of the Governing Council and will be charged with proper recording of the proceedings.</p> <p>* Below the Governing Council there is a Management Committee composed of a chairperson, First Vice Chairperson, Second Vice Chairperson, Honorary Treasurer, Gender Committee Chairperson and the Chairperson of HIV/ AIDS Committee. The Management Committee is constituted through elections out of the Governing Council.</p> <p>* ALGAK has established a Committee system to help the Governing Council to deal with specific issues. The committees are: (a) the Management Committee; (b) the Provincial Committee; (c) the Finance Committee; (d) the Local Development Committee; (e) the Operations, Relationships and Public Affairs Committee; (f) the Personnel and Human Resources Committee; (g) the Gender Committee; and (h) the HIV/AIDS Committee.</p> <p>* Below the Management Committee there is a secretariat headed by the Secretary General, who is assisted by various programme officers,</p>

who co-ordinate various committees for the implementation of the association's strategic plan.

Operations

Goals, values and activities

Strategic goals and objectives

Our Vision

"ALGAK envisages to be the best all-inclusive and sustainable membership organization of local authorities that promotes efficient, democratic and viable local government system."

Our Mission

"ALGAK seeks to contribute to local development and good governance through creation of coalitions and through partnerships in lobbying, advocacy and policy research to promote efficient service delivery and local socio-economic development."

Strategic Objectives

1. Effectively lobby and advocate for devolved Local Government System.
2. Mobilise financial resources to implement all strategic programs
3. Support local authorities to address socio economic development agenda including the Millennium Development Goals

Activities, services and programmes

Type of services offered to members:

- * Information and database
- * Legal assistance
- * Municipal staff training and exchange of experience
- * Economic and financial services (procurement of products or service)
- * Networking with other cities

ALGAK Programs

- * Capacity Building for Local Authorities
- * Technical Services and Consultancy
- * Governance and Democratization
- * Information and Communication
- * Development Innovations
- * Organizational Development

Note:

- * ALGAK "promotes and co-ordinates video conferencing, an accessible and low cost platform, for structured dialogue on key issues of local governance and implications to poverty reduction in Africa"

Notes

- * There are no other Local Government Associations in Kenya.

Resources

Number of employees

14

Financial resources

”Apart from programmatic support from the strategic partners, ALGAK relies heavily on annual membership subscriptions and registration fees for its operational activities. Efforts are being made to attract the participation of the private sector and other key stakeholders.”

Partnerships

Partner organisations & memberships (national & international, as indicated by the association)

* The United Nations Human Settlements Programme (UN-HABITAT) is the United Nations agency for human settlements. It is mandated by the UN General Assembly to promote socially and environmentally sustainable towns and cities with the goal of providing adequate shelter for all.

* The United Cities and Local Governments of Africa (UCLGA)

* The Alliance of Mayors and Municipal Leaders on HIV/AIDS in Africa (AMI-CAAL)

* The Municipal Development Partnership for Eastern and Southern Africa (MDP) is an active and hands-on capacity building facility with the aim of enabling effective self-governance at local level in Sub-Saharan Africa

* Sustainable urbanisation and the Information Society (CIFAL) in cooperation with the South African Local Government Association (SALGA), the New Partnership for Africa’s Development (NEPAD) and VEOLIA Environnement

* The Kenya Anti-Corruption Commission (KACC) is a public body created by the Anti-Corruption and Economic Crimes Act, 2003

* (Africités / Africities) Building joint actions for the effective realization of the Millennium Development Goals in African Local Governments

”Since July 2000, the German Development Service (ded) has come on board to help augment the capacity of the ALGAK Secretariat. Over the years, other partners have come on board to generously support the various activities and programmes of ALGAK both in kind and financially.”

* Commonwealth Local Government Forum (CLGF)

* East African Local Government Association EALGA (the umbrella organisation for LGA’s in the East African Community countries i.e. Kenya, Tanzania, Uganda, Rwanda, Burundi)

* ALGAK does not have advisory status with the Kenyan national government

Partner northern LGA’s

VNG International

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<http://www.localfinland.fi/north-south>

Association for Local Authorities in Namibia

Basic information

Abbreviation	ALAN
Association website	www.alan.org.na
Association motto (if applicable)	Aiming toward an Organized Local Government System for the Local Government Fraternity in Namibia
Year established	1952
Membership structures	All 54 local authorities in Namibia, including 15 cities and municipalities, 21 towns and councils, and 18 village councils, with representation and membership fees graduated by category. "Part 1" municipalities include Windhoek, Walvis Bay and Swakopmund. The other 33 towns are classified as "Part 2" and "Part 3" municipalities.
Management structures	<p>In the political management structure, Congress is the highest decision making body, then Management Committee (20 members), then an Executive Committee (5 members).</p> <p>The Management Committee consists of the President, the Vice-President, and thirteen (13) elected members who are elected during the private sitting of the Congress, one of each region and one Councilor of each Part 1 Municipality and the Chief Executive Officer. In addition, 5 designated municipal officials may be co-opted without voting rights by the Management Committee.</p> <p>The Management Committee appoints an Executive Committee of at least three and maximum five voting members --. One nonpresidential member shall be from part one municipality.</p>

Operations

Goals, values and activities
Strategic goals and objectives

Vision
Effective and efficient local governance through improved quality services to the Namibian Citizens.

Mission Statement
To protect, safeguard and enhance the image, interests, rights and privileges of all local authorities in Namibia.

ALAN's Objectives

* Aims to be a dynamic, transparent, and self-sustaining organisation that plays an advocacy role on behalf of all local authorities in Namibia.

* Endeavour to assist its membership with socioeconomic problems in a comprehensive and sustainable manner in order to encourage growth and financial stability.

* Aims to protect, safeguard, and enhance the image, interests, rights, and privileges of local authorities by such means as may be Constitutional.

ALAN: STRATEGIC GOALS AND OBJECTIVES as per the 2007/2011 Strategic Plan

Political and legal recognition

Strategic Objective 1 A: To lobby for ALAN's participation in political and decision making processes at regional and national government level on matters that affect local authorities during the plan period.

Strategic Objective 1 B: To lobby for local authority councillors to be eligible/ represented in the second house of Parliament.

Strategic Objective 1 C: To formally register ALAN as not-for profit organization in accordance with relevant legislation by December 2007.

Financial sustainability

Strategic Objective 2 A: To mobilize financial resources in order to implement the ALAN Strategic Plan.

Strategic Objective 2 B: To build/ set-up and maintain ALAN's financial management capacity throughout the strategic plan period.

Strategic Objective 2 C: To secure and maintain steady revenue for the Association.

Human Resources

Strategic Objective 3 A: To run, build, and achieve an efficient and effective Secretariat through

Attracting and retaining competent technical staff during the plan period and providing resources for ALAN's staff for staff development in the annual budget.

Strategic Objective 3 B: To spearhead/ facilitate/ coordinate (plan-develop and deliver) training of members (training of municipal officials will be done through NALAO).

Strategic Objective 3C: To develop a highly motivated, skilled, outcome driven and customer focused workforce.

Services

Strategic Objective 4 A: Set service standards and adhere to service charter.

Strategic Objective 4 B: To deliver relevant, quality and affordable services timeously to the members throughout the strategic planning period.

Partnerships

Strategic Objective 5 A: To identify, establish and maintain national, continental and inter-continental mutually beneficial development focussed/ oriented partnerships during the plan period.

Strategic Objective 5 B: To strengthen existing mutually beneficial development focussed partnerships during the plan period.

Organizational Structuring

Strategic Objective 6 A: To review (by Dec 2006) and rationalize (by Dec 2007) the ALAN organizational structure in order to make it responsive to current realities and challenges.

Decentralization and Local Government Reform Process

Strategic Objective 7 A: To actively participate in the local government reform process.

Strategic Objective 7 B: To actively participate in the decentralization process and lobby for financial and technical support as means of its (decentralization) effective implementation during the plan period.

Activities, services
and programmes

Type of services offered to members:

- * Information and database
- * Municipal staff training and exchange of experience
- * Local Economic Developments
- * Performance Management System (Strategic Planning Sessions etc)
- * Capacity Building

Notes

* Current Associations Set -up in Namibia

1. Regional Council Association (ARC) =13 Regions

2. Local Authority Association (ALAN + AMICCALL) = 54

Local Authorities

3. Association for Local authority Officials (NALAO)= CEOs and Municipal Managers

4. National Mayoral Forum = Mayors

5. National Village Council Forum = Villages

Resources

Number of employees

5, plus 3 project staff

Financial resources

Membership fees

Partnerships

Partner organisations
& memberships
(national & international,
as indicated
by the association)

United Cities and Local Governments of Africa UCLGA,
Commonwealth Local Government Forum CLGF,
South African Local Government Association SALGA,
Botswana Association of Local Authorities BALA.
ARC Namibia,
NALAO Namibia,
AMICAALL Namibia (subsidiary of ALAN).

Private Public Partnerships

MRLGHRD (Ministry of Regional and Local Government, Housing
and Rural Development),
National Planning Commission (NPC),

PriceWaterHouseCoopers (PWC),
First National Bank & Standard Bank Namibia.

Donor Relations

World Bank/Cities Alliance,
CIDA (Canada),
SIDA (Sweden),
European Union.

Partner northern LGA's

ALAN has an advisory role with the Namibian national Government,
with an advocacy and lobbying mandate.
SKL International,
FCM,
CLGF Barcelona.

Contact information & persons

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Basic Information Sheet compiled by:

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North-South Local Government Co-operation Programme 2010

<http://www.localfinland.fi/north-south>

South African Local Government Association

Basic information

Abbreviation	SALGA
Association website	www.salga.net / www.salga.org.za
Association motto (if applicable)	Consolidating local government – “Transformation towards a better life for all”
Year established	1996
Membership structures	283 Municipalities established in terms of the Municipal Structures Act, Act 117 of 1998; 9 Provincial associations (North West, Gauteng, KwaZulu Natal, Eastern Cape, Limpopo, Northern Cape, Free State, Western Cape, Mpumalanga); and Associate members.
Management structures	<p>* The National Conference is the highest decision making body of SALGA and is held every five years and within 90 (ninety) days after every local government elections. It elects the members of the National Executive Committee.</p> <p>* The National Members Assembly (NMA) is the second highest decision making body within SALGA. It is held annually and exercise authority in between the National Conference. The NMA is attended by both councillors and officials of municipalities who are members of SALGA.</p> <p>* The National Executive Committee (NEC) is the highest decision making body outside of National Conference and National Members Assembly. The NEC meets once every two months with the meetings being rotated among provinces. It develops reviews and adopts SALGA’s administrative policies and also determines SALGA’s representation in all intergovernmental relations (IGR) structures and other forums. The NEC consists of the chairperson of SALGA; 3 deputy chairpersons; 6 additional Members; the Provincial Chairpersons of SALGA; the head of the administration, and no more than 3 (three) further additional members.</p> <p>* Certain powers and functions of the NEC have been extended to Provincial Executive Committees (PECs) which are also mandated to table quarterly reports to the NEC.</p> <p>* Currently SALGA has six working groups: Economic Development, Planning and Environment; Social Development, Health and Safety; Municipal Services and Infrastructure; Human Resources Development; Governance, Intergovernmental Relations and International Relations; Municipal Finance and Corporate Administration.</p> <p>* In addition there are the oversight committees: The Audit Committee, and the Performance Management and Remuneration Panel, which is an advisory body with also external professional members.</p> <p>There is a 50% quota for women representatives in the political structures of SALGA.</p>

Operations

Goals, values and activities
Strategic goals and objectives

Vision

An association of municipalities that is at the cutting edge of quality and sustainable services.

Mission

To be "consultative, informed, mandated, credible and accountable to our membership, and provide value for money".

Values

Responsive, innovative, dynamic and excellence.

The objectives of SALGA are to:

- Represent, promote and protect, the interests of local government;
- Transform local government to enable it to fulfil its developmental role;
- Enhance the role and status of its members as provincial representatives and consultative bodies of local government;
- Enhance the role and status of municipalities;
- Be recognised by national and provincial governments to be the representative and consultative body in respect of all matters concerning local government and to make representations to both provincial and national governments in respect of any matter concerning local government;
- Ensure the full participation of women in organised local government;
- Be the National Employers' Association representing all municipal members and, by agreement, associate members;
- Regulate the relationship between its members and their employees within the meaning of section 213 of the Labour Relations Act 66 of 1995, as amended;
- Provide legal assistance to its members, in its discretion, in connection with matters which affect employer/employee relations;
- Encourage the settlement of disputes among its members and between them and their employees or trade unions through cooperative governance or labour law principles;
- Affiliate with and participate in the affairs of any international organisation, that will serve the interests of the members;
- Do such lawful things as may appear to be in the interest of the organisation and its members which are not inconsistent with the objects or any matter specifically provided for in this constitution; and
- Borrow, invest, lend, subscribe or donate money for the furtherance of the objectives of the organisation.

The 2009-2014 Medium Term Strategic Framework prioritises the following policy objectives:

1. Halve poverty & unemployment by 2014;
2. Ensure a more equitable distribution of the benefits of economic growth & reduce inequality;
3. Improve the national health base and skills profile & ensure universal access to basic services;

4. Improve the safety of citizens by reducing incidents of crime & corruption;
5. Build a nation free of all forms of racism, sexism, tribalism & xenophobia.

Based on these objectives, the following Apex Priorities will be implemented in 2009/10:

1. Human Development Strategy
2. Profiling Local Government
3. Lobbying and advocacy on all relevant policies and legislation
4. Stimulating Local Economies
5. Councillor Support
6. Municipal Human Resource Management
7. Climate Change
8. Consolidating SALGA's internal change agenda

Activities, services and programmes

In addition to the APEX priorities outlined above, SALGA has a comprehensive programme of action for 2009/10. This is presented in terms of SALGA's key roles:

- Representative role;
- Employer role;
- Support and advisory role, incl. supporting SALGA's change agenda, with the following subcomponents: Strategy, policy and research, Community development, Municipal infrastructure and services (MIS), Economic development and planning, Municipal finance, and Provincial support from the Office of the CEO to SALGA's provincial offices; and
- Support for the implementation of the 5YLGSA, The (national) Five Year Local Government Strategic Agenda, with the following key performance areas: Institutional capacity and municipal transformation, Basic service delivery and infrastructure, Local economic development (LED), Financial viability and management, and Good governance.

Notes

Resources

Financial resources

Membership levy 75%, other income 13%, government grants 12% (2009/10).

Partnerships

Partner organisations
& memberships
(national & international,
as indicated
by the association)

United Cities and Local Governments UCLG,
United Cities and Local Governments of Africa UCLGA,
Commonwealth Local Government Forum CLGF,
The New Partnership for Africa's Development NEPAD,
Global Community Initiatives (GCI) - Building Sustainable
Communities.

MOU with the Association of Municipalities of Mali – AMM,
Date signed: 14 November 2005

MOU with the Association of Local Government Authorities of Kenya –
ALGAK, Date signed: 20 September 2006

MOU with the Swaziland Local Government Association – SWALGA,
Date signed: 24 November 2006

MOU with the Association of Local Authorities of Namibia – ALAN,
Date signed: 14 June 2007

MOU with the National Association of Municipalities of Mozambique –
ANAMM, Date signed: 14 November 2007

AUSAID,
USAID,
NORAD.

Partner northern LGA's

MOU with the Commonwealth Local Government Forum, Date Signed:
July 2008

Phase II partnership between SALGA and CLGF is based on
consolidating Lo-cal Economic Development strategies among
Municipalities that have partners in South Africa and United Kingdom.

MOU with VNG, Date Signed: November 1997

Overall MoU with VNG

In 1997 SALGA and VNG signed an agreement to formalise their
cooperation in the context of the strengthening local government
associations. The overall MoU with VNG was initially signed in 1997.
Discussions for an extension of this MoU are currently taking place.

The concrete collaboration for the future is defined into the following
four spe-cific fields of cooperation:

MoU LOGO South Country Programme South Africa (-12/2010)

MoU Social/Rental Housing Programme (expired in 06/2009 or
continued?)

Association Capacity Building Programme

MoU Centre for Municipal Research and Advice (CMRA)

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<http://www.localfinland.fi/north-south>

Swaziland Local Government Association

Basic information

Abbreviation	SWALGA
Association website	N/A
Association motto (if applicable)	N/A
Year established	2000
Membership structures	Represents all local government councillors in all the local authorities, and all the local authorities are members of the association.
Management structures	The structure comprises of elected councillors who form an Executive committee which comprises of five members. Then there are twelve representatives whereby each town is represented by one councilor. Then there is an office administrator who is a Chief Executive Officer.
Operations	
Goals, values and activities	
Strategic goals and objectives	<p>To promote and sustain the mandate of the ministry of Housing and Urban Development as enshrined in the Urban Government Act, 1969 and or any other law pertaining to issues of local governance as may be enacted by the Kingdom of Swaziland.</p> <p>To build consensus of all executing the mandate of the Government of Swaziland.</p> <p>To establish sound relationships with Central Government, interest groups and international bodies and facilitate sound relations thereon;</p> <p>To strengthen local government institutions and capacity building for efficient and effective local governance in the Kingdom of Swaziland;</p> <p>To play a key role in facilitating and stabilizing the desired change in urban and periurban areas;</p> <p>To establish effective and efficient Local Government leadership;</p> <p>To raise funds for the association.</p> <p>To make international ties with other countries and municipalities.</p> <p>To represent the interests of councillors. To lobby government on certain issues.</p> <p>To intervene in the fight of HIV/AIDS through AMICAALL.</p> <p>To sensitize on issues affecting the environment.</p> <p>To lobby government to subsidize the activities of the association.</p> <p>To enter into memorandum of agreements with various organizations who have interest in serving local authorities.</p>

Activities, services and programmes	Please see above.
Notes	* There is a separate association which represents local authority officials/managers. The scope of work for the two are different.
<i>Resources</i>	
Number of employees	1
Financial resources	Yearly contributions from the 12 towns.

Partnerships

Partner organisations & memberships (national & international, as indicated by the association)	United Cities and Local Governments of Africa UCLGA, South African Local Government Association SALGA
Partner northern LGA's	None

Contact information & persons

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<http://www.localfinland.fi/north-south>

Association of Local Authorities of Tanzania

Basic information

Abbreviation	ALAT
Association website	www.alattz.org
Association motto (if applicable)	N/A
Year established	1984
Membership structures	Local Government Authorities (currently 133) in Tanzania Mainland. These constitute City Councils, Municipal Councils, Town Councils and District Councils.
Management structures	The Local Government Authorities are represented at the ALAT Congress by the Mayors/Chairpersons and the Council Directors. Members of Parliament are also represented at the Annual Congress by 1 Member from each of the 21 Regions of Tanzania Mainland while in the Executive Committee where we have 18 members elected by the Congress on Zonal basis we have 2 Members of Parliament.

Operations

Goals, values and activities	
Strategic goals and objectives	<p>The objectives and tasks of ALAT are to safeguard the rights and interests of the Local Government Authorities in Tanzania, engaging itself in the following activities:</p> <ul style="list-style-type: none">* Representing the Local Government Authorities at national and international fora and spokesman/voice of the Local Government Authorities in Tanzania;* Lobbying and advocating for policy changes on matters that impact negatively on the Local Governments' effective and efficient performance of their functions;* Information dissemination to our members (The Local Government Authorities) and provide a platform for sharing experiences and looking for common solutions to their common problems; and* Providing services such as technical expertise, training and facilitate programs for partnerships/sisterhoods with other Local Government Authorities (South-South and North-South).

Activities, services and programmes Notes	Please see above. * There is only one Local Government Association in Tanzania representing and composing of both Rural/District Local Authorities and the Urban Local Au-thorities.
Resources	
Number of employees	10
Financial resources	Membership fees: the Local Government Authorities are graded into 3 cate-go-ries depending on their capacities to generate own revenues (graduated).

Partnerships

Partner organisations & memberships (national & international, as indicated by the association)	<ul style="list-style-type: none"> * United Cities and Local Governments of Africa UCLGA, * United Cities and Local Governments UCLG, * Commonwealth Local Government Forum CLGF, * East African Local Government Association EALGA (the East African Com-munity area, i.e. Tanzania, Kenya, Uganda, Rwanda, Burundi). <p>* Technical cooperation between ALAT and GTZ, CIM and DED. * ALAT is as of June finalising design of ALAT institutional strengthening sup-port program to be financed by SIDA. * ALAT is collaborating with JICA on various aspects of capacity building of the association and local authorities and enjoys good collaboration with Tanzania - Osaka - Alumn TOA. * ALAT has also forged partnership with International Cities Management As-sociation ICMA, Other collaborations are through networking with other Non-state Actors like Policy Forum, TANGO, etc.</p> <p>* ALAT generally collaborates with Prime Ministers Office, Regional Administra-tion and Local Government and all Development Partners supporting Local Government Reform Programme.</p>
Partner northern LGA's	VNG International, up to 2004; FCM's Municipal Partnership Program (MPP), up to March 2010; FCM's Municipal Partners for Economic Development, 2010-2015 (pending CIDA approval).

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