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### Towards improved local governance through strengthened local government: evaluation of the LOGO South Programme 2007-2010

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**Towards improved local governance through  
strengthened local government -  
Evaluation of the LOGO South Programme  
2007-2010**

Report commissioned by VNG International

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and Guus van Westen

with assistance of

Edith van Ewijk & Marike Bontenbal

January 2010



**Universiteit Utrecht**  
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## **Preface**

This report contains the evaluation of the LOGO South programme 2007-2010 which is executed by VNG International and financed by the Ministry of Foreign Affairs. The evaluation was carried out by a consortium of researchers at Utrecht University and the University of Amsterdam. Paul van Lindert, Gery Nijenhuis and Guus van Westen are affiliated to Utrecht University, while Isa Baud and Michaela Hordijk are working at the University of Amsterdam. Edith van Ewijk PhD researcher at the University of Amsterdam and Marike Bontenbal who finalized her PhD research in 2009, assisted in the preparation of this report and provided valuable advice. Eva de Bruine and Kirsten Mastwijk, student assistants at the University of Amsterdam and Utrecht University respectively, did an excellent job in assisting the evaluation team with the preparation of the desk and field studies.

This evaluation would have been impossible without the support of many people involved in municipal international cooperation. First of all we would like to thank all our respondents from the local governments, local government organizations and related organizations in Benin, South Africa and Indonesia for their willingness to provide us with all the information regarding the projects they have been involved in. We also express our gratitude to the many persons we interviewed at the Dutch municipalities, water boards and water companies for their time and information. We really appreciated the openness and generous support of all respondents. Last but not least, we thank the staff at VNG International for their support and information on the LOGO South programme and the Ministry of Foreign Affairs for additional information on the background and policies on the programme.

It has been a challenge to find our way in the enormous amount of information available on the LOGO South programme. We hope this report contributes towards a further professionalization of municipal international cooperation and towards strengthened local governance in all target countries of the programme.

The content of the report is the sole responsibility of Utrecht University and the University of Amsterdam.

*Paul van Lindert*

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## **Executive summary**

### **Introduction**

- (1) This report presents the findings of the evaluation of the LOGO South programme 2007-2010 which is implemented by VNG International (VNG-I) and financially supported by the Ministry of Foreign Affairs. The LOGO South programme consists of three components, i.e. Municipal International Cooperation (MIC), Association Capacity Building (ACB) and Policy Development and Research (PD&R).
- (2) In addition to the main report, three country background reports present the detailed results from the evaluation studies in, respectively, South Africa, Indonesia and Benin. These country reports address the main strategic issues that result from a scrutiny of 9 projects in South Africa, 5 projects in Indonesia and 3 projects in Benin.

### **Background**

- (3) An IOB evaluation study in 2004 recommended VNG-I to concentrate its support to municipal twinnings on a smaller number of countries than the previous GSO Programme and to focus the new programme on one or a few themes per country. Starting in 2005, VNG-I has successfully done so in its LOGO South programme. Each country programme now has a focus on one specific intervention area (see table 1). It was also decided to appoint a country coordinator in each of the selected countries who is responsible for the coordination of the twinning projects and who acts as the liaison with VNG-I in The Hague.
- (4) Also, the newly formulated ACB programme – that started in 2007 as a follow-up of the 2003-2006 ACB programme – employs a stronger regional focus than its predecessor, including 3 Local Government Associations (LGAs) in 4 regions: West Africa; East Africa; Central America; and South East Asia. Overall the ACB programme focuses on four related objectives: (a) improved service delivery; (b) strengthened management capacities; (c) improved capacity for lobby and advocacy; and (d) improved financial sustainability. A regional coordinator for the ACB programme was appointed in each of the four regions.
- (5) In 2007 the Policy Development and Research was added to the merger of the MIC and ACB programme. The PD&R component covers the following themes: 1) Local governments in peace-building and fragile states; 2) Local governments and MDGs; 3) Aid architecture, policy dialogues and accountability; and 4) Support to local governments in conflict areas.

### **Relevance of the LOGO South programme**

- (6) In general terms, the relevance of the LOGO South Programme as a whole and of its various components is obvious. The Programme as a whole responds well to key sectoral priorities for the majority of Local Governments (LGs) and Local Government Associations (LGAs) in the countries concerned. Moreover the

Programme is usually in line with official national policy directions in the sectors included in the programme.

- (7) The most direct form of policy relevance of the MIC component in the LOGO South programme is via direct inputs into local policy making. The influence of many of the LOGO South projects is notable in this respect. The programme also provides the opportunity for exchanges of learning from practices and local policies developed, and upscaling of good practices to the country level.
- (8) The relevance of the ACB programme is also evident. In this era of ongoing deconcentration, decentralization and democratisation, strengthened Local Government Associations (LGAs) will be better equipped for their prime functions, i.e. to provide advice, training, and specific services to their members (LGs) and to represent and lobby for LGs at the central government level.
- (9) Each of the thematic areas of the PD&R programme (see 4) are relevant as well. It appears however that there is only limited connection with the MIC and ACB components in LOGO South. It is felt more coherence between the different components can be reached if the PD&R activities are more in line with the central issues and challenges of municipal international cooperation and LGA support.
- (10) As to the ownership question, it is clear that directly involved municipal staff both among the Dutch and the Southern partners demonstrate a remarkable commitment to the projects. Ownership and commitment at political level showed a more diverse picture.
- (11) Yet, it cannot be denied that, in general, the Dutch project partners take the lead in project formulation and reporting, resulting in Southern partners feeling less responsible for the project management. In some cases external consultants are involved in drafting project proposals, which may also lead to weak ownership. In cases where the Dutch partners in twinnings are semi-public water companies, ownership in the South appears to be lower than is the case of twinnings in which both partners are fully government-led. In countries that are not English speaking, the language is a burden in writing proposals and reports jointly, as reports need to be translated.

### **Efficiency of the LOGO South programme**

- (12) The LOGO South programme is uniquely efficient in comparison to other aid programmes, in building on existing organizations on both sides, and on existing staff capacity. This implies that there is an in-built capacity for sustaining skills, implementation of activities and lessons learned beyond the period of programme implementation. A distinctive characteristic of LOGO South is that the costs of expatriate staffing, project offices, and other overhead which form a usual cost in the majority of aid programmes, is much less burdensome in this type of collaborative programme.
- (13) The LOGO South Programme leverages inputs from a multiplicity of stakeholders. It is this attribute that makes municipal twinnings a rather unique

form of development intervention, and one that achieves substantial efficiencies. Leveraging of relatively modest VNG-I funding is achieved via inputs in kind from the participating municipalities as well as other stakeholders.

- (14) Sustainability in MIC is generally high as the programme is based on working with existing organizations; projects are linked to the administrative side of municipalities. An important characteristic of LOGO South is also, that the project partners are not dependent on project salaries. Therefore continuity at organizational level is secured, threatened 'only' by turnover in personnel. In many cases only a few people are in control of technical programs, which makes programs vulnerable to changes. An area of concern is the institutionalisation of new knowledge.
- (15) Strengthening the wider local government sector can be enhanced through the involvement of relevant organizations at different levels. Research institutes are important organizations in both institutionalising new knowledge and in the dissemination of knowledge in a wider context.
- (16) The ACB programme also has a distinctive feature in comparison to other – more regular – modalities of capacity development programmes. Other donors often appoint one or more resident experts at the host LGA for the entire duration of a project and such experts then are the principal bearers of the project. The LOGO South programme demands a real commitment from the LGAs because it neither brings huge amounts of financial resources to them nor long-term experts. As such, the ACB programme is also highly cost-efficient as it also builds upon the existing organizations that it aims to strengthen.
- (17) Within the framework of LOGO-South, the mission is an important element of the colleague-to-colleague approach. The ratio of missions to the Netherlands and missions to the partner country is approximately 1:3. The missions are considered as the tool that keeps the project machinery going: it is the moment that both partners sit together to discuss the contents of the project, to talk about difficulties and to implement activities. For the Dutch experts themselves a broader understanding of how local governments in the South function, what resources they have and what constraints they meet, makes them appreciate their own work in the Netherlands differently.
- (18) Missions to the Netherlands are also highly valued. Especially the first visits are important to broaden the perspective of the participants, get people exposed to new ideas in different fields (technical issues, new ways of doing, thinking outside the box etc). Such visits help to get a better understanding of the Dutch systems and of the background of ideas of Dutch experts, both technical and cultural issues etc. However, once people have already visited the Netherlands, the added value of repeated visits is relatively low. This requires tailor made compositions of teams visiting the Netherlands.
- (19) The role of locally based coordinators in the MIC and ACB programmes is essential for the smooth functioning of LOGO South. High quality and proactive coordinators are needed for a dual purpose; (a) to assist the local and Dutch project partners with the implementation of the projects and to organize



coordinate joint, country and regional level activities, such as training and workshops and other exchange meetings; and (b) to enhance the efficiency of the VNG-I based project managers.

- (20) In most cases, MIC and ACB coordinators who are national citizens will be more effective than non-national citizens (e.g. Dutch). Foreign staff may have excellent management capabilities but may only exceptionally have a talent to deal with delicate matters of e.g. authority and hierarchy, which often is key to efficient and effective working in Asian, African and Latin American countries.
- (21) The VNG expert pool is an important resource for the ACB programme. Specialists are hired according to the specific needs of LGAs for, e.g., strategic planning, financial sustainability, service provision, legal support, advocacy and communication, ITC support, etc. The specific MIC model of Nicaragua shows that expert pools may also be efficient and effective vehicles for tailor made support to local governments. As such, the use of expert pools needs further attention. However, if knowledge transfer is exclusively realized through an expert pool approach, the specific colleague-to-colleague relationship between two twinning partners may easily become undermined. This calls for a balanced method of employing local government experts for specific tasks without putting at risk the collegial collaboration between partners.
- (22) The structure of the LOGO-South programme is rather complex, with three main pillars – the MIC (with thematic and country programmes), the ACB and the PD&R component – that are hardly linked to one another. As such, the logic of this structure is not clear and opportunities for synergy between the three programmes are bleak.
- (23) Overall management costs in the LOGO South programme, especially with respect to the MIC programme, are relatively low. The general commitment of the VNG-I staff to the projects and programmes they coordinate is high. It appears that many staff members at VNG-I spend considerably more time to run their programmes well than what is budgeted for that purpose. Therefore, it is advisable to VNG-I to assess the real time that is being spent for the management of the LOGO South programme. On the basis of such information, a follow up programme should include more realistic budgets in terms of management costs.
- (24) For many Dutch partners, the coordinating role of VNG-I is slightly problematic. They criticize the financial reporting system, which in their view is complex and too detailed. Also, the required annual auditors report is considered as being too costly, in particular when taking into account the relatively small budgets that are involved. Opinions on other reporting activities are less critical, although some partners consider the annual reporting burden as an exaggeration of the programme.
- (25) Dutch partners also observe a trend towards monitoring on activities, instead of on the contents of the projects. Several Dutch municipalities expressed the need for more feedback on the contents of their twinning projects. They specifically indicated that they would appreciate to spar with VNG-I on the approach of the project and on the way they cope with difficulties. Thus, it is felt that the emphasis

is more on activities than on the core objective of the LOGO-South programme, i.e. on processes of capacity building and knowledge exchange.

- (26) The Dutch partners overall evaluate the role of VNG-I with respect to implementation, e.g. the training and service provision as neutral to positive. Training activities are often positively valued, with a particular emphasis on the so-called culture shock courses. Other courses are sometimes considered as being very technical or too theoretical. A certain compulsory element in LOGO South training activities may give the Dutch partners an uneasy feeling of being patronized. Another complaint is that the demands by VNG-I are not always in proportion to the project size. For many the true added value of their participation in courses and platform meetings is the networking function and the contacts they build with their colleagues from other municipalities.
- (27) Over the years, VNG International has become one of the key players in the field of supporting decentralized international cooperation and strengthening the local government sector in developing countries. The LOGO South programme generates an enormous potential for mutual learning by the many project partners and other related local governments. An important way to further increasing that potential is to generate critical mass within countries and sectors, which can result from more strategic choices (e.g. by selecting less countries and promoting more twinnings per country; or by bringing together the ACB and the MIC components).
- (28) LOGO South programmes and projects generate a host of specific knowledge with respect to local government and more technical issues. Perhaps because of high working loads there seems to be no institutionalised mechanism at VNG-I to share that knowledge and to reflect and debate on new findings and experiences. The lack of such mechanism for more academic reflection and debate is a lost opportunity for codifying and embedding knowledge within the VNG-I organization.
- (29) Most planned programme and project activities in LOGO South have been realised, generally with limited delays. For some ACB and country programmes, delays in starting up project activities were the consequence of political processes and events (elections being the most frequent source of delays). Political changes after elections also may be the cause of changing institutional environments in which the LOGO South programmes can hardly continue. The same is true for individual twinning projects.
- (30) In the past few years, VNG-I management acknowledged that South-South exchange meetings within the thematic programmes had not been very useful for the participants. This insight is shared by the Dutch and foreign LOGO South twinning partners. The learning effects of such exchanges seem indeed to be limited, since the backgrounds of the participants differ enormously with respect to problem setting, legal framework, size of the budget, political-administrative framework. VNG-I now organizes only exchange meetings on a regional basis, e.g. between partners in neighbouring countries who are dealing with more or less similar cultural backgrounds and regulatory frameworks.

## **Effectiveness of the LOGO South programme**

- (31) Projects are generally over-ambitious which can result in targets not being met within the allocated timeframe, although many results have been achieved and targets were met at a later stage. Previous evaluations also mention the high ambitions. An underlying problem is reflected in the logframes as they include many assumptions which actually represent more or less ideal situations. Reality is far less than ideal; politization, staff turnover, disruptions on communication etc. are part of day-to-day reality. An advantage of working with relatively short-term project cycles is, however, that it allows for flexible adaptation in the next project cycle. Projects are embedded in twinnings between two cities are usually long-term and allow for different areas to be developed in the course of the relationship.
- (32) With regard to the projects focusing on water provision in Indonesia, it was found that so far the involvement of local governments in the programme was very limited, although they are key players. Therefore it is highly recommended to actively involve local governments in the programme level activities and projects, as they are the owners of the water companies, set the rules and determine the tariffs. These recommendations were already formulated in the advice to the LOGO South Advisory committee (May 2008). Since then, no progress has been made with involving the local governments.
- (33) One of the strengths of the LOGO South programme is the potential of the programme to leverage learning effects and knowledge generation between different levels of government. In some cases these learning effects do indeed occur (like in South Africa) whereas in other cases this potential is not (yet) fully utilized.
- (34) Most local government associations have been able to profit from the ACB programme, however, one must also take into account that the ACB programme operates in a highly varied and complicated political landscape. The composition of the Boards and Secretariats of LGAs is often a reflection of that very political landscape, which is far from stable.
- (35) An important element in the LOGO-South programme is the direct personal peer-to-peer relation. These relations are unique because of their long term character and reliability; trust and fluidity of contact in these relations lead to important changes. Peer-to-peer exchanges are the most effective form of learning that the LOGO-South programme offers.
- (36) The local governments are strengthened in a number of ways; in policy formulation, in internal project management, with regard to improvement of technical skills of people involved and in the coordination and cooperation within and between departments. However, in most cases the municipalities have not been strengthened in thinking strategically about the choices of the instruments and priorities for successful implementation of municipal policy.
- (37) In general, in the phase of policy implementation obstacles occur because of the necessity to coordinate with the political process. This can seriously delay

policy implementation. As a result the concrete visible outcomes are lagging behind. Despite this delay several good examples were found of project implementation.

- (38) Dissemination in a wider local or regional context appears to be one of the strengths of the LOGO South programme. Effects of the LOGO South programme are also more widely spread than the local governments directly involved in the programme. Dissemination strategies should be chosen strategically to increase the relevance of the dissemination.
- (39) Other effects of LOGO South programme include the opening of doors; partnerships make it possible for municipalities to approach national Ministries with discussions on policy changes, which they cannot do on their own. Partnerships can also open doors to international funding agencies.
- (40) The objectives of the LOGO South programme are directed towards strengthening of the local government sector in the South. But learning processes also occur from South to North – particularly in ‘public and stakeholder participation processes’, ‘relativity in relation to own municipal situation’, ‘out-of-the box thinking’/‘creativity’ and the ‘importance of development cooperation’. Dutch municipalities do not easily recognize the lessons from the South which they could incorporate in their own strategies. Other benefits include personal growth and the challenge of using knowledge and experience in other context. Moreover, many municipalities do value the city link in relation to raising public support for development cooperation and increasing global awareness.
- (41) Although the outcomes regarding poverty alleviation were not analyzed, it is to be expected that LOGO South projects focusing on solid waste and water management do indeed contribute to poverty alleviation. For some other themes this relation is less clear. In programs focusing on financial management benefits seem to affect mostly the middle-income groups. However on a longer term local governments are expected to be able to improve services as their income is increased, provided money is well spent. In South Africa it is doubtful whether social housing projects contribute to poverty alleviation as Social Housing Institutions have very little stock and mainly target people with a reliable low to middle income. In the longer term, however it is expected a larger stocks will be created.
- (42) It is difficult to draw conclusions on the effectiveness of the PD&R programme as the programme is relatively new and this evaluation did not allow field study. However, most of the initiatives seem to be effective. Two programmes targeting fragile states; namely the greening Kabul programmes (Afghanistan) and the programme Dealing with diversity in the Great Lake region have not been effective yet. Lessons should be drawn from other programmes with regard to the ambitions of working in fragile states and strategies to overcome political circumstances.

## Conclusions

- (43) In general terms the LOGO-South programme can be considered as a highly relevant, efficient and effective programme. The themes taken up in the projects reflect key priorities in municipal governance, and sectoral priorities which strongly contribute to effective local governance.
- (44) Although levels of ownership vary from country to country, commitment to the projects both in the Netherlands and in the South is high and knowledge on ongoing project activities is up-to-date among the partners and VNG International staff.
- (45) The LOGO-South programme has as its prime objective to strengthen local government. The relatively small project-grants which form the main instrument are utilized in a very efficient manner, because they build on existing organisations and staff, and finance only additional activities which build on those strengths.
- (46) The existing processes provide a variety of forms of learning (N-S; S-S; S-N) between different partners and stakeholders involved in the twinning projects and programme activities. The programme has positive multiplier effects, because of add-on activities by other stakeholders (knowledge generation), organized by existing partners in the twinings.
- (47) In the majority of cases the implementation of project-activities is quite satisfactory. Twinings can reach these levels of success particularly if the following conditions are met:
- Theme and project activity clearly respond to a demand of the Southern partner
  - The theme chosen is a theme on which the Dutch partner can contribute knowledge and experience
  - Joint project formulation which results in high level of ownership on both sides
  - The project is embedded/supported both politically and within the administration
  - Has ample opportunities for P2P learning, i.e. all relevant peers are on board on both sides
  - Lower (local) level activities are embedded in programme activities at sub-national/national level (either through complementary LOGO-South project, or through coordination with national level programmes)

## 1. Introduction

This report presents the findings of the evaluation of the LOGO South programme 2007-2010 which is implemented by VNG International (VNG-I) and financially supported by the Ministry of Foreign Affairs. The LOGO South programme consists of three components, namely Municipal International Cooperation (MIC), Association Capacity Building (ACB) and Policy Development and Research (PD&R). The current LOGO South programme 2007-2010 was the result of a merger of two former programmes; the LOGO South programme 2005-2008 focusing on MIC and the VNG Association Capacity Building programme. To this combination was added a new initiative; PD&R. As the previous LOGO South programme designed for 2005-2008 was finalized on December 31, 2006 and the local government projects were incorporated in the new LOGO South programme 2007-2010, the actual scope for the evaluation of the local government projects is 2005-2010.

The objectives of the evaluation of the LOGO South programme are threefold;

1. to assess the results achieved to date;
2. to assess the programme design and implementation (relevance, effectiveness and efficiency);
3. to recommend elements on content and design for a follow-up programme.

The report is set up along the main evaluation criteria identified by VNG International; Relevance, Efficiency and Effectiveness. Specific attention is also paid to the ownership and sustainability questions as well as to coherence of the programme and the organizational set up (actors involved and the relations between the actors). Furthermore observations on the programme management by VNG International will be discussed.

This main report presents the findings of the evaluation both at the level of the LOGO South programme as a whole and at the level of the three constituent components: MIC, ACB and PD&R. In addition to the main report, three country background reports present the detailed results from the evaluation studies in, respectively, South Africa, Indonesia and Benin. These country reports address the main strategic issues that result from a scrutiny of 9 projects in South Africa, 5 projects in Indonesia and 3 projects in Benin. The majority of the projects visited are administered in the so-called country programmes. In South Africa and Indonesia, also some projects of the thematic programmes 'waste management' and 'water management' were included in the field studies.

The distinction between the programme level and the project level is important, since the implementation of the LOGO South programme is the main responsibility of VNG International, whereas the twinning partners are responsible for carrying out the individual projects. This evaluation is not an evaluation of the twinning projects as such, although the insights gained from the field studies have been vital for the general evaluation of the LOGO South programme.

The outline of the report is as follows. Chapter Two briefly describes the background and context of the evaluation. In Chapter Three the methodology and approach are discussed, including the selection of the case studies. Chapter 4 presents the main findings, structured along the evaluation criteria. The final chapter presents the conclusions and the recommendations.

## **2. Background and context of the evaluation**

Since the early 1990s, Local Governments (LGs) and Local Government Associations (LGAs) have increasingly become recognized for their vital role in the process of democratic reform as well as in the local development process. Both the Earth Summit of 1992 and the City Summit of 1996 acknowledged the crucial role of LGs as ‘closest partner’ in the development process and appealed to the national governments to strengthen local governments. The shift away from a former central state orientation towards a new emphasis on strengthening the capacities of local governments, including their ability to become efficient and effective agents for local development, is now e.g. reflected in the policy dialogues of World Bank programmes (e.g. Cities Alliance), in which LGAs are already fully participating in the respective Consultative Groups and negotiations in many cases are being done directly with the local authorities of the cities involved. Following upon the Paris Declaration on Aid Effectiveness (2005) and particularly the Accra Agenda for Action (2008) – which urged for harmonized, aligned and result-driven international development strategies – the vital role of LGs and LGAs was confirmed, as their main representative body UCLG (United Cities and Local Governments) became a permanent member of the OECD/DAC Working Party on Aid Effectiveness.

Also in 2008, the European Commission ratified the European Charter on international development cooperation in support of local governance, emphasizing once again the vital role of LGs as development agents. Such decentralized development cooperation comes in two distinct forms. First, through Municipal International Cooperation (MIC), municipalities partner up and these partnerships may seek to contribute to a variety of both short- and longer term objectives, including service provision, poverty alleviation, institutional strengthening, and knowledge exchange. In recent years, MIC also aims to attain the Millennium Development Goals (MDGs), improve democracy, enhance responsiveness and in other cases municipal partnerships also focus on city diplomacy. The second modality of decentralized development cooperation is through institutional twinning of LGAs, by which the Northern partners seek to develop the capacity of their partners – and the local government sector at large – in countries of the South. Such Association Capacity Building (ACB) programmes focus especially on developing LGAs’ capacities and skills to perform their advocacy and lobby roles, to provide services to their members and to act as networking facilitators and knowledge brokers. More and more (so far mostly Northern) LGAs and their representative international bodies (most notably UCLG) are also actively involved in the fields of Policy Development and Research (PD&R), by which they seek to advocate the role of local government in poverty reduction.

It is fair to say that VNG International, supported by the Netherlands Ministry of Foreign Affairs, takes a leading role in these forms of decentralised cooperation. VNG-I boasts a long history of giving active support to the local government sector in many countries. Since around two decades, the various support programmes managed by VNG have especially focused on the so-called transition countries (mainly in Eastern and Central Europe) and the developing countries, aiming at strengthening democracy through developing local government capacity. Throughout the years, international cooperation through municipal twinnings has also gradually become more professionalized. Dutch municipalities and other local government bodies (e.g. provinces; water boards) have benefited from special programmes managed by VNG-I to also strengthen their capacities and abilities to engage in decentralized

development cooperation. However, one of the outcomes of an evaluation by the Evaluation Unit of the Netherlands Ministry of Foreign Affairs was that VNG-I was found not to be very focused in its development efforts and it was recommended to concentrate its support to municipal twinnings in a smaller number of countries (IOB 2004). Starting in 2005, VNG-I has successfully done so in its LOGO South programme. Although this new approach initially met with some resistance from Dutch municipal councils, mayors and aldermen who felt that their municipalities were disadvantaged since they did not have a municipal linkage with a partner city in one of the twelve selected countries, VNG-I officers claim that the approach has definitely led to more professionalism to the organization. Each country programme has a focus on one specific intervention area (see table 1) and as all twinning projects in each country have this joint central theme, the partners are more motivated to share their experiences. At the same time, it was decided to appoint a country coordinator in each of the selected countries who is responsible for the coordination of the twinning projects and who maintains contact with VNG-I in The Hague.

Meanwhile, the newly formulated ACB programme that started in 2007 as a follow-up of the 2003-2006 ACB programme, also has a stronger regional focus than its predecessor. It was decided to maintain the links with the four structural partners of the preceding programme, but in addition to that in each of the four regions (West Africa; East Africa; Central America; South East Asia) two more LGAs were selected, aiming at higher levels of regional exchange. In addition to that, a maximum of 15 applications from other LGAs would be made possible through the so-called Open Request Fund (ORF). A regional coordinator for the ACB programme was appointed in each of the four regions.

In 2007 the Policy Development and Research was added to the merger of the MIC and ACB programme. The PD&R component covers the following themes: 1) Local governments in peace-building and fragile states, 2) Local governments and MDGs, 3) Aid architecture, policy dialogues and accountability and 4) Support to local governments in conflict areas. As stated in the annual report of 2007 the initial approach was to generate ideas, make them explicit in products and disseminate them in existing networks. At the start of the programme, the content was mainly determined by VNG International, in consultation with the Ministry of Foreign Affairs. During the following years more activities were added to this component in consultation with counterparts in the South.



### **3. Methodology**

The methodology for the evaluation was based on the ToR and elaborated in the proposal for the evaluation. The evaluation included both a desk- and field study which will briefly be explained in this chapter. Furthermore an evaluation matrix was developed on the basis of the main evaluation criteria; relevance, efficiency and effectiveness. The evaluation matrix can be found in Annex 2.

#### **3.1 Desk study**

For this evaluation, first a desk study of relevant documentation was executed, combined with interviewing VNG International staff in The Hague. The desk study included an analysis of relevant documents regarding the three components of the LOGO South programme, the IOB evaluation of the LOGO South' predecessor programme (GSO) and available internal and external LOGO South evaluations<sup>1</sup>. Annex 6 presents a list of documents studied; Annex 7 provides information on the persons interviewed in the Netherlands.

#### **3.2 Selection of cases**

Based on the analysis of available documentation and staff interviews, the evaluation team prepared a selection of countries and projects to be included in the field studies; The selection included country programmes in Benin, South Africa and Indonesia, ACB programme in Asia, and two thematic programmes, namely waste and water management which are both operational in South Africa and Indonesia. The views and preferences of staff of VNG International were taken into consideration in this process. The selection was presented to the advisory committee and approved.

#### **General considerations for countries selected**

##### *Number of projects per country*

Countries were selected in which a substantial (at least three) number of twinning projects were operational at the time of the evaluation. This implies that Sudan, Namibia, Sri Lanka and the Palestine territories automatically fell out of the selection. The main motivation to include South Africa was the large share of twinning relations under LOGO-South (18 of the ca. 40 in total programme) focusing on cooperation with South Africa. Through internal evaluations, some of them were evaluated very positively and some were definitely weak, which makes an interesting comparison. Likewise, several themes are covered: (HIV-AIDS (7), Waste (4) and Water (4)) as well as the cross-cutting theme citizen participation and Housing (theme Country-

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<sup>1</sup> Although VNG-I officers are proud of their completely digitized archives, it should be noted that for the evaluation team the gathering of relevant information was a rather time-consuming exercise. Information reached the team in a seemingly unorganized and haphazard manner. In some cases, relevant documents had to be requested from the Dutch municipalities. VNG-I acknowledges that certain cases of apparent deficiency in their management information system may be due to an occasional incidence of personal shortcomings, but it also claims to operate a well-structured system, which is also necessary in view of the annual external auditing.

programme). In South Africa half of the total (9) twinnings were selected as case study as time did not allow to visit all local government programs.

#### *Inclusion of different kind of actors; local governments and other organizations*

A mix of local governments and semi autonomous public utility companies (with an emphasis on local governments) were selected, as both types of organizations are involved in the LOGO South programme. In Indonesia and South Africa both local governments and water boards are active in exchange programmes, in Benin only local governments are involved

#### *Geographical distribution and coherence*

Geographical distribution was a point for consideration. As 8<sup>2</sup> out of the 12 countries included in the LOGO South programme are African it was felt 2 out of 3 countries to be included in the research should be situated in Africa. As the evaluation included both the MIC and ACB component of the LOGO South programme, special attention was paid to the coherence. The LOGO South in Benin and Indonesia include both the MIC and ACB components which was considered as an asset. Moreover, the choice for Indonesia made it possible to also visit twinnings in the framework of two thematic programmes, namely water management and waste management (besides the country programme on water management).

#### *History and previous evaluations*

The evaluation team in consultation with VNG International also looked at whether or not countries, regions and themes had been evaluated externally. Countries, regions, and themes which had been subject to external evaluations before (South Africa, Indonesia and thematic programme water management) and those which had not (Benin and waste management) been included in this evaluation. It should be mentioned that all countries were evaluated internally in 2008. As South Africa has a long history of municipal international cooperation it offered an excellent opportunity to analyse trends in municipal cooperation over time.

#### *Exclusion of extra-ordinary cases*

The evaluation team also looked at representativeness and excluded extraordinary cases like Surinam (where Dutch local governments do not have direct links with local governments in Surinam) and Nicaragua (where LBSNN and not VNG International is the implementer of the country programme).

### **Considerations for themes; local water management and waste management**

According to the requirements mentioned in the ToR one thematic programme was to be selected in the field study<sup>3</sup>. The evaluation team proposed to include both water and waste management as these themes are the most significant ones in the LOGO South programme and cover several countries including South Africa and Indonesia. The other thematic programs HIV/Aids and citizen participation only focus on Namibia and South Africa. Water management was evaluated externally before (in 2006; although the research was limited to a desk study and interviews in the Netherlands), whereas solid waste management was evaluated only through an internal evaluation (in 2007/2008).

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<sup>2</sup> Egypt, Ghana, Benin, Ethiopia, Tanzania, Namibia, Uganda and South Africa

<sup>3</sup> For the Terms of Reference, see Annex 1.

## Considerations for ACB programme; Asia

The ACB Programme of Asia focuses on the local government associations in Indonesia, Nepal, and Cambodia. These LGAs are highly diverse in terms of existence, consolidation and context. ADKASI in Indonesia was founded in 2001 and is considered a relatively weak organization; NLC/S in Cambodia is a relatively recent (3 years old), small but enthusiast organization; MuAN in Nepal exists approximately 15 years and is one of the more consolidated ones in the region. Moreover, the Indonesia Country programme is also included as a case study in the field research, so an interesting relation can be made.

Taking all these aspects in consideration, the selected cases for the MIC country programme include South Africa, Benin and Indonesia. The thematic programmes water and waste were studied in both South Africa and Indonesia. Lastly the ACB region Asia was selected. Table 1 indicates the coherence of the case studies selected.

**Table 1. Countries and themes central to cooperation and programmes selected for field research**

|                  |                         | Themes for Country & Thematic programmes LOGO South |                        |          |   |                                   |                    |             |                            |                |
|------------------|-------------------------|---|------------------------|----------|---|-----------------------------------|--------------------|-------------|----------------------------|----------------|
|                  |                         | Local water management                              | Solid waste management | HIV/Aids | Citizen participation in - local governance | Financial management- local taxes | Strategic planning | Environment | Capacity dev. of districts | Social housing |
| Central America* | Nicaragua               |   | T                      |          |   | C                                 | C                  |             |                            | C              |
| South America    | Suriname                | T   |                        |          |   |                                   |                    |             | C                          |                |
| North Africa     | Egypt                   | C/T   |                        |          |   |                                   |                    |             |                            |                |
| West Africa*     | Benin                   |   |                        |          |   | C                                 |                    |             |                            |                |
|                  | Ghana                   |   |                        |          |   | C                                 |                    |             |                            |                |
| East Africa*     | Sudan                   | C/T   | C/T                    |          |   |                                   |                    |             |                            |                |
|                  | Tanzania                |   |                        |          |   | C                                 |                    |             |                            |                |
|                  | Uganda**                |   | C                      |          |   |                                   |                    |             |                            |                |
| Southern Africa  | Namibia                 |   |                        | T        | T   |                                   |                    |             |                            |                |
|                  | South-Africa            | T   | T                      | T        | T   |                                   |                    |             |                            | C              |
| Asia*            | Indonesia               | C/T   | T                      |          |   |                                   |                    |             |                            |                |
|                  | Sri Lanka***            |   | C                      |          |   |                                   |                    |             |                            |                |
| Middle east      | Palestinian Territories |   |                        |          |   |                                   |                    | C           |                            |                |

T = thematic programme

C = Country programme

Gender equity is a cross cutting theme.

\* These regions are included in the ACB programme

\*\* Uganda programme started in 2008 with preparations, effectively in 2009

\*\*\* Sri Lanka programme discontinued in 2008

The grey boxes reflect the countries, themes and regions included in the field research.

Source; table prepared by evaluation team LOGO South programme 2007-2010 Utrecht University / University of Amsterdam.

### **PD&R component**

The Policy Development & Research component was included in the desk study and not in the field study. As it is a relatively small programme, it has received less attention than the MIC and ACB component (as discussed with VNG International). The PD&R component is relatively new; it started in 2007. The main source for information were policy documents of 2008, as 2007 was used to start activities and the annual report of 2009 was not yet available. The annual plan for 2010 which was came out in December 2009, at the final stage of the evaluation, has been included. In addition information was gathered from VNG Internal staff members.

### **3.3. Field research**

#### *Field research in the South*

Local experts have been recruited in Benin, Indonesia and South Africa, who studied locally available documentation and discussed the programmes and projects with local stakeholders. Together with the LOGO South country coordinators they prepared the field visits of the Dutch consultants. The evaluation team prepared a topic list for structured interviews which was used in the three countries. Fieldwork took place in the period August- October 2009 by four members of the evaluation team<sup>4</sup>.

#### *Field research in the Netherlands*

In addition to fieldwork in the South, representatives of local governments, water boards and water companies in the Netherlands were interviewed. The selection automatically followed from the selection of twinnings that were included in the country programmes for South Africa, Indonesia and Benin, as well as in the thematic programmes on water and waste management in South Africa and Indonesia, respectively. A separate topic list for structured interviews was prepared for the meeting with the Dutch project leaders. Also, the various programme and project managers at VNG-I were consulted and interviewed during this period, in order to obtain their views on the quality of the programme. Several meetings which were organized by VNG-I for Dutch municipalities during this period were also visited and utilized as sources of expert information on the programme and the individual twinnings<sup>5</sup>.

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<sup>4</sup> See Annex 8 for the list of persons interviewed in Benin, South Africa and Indonesia and Annex 10 for the topic list that was used for the structured interviews in the respective countries.

<sup>5</sup> See Annex 7 for the lists of persons interviewed and Annex 9 for the topic list that was used for the structured interviews with the project partners in the Netherlands.

## **4. Main findings of the LOGO South programme evaluation**

The findings that are presented below are derived both from the study of documents that are available for each of the LOGO South programmes and from the field studies in the three countries selected for this evaluation. It will be obvious that the field visits to South Africa, Benin and Indonesia and the interviews with the various partners involved in the respective projects in these three countries have provided a host of detailed information. The detailed information on the programmes and projects in each of the three countries may be found in the specific country reports. The main findings from the desk study, which formed the basis for the selection of cases to be included in the field study, are presented in Annex 5. In this chapter, information from the three field studies will be presented in a more generalized way. As such, this chapter aims to provide a sound basis for some strategic considerations and recommendation that will be useful for the design of a follow-up programme. This chapter is organized according to the three main evaluation criteria; relevance, efficiency and effectiveness.

### **4.1 Relevance**

In general terms, the relevance of the LOGO South Programme as a whole and of its various components is excellent. The Programme as a whole responds well to key sectoral priorities for the majority of LGs and LGAs in the countries concerned. Moreover the Programme is usually in line with official national policy directions in the sectors included in the programme, such as housing, water and waste. The relevance of the Programme to each of these sectors by country is briefly elaborated below.

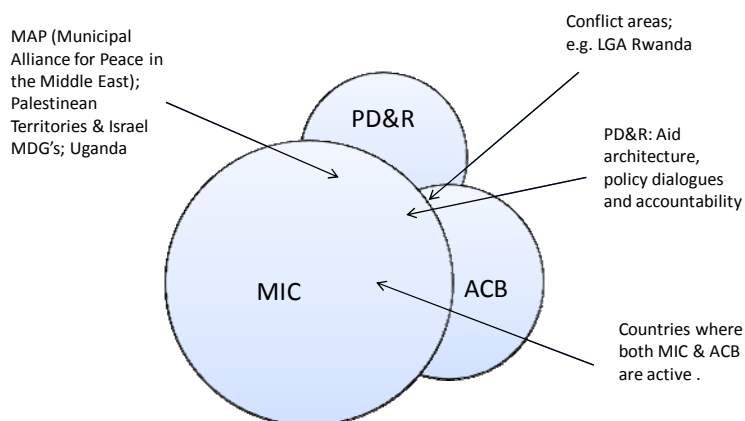
The most direct form of policy relevance of the MIC component in the LOGO South programme is via direct inputs into local policy making. Many of the LOGO South projects are directly involve in this. The programme also provides the opportunity for exchanges of learning from practices and local policies developed, and up-scaling of good practices to the country level. In that respect, having both thematic and country level programmes is a welcome addition to such relevance. However, a choice should be made to continue with country programmes, bringing together sufficient numbers of twinnings/sectoral projects to provide a critical mass for promoting policy relevance at the country level.

The strengthening of local government associations is a further strategic link in strengthening the local government sector, which has provided opportunities for peer-to-peer exchanges, mutual learning, financial sustainability and advocacy efforts towards other scale levels of government. The actual relevance of this component is in some cases more limited, e.g. due to political fragmentation between LGAs, or because of lack of political autonomy of LGAs.

The PD&R component addresses a number of different themes. Several of these themes can be regarded as relevant overall policy themes, like the theme of donor accountability. Under the wide umbrella of the PD&R component introduced in 2007, an existing programme was integrated (the Municipal Alliance for Peace in the Middle East programme - MAP) and new themes were addressed. Most themes addressed are relevant items of strengthening local governance. Considering the LOGO South programme as a whole, the link between the PD&R component as it

currently stands and the other programme components are limited, which limits the relevance of PD&R to the MIC and ACB component. Figure 1 illustrates the overlapping areas between the three different components of the LOGO South programme. It must be mentioned only the main activities of the overlapping areas are described; all activities which only addresses the MIC, ACB or PD&R component are not described.

Figure 1. Coherence of the LOGO South programme; areas which cover more than one LOGO South component



On the whole, the relevance of the programme in strengthening capacity of local governments is very high because of the ways the programme works with existing organizations, building on existing staff capacity which promotes ownership of the programme activities and future sustainability, due to the fact that the involved municipalities exist independently of the funding contributed by the funding agency.

## Sectoral needs assessment and priorities

### *Alignment with national development policies*

In general the themes addressed in the MIC programme are (highly) relevant to the sectoral needs assessments of the countries concerned. This applies particularly to the areas of (social) housing, water and waste management. The area of HIV/Aids is in itself considered relevant by the municipalities in the countries concerned, although in South Africa the question was raised what contribution the Netherlands could make within a theme in which the countries concerned already have a great deal of experience. However, generally Dutch municipalities involved contribute to the wider municipal tasks related to health care like increasing public awareness. The theme of gender was considered by the municipalities concerned to be less relevant; the implication is that concern in this area needs to be made more applicable in the local context in order to show its relevance within municipal concerns, such as a safe habitat, affordable quality housing implications for health issues, etc.

In countries where Dutch local governments, water boards and water companies have been active before the LOGO South programme was formulated – like South Africa and Indonesia – the choice for country themes was mainly based on themes which were already central in most twinnings. Those themes are in line with the priorities set in those countries, such as housing in South Africa and more equitable water management in Indonesia.

In countries where Dutch local governments have become active more recently (e.g. Uganda), new themes for cooperation were decided on between the partners. This was done in a participatory way, based mainly on locally identified priorities for cooperation.

## **Relevance of the country programmes**

*South Africa* The Country Programme in South Africa focuses on social housing. Housing is a major priority of the country and the South African Government, generally ranking only behind job-creation at the top of the priority listing. The central government in South Africa requested Dutch support in the field of housing, as a strategic focus in its policy. Projects have focused on the development of social housing institutions (SHIs) and on the development of housing policies at local level. These topics have proven to be very relevant to the South African context as there is little experience in these fields (set up country programme South Africa, 2005). The LOGO-South country programme has the potential to complement the cooperation between the South African National Department of Human Settlements and the Dutch Ministry of Housing and the Environment (VROM), in which VNG-I also is partner<sup>6</sup>. The current focus of this MoU is support for the implementation of the Social Housing Bill adopted in 2008. As a consequence of changes in the Bill only the municipalities in the thirteen identified ‘Restructuring Zones’ can receive economic support from the government for social housing. This implies that only two of the municipalities participating in the LOGO South programme can apply for new subsidies (Tshwane and Ekurhuleni). It should be noted however that social housing is only one of several subsidized approaches to housing delivery for low-income people, and not targeted at the very poor. In fact the bulk of state-subsidized housing provision takes the form of ‘give-away’ sites and small houses (so-called BNG or RDP houses). Moreover in 2004 the ‘Breaking New Ground’ policy document was adopted, which marked a major paradigm shift from a focus to delivering housing units to delivering sustainable human settlements.

In response to these policy changes the country programme has broadened its scope to include housing policy and rental housing in general. Current twinning projects address some major needs of local municipalities. For municipalities outside restructuring zones there is a clear need to develop innovative policies, as is currently taking place in for instance Langeberg (previously called Breede River) and Camdeboo. Also very important in this regard is the link between planning and housing departments – a link that is poorly developed in many municipalities in South Africa. Thus the incorporation of planning in a number of projects is very appropriate, especially when linked to housing (as in Ekurhuleni and Govan Mbeki). In these twinnings, approaches are developed that are relevant for many municipalities. The LOGO-South programme thus can make potential contributions

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<sup>6</sup> Other participating organizations in the MoU include the national association of housing organizations in the Netherlands (Aedes), NASHO, the South African Local Government Association (SALGA).

to alternative approaches for all municipalities not eligible for social housing policies. There is a clear effort by the acting country-programme coordinator to ensure dissemination of successful practices. The link between municipalities and national government levels in developing such programmes is not in place currently and could contribute to more strategic complementarity<sup>7</sup>.

*Benin* Cooperation with Benin started already under the preceding GSO programme. The context of the new Benin programme was defined by the implementation of a major decentralisation of the Beninese state, which resulted in the creation of 77 local authorities or municipalities throughout the country, and culminated in the first round of elections for these local councils in 2003. In collaboration with the national (and departmental) government(s), these municipalities are now responsible for administering their territories and promoting local development and democracy. In view of the fact that most of the municipalities are newly created and have a very low level of administrative capabilities, the specific objective of the LOGO South country programme Benin is logically focused on increasing the capacity of local governments, and specifically, to increase their own local sources of revenue. Most local authorities in Benin are heavily dependent on national government support, which is very limited and not always reliable. The success of recent reforms in Benin in favour of a more decentralized, democratic and participatory political system depends on the new local authorities being able to ‘make a difference’ in the eyes of their populations, and this in turn hinges on their ability to raise the necessary resources for effective policies and projects.

The programme supports the establishment of a system for financing local development that is integrated into the institutional and standard framework of Benin, so as to meet the needs of decentralised and devolved actors to carry out their assignments and missions (Annex 1.1.1 LOGO South Country Programme Benin 2009-2010). The country theme of financial management was selected in a demand-driven way and at the local level. The Dutch partner municipalities willing to cooperate with municipalities in Benin were open for initiatives in different fields, depending on locally identified needs. In view of the restricted local revenue conditions faced by local governments in Benin and the limits this imposed on their ability to provide services to their citizens, expanding the revenue base quickly emerged as a main priority for the municipalities involved. Two main options have been considered for this purpose.

The first – subsequently selected by both Kandi and Boukombé municipalities – was the establishment of a civil registry system, recording births, marriages and deaths and issuing related documents to citizens. Such records are important sources of information for effective local governance and development initiatives. Moreover, citizen registration is important for the public in gaining access to basic services, as citizens require birth certificates for successful completion of secondary education. Moreover, people need proof of identity for entering into transactions, opening bank accounts, for travel documents, to take part in elections; in short: to be able to fully participate in public life. Since civil registration and the issuing of related documents is now in the purview of the new decentralized authorities, this is a necessary service for them to take up, and also to develop as a source for local revenue.

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<sup>7</sup> In late 2009 VROM and the South African Ministry for Human Settlements decided that the majority of the attention in the housing programme would apply to the restructuring zone municipalities, according to a 70/30% division of funding.



The second option – eventually selected by Dogbo – concerns the establishment of a local cadastre or urban land tenure registration system. Previously, land titles were issued only by the three main cities of Benin and, on a limited scale, by the central government in other parts of the country. Setting up a municipal RFU (Registre Foncier Urbain), in line with the decentralization measure, makes sense in localities with significant commercial activity. It facilitates the proper registration and therefore legal protection of property while on the other hand, again, creating a source of revenue for the municipality. Dogbo was viewed to meet the criteria for launching an effective RFU, while Boukoumbé decided to reject the option for a lack of feasibility.

The municipalities in Benin have incorporated the LOGO South initiatives as a pressing need in their Municipal Development Plans (Advice to the LOGO South Advisory committee. 22 May 2008). Unlike South Africa however, the central government is less involved in the project for cooperation, which may limit coherence and the strengthening of the sector.

*Indonesia* The LOGO South country programme Indonesia focuses on the improvement of water supply service delivery and corporate capacity development of a selected number of public water companies (PDAMs<sup>8</sup>). Dutch partners in the programme are semi-public water companies. Since 1990, Dutch and Indonesian water companies have already been working together with support of GSO subsidies. As of 2005, the Indonesia country programme has provided a framework within which the bilateral aspect has been implemented and provided possibilities for exchange of information between all partners and for dissemination to the others. The formulation of the country programme was developed in close cooperation and consultation with the water companies in Indonesia and in the Netherlands.

The water supply and sanitation sector in Indonesia is in a very weak state. Constraining factors include poor management, insufficient political will, poor governance and a lack of regulation. About 90% of the Indonesian population lives within the area of jurisdiction of one of the 316 regional government-owned water enterprises (PDAMs) but only 39% of urban residents (18% of the population) have access to piped water. About 70% of PDAMs are heavily indebted and urgently require restructuring of non-performing loans and new capital, with daily operations only continuing due to government subsidies. Indonesia's relatively recent decentralization process has set into motion an ongoing process of administrative fragmentation, which is a direct result of the creation of new districts and municipalities. Each new district or municipality almost automatically also establishes its own water company, because water provision belongs to the mandate of the local and regional governments. This fragmentation of PDAMs is not conducive to more efficient and effective water supply to the citizens. Cooperation between neighbouring PDAMs could perhaps counterbalance such negative effects, but unfortunately, collaboration between local government institutions is still more an exception than the rule. Various LOGO South projects in Indonesia do aim to strengthen capacities through cooperation between PDAMs and that seems very pertinent to improve water supply.

The Government's ambitious reform agenda includes the New Water Law (No. 7, 2004) to target some of the country's chronic problems with pollution, water shortages and natural disasters. Through strengthening the water service delivery of

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<sup>8</sup> PDAM: Perusahaan Daerah Air Minum; Regional Drinking Water Company

water companies in Indonesia and by ensuring that more attention is given to water quality, these water management projects hope to contribute to the achievement of the Millennium Development Goals (MDGs) by the Government of Indonesia. In order to do so, an estimated 78 million more people will require improved water supply and 73 million improved sanitation services by 2015, not to mention necessary improvements in service quality for those already shown as having access.

However, although relevance of the water theme may seem high at the central government level, in practice the various twinings in the field of water provision are not connected to central government programmes. Neither do the projects in the PDAMs seem to contribute directly to LOGO South central objective of strengthening local government capacity. The PDAMs are public water companies that exclusively have operational tasks. The twinning projects with Dutch semi public water companies essentially focus on operational-technical matters without any involvement of the local government bureaucracy.

### **Relevance of thematic programme**

Thematic programmes studied in the evaluation are solid waste management and water management. These themes are addressed in a number of countries including South Africa and Indonesia.

*South Africa* South Africa adopted its constitutional framework for water management, the National Water Act (1998). The Act represented a fundamental shift in water management by supporting an integrated and decentralised water resource management approach. Decentralisation of water management is promoted through the establishment Catchment Management Agencies (CMAs) and Water Users' Associations, with the aim of introducing greater participation in water management. Economic growth and development, conservation and equal access to water are central to the Act. Equitable water supply is a top national priority.

The LOGO South projects operate under the National Water Act. The projects provide a platform for South Africans to learn from expertise from the Dutch, who have more than 500 years of experience with catchment management. Chapter 7 of the National Water Act (1998) makes provision for the progressive establishments of CMAs. The three twinning projects supporting this decentralization process (twinning at national level between Department of Forestry and the Unie van Waterschappen, and the twinings with the CMAs Incomatie and BOCMA) is thus highly relevant. The potential to learn from the experienced Dutch partners is significant and the manner in which they operate is strongly admired.

Historically, waste management in South Africa was subordinate to the higher priority sectors (such as housing, water supply, electricity, sanitation and roads). However, efforts to develop the National Waste Management Strategy are currently underway following the recent promulgation of the new Waste Act (59 of 2008). The new Act was preceded by the National Waste Management Strategy (1999), and the White Paper on Integrated Pollution and Waste Management (2000) that introduced new approaches to integrated waste management. The development of the National Waste Management Strategy highlights the shift to prioritising waste management.

South Africa's waste management policies suggest a key role for municipalities in effective waste management and are aligned with the focus on capacity building at the local government level. Municipalities (and relevant Provincial Departments) are required to develop and implement Integrated Waste

Management Plans which should be integrated into the municipal Integrated Development Plans. Projects falling under the LOGO South thematic programme on waste are in accordance with this National Legislation. It should be noted that a proper discussion of the new Waste Management Act of 2008 has not yet been taken up as a theme in the LOGO-South projects. Several South African municipalities expressed the wish to do so. It might be a consequence of waste being treated in a *thematic* programme, hence a focus on international exchange, where the explicit link with national policy level is lacking. Here too we see potential for increasing the relevance of the programme even further through a multi-level governance approach.

*Indonesia* In Indonesia, next to the three twinnings between Dutch and Indonesian water companies which primarily focus on improvement of the drinking water provision, two municipal twinnings (in Ambon and Banda Aceh, respectively) are being implemented within the framework of thematic programme on solid waste management, and another twinning project (Semarang) falls into the category of the thematic water management programme. The latter project focuses on introducing new institutional arrangements to create a community based polder management board and to support the planning and design of a polder system in an area of the city of Semarang which is threatened by flooding from both the sea and the land.

Both solid waste management and water management are considered as very relevant although in practice neither of both themes are clearly embedded in national policies. Indonesian politics from the center seem to be much more preoccupied by matters of national security, infrastructure development and economic growth than with such localized issues like water and waste management. Health care is an important social policy issue, as is education, but the importance of good basic services in the field of waste, water and sanitation are not explicitly recognized. Yet, central government does give some incentives to local governments to clean up their cities, as witnessed by annual awards that local governments may win for being 'the cleanest and the greenest city'. However symbolic such awards may be, Banda Aceh municipality was rightly very proud of having been honored with that award in the year 2008. The city has replicated the award model to the neighbourhood (village) level and it has already attained some good results in this respect. Banda Aceh municipality attributes much of its quick after-tsunami recovery in terms of solid waste management to the municipal twinning with Apeldoorn and Rotterdam. The water management project implemented by Semarang municipality and the Schieland-Krimpenerwaard Waterboard (HHSK) is also very relevant because large parts of Semarang – like many other coastal areas of Indonesia – are heavily affected by regularly occurring floods. In this specific case, the twinning between the two local players is paralleled by an agreement by the Dutch Ministry of Transport, Public Works and Water Management and the Indonesian central and provincial authorities. After a very false start, in 2009 the project suddenly gained momentum as it has secured full political support now.

### **Relevance of ACB programme**

In this era of ongoing deconcentration, decentralization and democratisation, the importance of strong Local Government Associations (LGAs) is evident. In many developing countries, local governments have only recently been authorized with

many new mandates. In some cases, whole new layers of local government have only recently been established. In this context, it is hardly surprising that most local governments are just lacking the financial and human resources necessary to perform their new roles. Thus, LGAs can be very supportive to their members, the local governments, in providing advice, training, and specific services. Also, LGAs do offer a platform for learning, networking and exchange and they can represent and lobby for LGs at the central government level.

Just like the MIC component in LOGO South aims to strengthen the capacities of LGs, so does the ACB programme focus on capacity development of LGAs. The ACB programme focuses on four different regions: West Africa, East Africa, Central America and Asia<sup>9</sup>. In each region, three LGAs have been selected for participation in the programme. The programme builds upon previous ACB trajectories undertaken by VNG. In four countries, cooperation was a continuation of such previous experience, i.e. in Mali (with AMM), Kenya (with ALGAK), Costa Rica (with UNGL) and Indonesia<sup>10</sup>. Structural partnerships were also established with 2 more LGAs in each region.<sup>11</sup> ACB especially focuses on four related objectives:

1. improved service delivery
2. strengthened management capacities
3. improved capacity for lobby and advocacy
4. improved financial sustainability

Although the political contexts in which the 12 partner LGAs are functioning may widely differ, capacity development of each LGA is always relevant in terms of furthering the role of local government, local governance and democratic participation. Some LGAs are recognized by law as the representatives of municipalities, and some are also directly involved in the process of drafting a new constitution. Other LGAs have only recently come into existence and have lower profiles. Unfortunately, the strength and consolidation of LGAs may be threatened by fragmentation and LGAs are also very vulnerable to political and partisan interests. In principle, ACB's approach is to bring together the more experienced and consolidated LGAs with less experienced partners in each of the four regions. The idea is that through regional exchange workshops, LGAs will profit from the partners' mutual experience. As each LGA has its own specific needs, programmes in ACB are tailor-made. External consultants are hired for training and advisory services. Also, 4 regional coordinators have been appointed for the respective regions. In addition to the 12 structural partnerships of VNG-I with LGAs, the Open Request Fund (ORF) has financed specific short-term projects on demand by another 12 LGAs.

## **Relevance of the PD&R component**

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<sup>9</sup> the regional programme formally is known as the South-East Asia programme. However, since it includes the Nepalese Local Government Association MuAN, we prefer to use the name Asia programme in this report.

<sup>10</sup> Indonesian LGA landscape is very complex and fragmented. In the pre-LOGO South period, VNG-I supported ADEKSI. Because at the end of the project period commitment of ADEKSI management was considered as insufficient, it was decided to target the new programme on ADKASI. Next to these two LGAs, Indonesia has another four LGAs, each one representing a specific government tier (city, district, province). Another division exists between the legislative and the executive branches of government. ADKASI represents the legislative branch of district governments.

<sup>11</sup> In West Africa: Benin (ANCB) and Burkina Faso (AMBF). In East Africa: Rwanda (RALGA) and Burundi. In Central America: Nicaragua (AMUNIC) and El Salvador (COMURES). In Asia: Cambodia (NCL/S) and Nepal (MuAN).

For the analysis of the PD&R component it is essential to briefly highlight the development of this component in time, as important changes have occurred in a relatively short time span. When the Policy Development and Research component was first defined, PD&R activities were defined on the main premises of the LOGO South programme. The impact area is to ‘advocate for the stronger role of local governments in poverty reduction in an international context (Policy Development)’ (information website VNG International). The workplan for 2007 mentioned that a fourth focus area is to contribute to the research and development component based on the experiences from the three other focus areas; namely 1) a solid implementation of local government projects, strongly aligned with the country and thematic programme 2) alignment with local government support programmes of other implementers or decentralization processes and 3) the design of an evaluation system and implementation plan. It was stated that based on the results within these three focus areas, publications would be drafted to encourage discussions on the roles of local governments in development and to disseminate the experiences gained (workplan 2007). In 2008 additional initiatives were defined, the main themes being accountability, MDGs and LGs in conflict areas, and new objectives were formulated. Although these issues are arguably all relevant as such, they have limited connection to the existing MIC and ACB components. It appears the original objectives of the PD&R component are only partly addressed. It is felt more coherence between the different components could be reached if the PD&R activities are more in line with the central issues and challenges of municipal international cooperation.

With regard to the relevance of the PD&R component we will briefly highlight the relevance of the main themes under the PD&R component: 1) Local governments in peace-building and fragile states, 2) Local governments and MDGs, 3) Aid architecture, policy dialogues and accountability and 4) Support to local governments in conflict areas. In the annual plan for 2010 the first and fourth theme are actually joined under the heading ‘Support to local governments in conflict areas’.

The main programme under ‘Local governments in peace-building and fragile states’ is the Municipal Alliance for Peace in the Middle East (MAP) focusing on the Palestinian Territories and Israel. The programme started in 1999 and was included under the PD&R component in 2007. In 2008, the country programme for the Palestinian Territories and the separate MAP programme were combined into one new programme under LOGO South. The main themes addressed for cooperation - environmental sustainability and Geographical Information Systems (GIS) - are the concrete areas for cooperation in order to achieve the wider goal of peace building. The programme is strategic in its set up involving both local government associations and municipalities of Palestinian Territories and Israel as well as external organizations like UNDP. Peace building at the national level is highly problematic, activities at the local level appear to be more concrete and feasible providing an alternative Israeli and Palestinian network less hampered by national politics. Therefore the relevance of this programme is considered to be high. Support to local governments in conflict areas focus on a project on the Greening of Kabul (Afghanistan) and Municipalities in the Great lakes area of Africa ‘dealing with diversity’. Both projects are relevant; the project in Kabul focuses on urban green areas with the objective to involve people from different wards and to provide a suitable place for women and children, while the project in the Great Lakes area focuses on the issue of maintaining peace and social cohesion. The relevance of these

programmes was confirmed by several partners in the respective regions. However both programmes have not yet lead to important results for a number of reasons which will be discussed later on. Furthermore the first conference on City Diplomacy took place in 2008.

The programme under local governments and the MDGs focuses on the MDG network of young councilors which was set up in 2008. The programme was built on the premises that worldwide local government support is crucial in order to meet the MDGs and that in particular the support of young citizens from around the world is needed (Annual plan 2010, annex 1.3.1). The creation of national platforms of young councilors supporting the MDGs was set up as a joint initiative of VNG International and UN Habitat. These national platforms are joined in an international network. The relevance of involving politicians in a structured manner towards realizing the MDGs is high. Moreover it is highly relevant this activity was set up jointly with UN Habitat. Later on in this chapter more attention is given to the wider relation of the LOGO South programme and the MDGs.

The theme of 'Aid architecture, policy dialogue and accountability' is an important overall international development policy theme which directly relates to the core of the LOGO South programme. The issue was addressed by the Minister for Development Cooperation in his policy letter 'Our common future'. Marike Bontenbal identified this issue as an important area for concern in her dissertation 'Cities as partners' (Bontenbal, 2009). The Ministry of Foreign Affairs, SNV and VNG International started the domestic accountability network and action-research initiative in 2008. Initially accountability initiatives focused on four countries, being Benin, Rwanda, Tanzania and South Africa. In 2010 the programme will only focus on Benin and Tanzania as the daughter company CMRA formulated a proposal to address accountability in South Africa (which will possibly be funded by the Dutch Embassy) and the cooperation with Rwanda came to an end due to problems between the main partners. It is felt this issue should actually be addressed in all projects carried out under the LOGO South umbrella.

The annual plan of 2010 clearly shows that the plans for research are highly connected to the type and extent of decentralisation in the respective countries. In 2010 a study on municipal subcontracting<sup>12</sup> will be executed as it was found this is a growing area of interest of (local) governments and donor organizations. In 2009 VNG experts researched ways LGA's participated in management of (donor funded) municipal development fund in four countries; Nepal, Nicaragua, Mali and Rwanda. VNG International has thus identified some major new trends and has taken the initiative to start relevant research on specific issues. More strategic issues and challenges could be identified as core issues to municipal international cooperation, like the challenge of the institutionalization of knowledge or organizational learning. The PD&R component could focus more on these strategic kind of challenges and support the documentation of experiences as well as research on municipal international cooperation, thereby stimulating the professionalization of this subject.

## **Harmonization with other development agencies**

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<sup>12</sup> As fiscal decentralization is still rare, an important alternative is limited decentralization on specific responsibilities. Several countries are therefore involved in a form of municipal subcontracting.

According to the documents of the LOGO South programme, harmonization is considered as very important as in most of the countries where the LOGO South programme is being implemented; various donor organizations are active in the same field. Although harmonization does certainly take place in Benin, South Africa and Indonesia, some qualifying remarks can be made.

*South Africa* As mentioned before, social housing was a novel issue for South Africa at the time it was introduced. The Netherlands has a strong reputation in the field of social housing policies and as South Africa and the Netherlands have longstanding relations it was not surprising for South African partners to become actively interested to learn from this particular Dutch experience; the South African partners requested the Dutch local governments and related organizations for their assistance in this field. Many donors are active in the field of water and waste management. Most local authorities in South Africa indicated that the LOGO South programme activities on water and waste management are complementary to those of other donors, and generally coordination of project activities does take place. In a few cases, like in the twinning of Ekurhuleni-Breda no other donors were active. Buffalo city has more partner cities, but also in this case the cooperation with Leiden through the LOGO South programme was considered complementary.

*Benin* The main donor organizations in Benin working on related issues are SNV and the German organization GTZ. VNG International has been closely working together with SNV in Benin, which was considered as very fruitful by the coordinator of VNG International, as well as by the municipalities in Benin. The local coordinators (MIC and ACB) are also based at the SNV offices. SNV is well established in Benin, has a history of cooperation in most of the municipalities involved, and offers a convenient alternative locus for in-country coordination for the Beninese LGA (ANCB), which suffers from political strife. However, governance is no longer a main theme for SNV which is expected to limit coherence in the future. GTZ supports financial management and civil registration projects in parts of Benin, notably the Northwest. Its also extends technical support to ANCB, the national association of Beninese municipalities. GTZ was well aware of LOGO South activities, and was satisfied with the coordination among donors and partners to avoid duplication of efforts. Also SNV and VNG International expressed coordination was sufficient.

Progress in setting up civil registries and land tenure systems at the local level to some extent suffers from the lack of national standards in Benin, in terms of administrative set up as well as software used. This was not reported as a big problem for civil registries – which deals with a limited range of rather standardized data, but is seen as a problem for RFUs (land rights registration) where consolidation at the national level is more pressing. The various parties met in Benin were all aware of the issue (including ANCB), however, the establishment of a national standard (especially computer software) has not yet been accomplished. On the other hand, it is unattractive for some municipalities to keep postponing the creation of their own RFU. The LOGO South cadastral project (Dogbo) has taken the precaution of negotiating an agreement with the software provider that future harmonization with a national standard, as necessary, is also covered by the contract. Nevertheless, the absence of national standards might cause problems in the coherence and in linking up to higher levels of government.

A further initiative undertaken as a direct spin-off of LOGO South in Benin to enhance coordination is the creation of a network of 18 municipalities operating an

RFU (March 2008); effectively bringing together most of the local councils with significant cadastral activity. This 'Réseau RFU' is operated by representatives of the municipalities, holds regular meetings to exchange experiences and discuss problems and could potentially contribute to the formulation of national standards in collaboration with the relevant authorities.

*Indonesia* Indonesia is a playground for many different international actors in the water and sanitation sector. Multilateral and bilateral governmental organizations that are active include; World Bank, WHO, UNICEF, UNDP, UNFPA, UN-Habitat, ESP, USAID, AUSAID, as well as the embassies of Japan and the Netherlands. The Dutch water sector in particular plays an important role in Indonesia, which can partly be seen as a quite logical consequence of its long time presence in the former Dutch colony. Many Dutch water companies are active in Indonesia, as are Dutch consultancy companies in the water sector. Most of them are especially active in certain regions and districts of Indonesia, each one having its own territory or sphere of influence where they have their own clients and networks. The Dutch water companies are also very active in building joint consortia, often together with one or more Indonesian partners, which successfully compete with other parties.

The country coordinator of the LOGO South water projects plays an important role in linking up with many of the above players and to promote exchange of knowledge and information between those involved in the LOGO South projects and external agents. These projects are complementary as they are very different from the mostly large-scale programmes funded by the big donors. The LOGO South primarily focuses on capacity development and uses a participatory approach, while the bigger programmes of international donors and the private sector primarily aim at infrastructure development. They are more exclusively technical, which also implies much higher investment sums.

#### *Association Capacity Building*

An important element of the four regional ACB programmes consists of the exchange meetings which are yearly organized in each region for the three regional partners. Those meetings are platforms for knowledge exchange focusing on specific themes. In Central America, themes over the past few years included financial sustainability and service delivery, but also the preparations of municipal elections and institutionalised cooperation between various municipalities for the purpose of public service delivery (or on other issues), the so-called *mancomunidades*, were on the agenda of regional exchange meetings. In Asia, a total of four regional workshops were organised on the themes of strategic planning (focusing on all the functions of LGAs in decentralized environments), financial sustainability, internal management and service delivery. These regional exchange meetings in Asia are more difficult to organize than in the other three regions, if only because of major language challenges. At difference with the other three regional programmes, which each have a common 'lingua franca', the representatives from the Asian LGAs do either speak French, Nepali, or Bahasa Indonesia and so for each workshop two booths of simultaneous interpreters are needed. Although this technically solves the communication problem, the fact remains that a spontaneous and interactive debate is not likely to occur under such conditions. Fortunately, the Federation of Canadian Municipalities (FCM) is also very active with support programmes to LGAs in Asia. VNG-I and FCM have organized some of the regional workshops together, bringing 11 instead of only 3 LGAs to Manilla and Hanoi which also contributes to extended networking and



mutual knowledge exchange among more parties. FCM also has organized together with VNG-I a regional workshop in Colombia for the Central and South American LGAs. Other international organizations which support the LGA partners in the ACB programme are, e.g., UNDP, GTZ and DED (Germany) and the Spanish Foundation DEMUCA<sup>13</sup>.

#### *Policy Development and Research*

One of the most salient examples of donor harmonization in this component of the LOGO South programme may be found in the so-called Municipal Alliance for Peace (MAP) initiative, which aims at fostering the political dialogue between the respective local government sectors in Israel and the Palestinian Territories. The MAP coordinator and secretariat are accommodated in the UNDP offices and virtually all activities by LGAs from Europe and Canada are coordinated by the MAP secretariat. The secretariat also includes liaison officers who represent the two LGAs in Israel and in the Palestinian Territories. The joint action by the various partners united under the MAP umbrella provides the political legitimacy needed to attain a true impact on the peace building process. Also other activities related to PD&R are actively linked to other (donor) organisations. The greening Kabul project was set up in collaboration with the Dutch Embassy in Kabul and the Afghan Consulate and interestingly also the diaspora in the Netherlands was involved. The MDG young councillors network was in fact a joint initiative of UN Habitat and VNG International and The City Diplomacy was organized jointly with several organisations including the Municipality of The Hague and UCLG.

### **Ownership**

#### *Ownership of country programme*

Ownership can be assessed in different manners. First of all there is the commitment and knowledge ability on project progress of directly involved municipal staff. The evaluation team was impressed by the level of commitment and ownership among both Dutch and Southern partners, although this general picture differs somewhat between countries and individual twinings assessed in this evaluation. Especially in South Africa and Benin as well as among their Dutch partners staff-ownership and commitment was high to very high. Ownership and commitment at political level showed a more diverse picture.

A second issue relates to the question who actually develops project proposals. Where project proposals were developed in workshops with both partners, the partners appreciated this greatly. Yet in general, the Dutch project partners take the lead in project formulation and reporting, resulting in Southern partners feeling less responsible for the project management. In a few cases external consultants are involved in drafting project proposals, which also leads to a lack of ownership. In the cases of Indonesia and Benin (and probably more countries which are not English speaking) the language is a burden in writing proposals and reports jointly, as reports need to be translated.

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<sup>13</sup> GTZ: Deutsche Gesellschaft für Technische Zusammenarbeit; DED: Deutsche Entwicklungsdienst. The Foundation DEMUCA is a technical and financial instrument of the Spanish Agency for Development Cooperation aiming at the strengthening of the local government sector in Central America and the Caribbean.

A third issue is the adding of additional themes to the partnerships. As such, it is pertinent to note that only a few of the respondents mentioned the LOGO-South cross-cutting themes gender and civic participation spontaneously.

Ownership is a vital aspect in fostering the institutionalisation of projects in the local context and it is also essential for the sustainability of such projects. However, following the evaluation and advice reports of the country programmes, it seems that ownership is not a very important assessment criterion for the different programmes. In this respect it is noteworthy that evaluation and advice reports seem to be written mainly from a donor point of view which primarily focuses on the objectives of VNG International and the Dutch partners. The needs, wants and priorities of the local partners are not always well addressed. For example, according to an internal evaluation of three twinning projects in Benin, a 'change in attitude of the officials' is required in all three projects, but it remains unclear whether the Beninese partners agree on this need for change or that it is imposed from the Dutch side (Advice to the LOGO South Advisory committee. 22 May 2008).

In the Benin case there is little doubt that the main thrust of the programme (enhancing local capabilities and revenue generation) is in line with local priorities. It is also a logical reflection of the current state of affairs in the decentralization of the country's government. It is less obvious that the specific approach promoted within the LOGO South framework is equally based on local views. For instance, it is not clear that a gender approach to local capacity raising is equally high on the agenda of the Beninese partners as it is embraced in The Hague. This points to a wider paradox in development cooperation not specific to the LOGO South programme: on the one hand, local ownership is prescribed while on the other hand, programmes are equipped with requirements that reflect value judgements about how societies should be organised and how life should be lived. There is no simple solution to such questions, other than be frank about the extent of ownership and conditions to aid.

While the Benin programme closely reflects priorities of the local governments and local officers involved show a recommendable enthusiasm and commitment to the activities, this evaluation cannot pretend to say much about the degree in which the programme reflects the preferences of the populations of the three municipalities. Just a few brief talks with users of municipal services were generally positive in this respect. However, in a country as poor as Benin, birth certificates and land titles are not likely to be at the top of everybody's agenda. Especially the latter seems to reflect more the interests of an emerging middle class. In the view of the evaluators the focus selected for the programme is nevertheless justified. First, because local revenue generation is a necessary requirement for Beninese municipalities to function properly in delivering services to their populations. Second, civil registry and registration of land rights are necessary conditions for further economic development and participation in society. In the third place, the focus retained does fit in the mandate of VNG and its membership.

The country programme in Indonesia shows a less positive balance in terms of local ownership. In the first years of the programme, the Indonesian national umbrella organization of water companies – PERPAMSI<sup>14</sup> – seemed the most appropriate counterpart to accommodate the country coordinator of the country programme in its offices. However, after some staff and management changes PERPAMSI clearly lost commitment to the programme and the coordinator shifted her office to the Indonesia

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<sup>14</sup> PERPAMSI: Persatuan Perusahaan Air Minum Indonesia: Indonesian Water Supply Association.

Netherlands Association (INA), which has no natural affinity with the water sector but gives adequate administrative support to the coordinator.

At the project level, ownership in the country programme of Indonesia is in general terms moderate, although some twinnings do also have more positive scores. Lack of ownership often already starts in the phase of project formulation, in the process of which the Dutch water companies tend to take the lead. The language barriers are not the only reason for such dominance at the Dutch side. In some cases, elements have been added to the projects by the Dutch partners which were certainly not a priority to the Indonesian partner. Such built-in unbalances are not conducive to ownership and have even led in some cases to blatant obstruction on the part of the Indonesian partners. Yet, it is also pertinent to say that in most cases, the Indonesian partners show relatively high levels of commitment to the implementation of the projects. In some cases, projects have been discontinued by the Dutch water companies (Bekasi, Pekanbaru) because of disappointing levels of commitment at the Indonesian side (e.g. in Bekasi) or because of conflicts about the contracts and performance between the parties in the immediate environment of the LOGO South project (Pekanbaru). The key to successful performance of twinning projects in the water sector almost invariably seems to be the leadership in the PDAMs.

The general South African experience presents a better picture. Overall there is a relatively high level of ownership of the projects among officials involved. The ownership on both sides is reflected by additional time put in by staff on both sides and additional activities financed from other sources. In many interviews reference was made to how the project focus was jointly decided, the process of joint proposal writing, up to even the jointly decided focus and content of training activities. Staff from Govan Mbeki indicate their training needs and training in the Netherlands is provided specifically tailored to their needs. South African partners thus seem to have a more pro-active attitude. This might have to do with the specific situation of South Africa combined with the absence of a language barrier. It should be noted that at political level the level of ownership is more diverse.

#### *Ownership of thematic programmes*

The thematic programme on water management in South Africa was based on a participatory project design and formulation phase. The project was developed in close relationship with the Department of water Affairs and Forestry (DWAF) in South Africa and the Dutch waterschappen. The Dutch association of water boards played a facilitating and initiating role.

Also at a project level local governments showed high levels of ownership. For example the Buffalo City Steering Committee ensured that the implementation of all local projects and programmes is aligned with Buffalo City's Integrated Development Plan (IDP) and that Buffalo City drives the project. Another example is that in the framework of the BOCMA partnership the training of municipal personnel responsible for waste-water treatment will be trained. Note that municipalities are *not* a direct partner in this project, but training of municipal staff takes place on explicit request of BOCMA. Especially in this project respondents repeatedly expressed the mutuality of the interests and learning processes between Dutch and South African partners. This was confirmed on the Dutch side.

The waste-projects were developed on the explicit request of the South African partners. In Buffalo City and Langeberg the waste-projects were added on existing twinning activities.

The institutional component of the Polder project in Semarang, Indonesia, which also falls in the category of the thematic water programme, was originally probably not one of the first priorities of the Municipality of Semarang. The Dutch partner HHSK, a water board that never before had been active in the field of development cooperation, right from the start of the project had the idea of establishing a Polder Authority as it is only known in the Netherlands. They were new in this field and they would have benefited enormously if VNG-I would have acted as a liaison to connect HHSK with other Dutch water boards which have already built up remarkable trajectories of experience with such decentralized development cooperation. Although Indonesia, and especially Java, has already many polders, HHSK also never bothered to study existing institutional arrangements.

The best example of demand driven twinning projects in Indonesia is the solid waste management project in post-tsunami Banda Aceh. Without any doubt, ownership in this project is highest. The project springs from a call of the Mayor of Banda Aceh in an international meeting of mayors in France, in 2005. He asked for help to develop a waste management system to complement the city's effort to rebuild after the tsunami and Rotterdam and Apeldoorn responded jointly to that. After the successful completion of the first phase of the project, Apeldoorn was asked by Banda Aceh to also support with a municipal reorganization.

### **Sustainability**

Sustainability is an important assessment criterion that determines to what extent the projects are able to proceed without external help or funding. The ability to self-organise and to implement the project without further external (technical) assistance is taken into account as well as the internal mobilisation of funds.

Sustainability in MIC is generally high as the programme is based on working with existing organizations; projects are linked to the administrative side of municipalities. Therefore continuity at organizational level is secured, threatened 'only' by turnover in personnel. Moreover, project partners are not dependent on project salaries.

High staff turnover is however a reality in most countries and poses a real threat for the sustainability in projects. One of the main challenges of MIC is therefore the institutionalization of the projects. Some municipalities have incorporated part of the programs in their own plans and budgets as a first step to become less dependent of external support. But a real area of concern is the extent of institutionalization of new knowledge. In many cases only a few people are in control of technical programs, which makes programs vulnerable to changes. In case of a slim organization possibilities to involve more people are however limited (This applies amongst others to projects on citizen registration projects in Benin, GIS training in Govan Mbeki and Buffalo City in South Africa).

As was discussed during a meeting 'Going local' at the Ministry of Foreign Affairs 2<sup>nd</sup> June 2009, as well at a meeting at the VNG offices which specifically dedicated on staff turnover and capacity building (6 July 2009), it is not necessarily negative for the governance sector when trained staff leave the specific organization. Most of these people keep working within the specific sector and in some cases they might even be in a position to achieve more within the sector. So it can be argued that although high staff turnover poses a real threat at a project level, a more open approach towards the 'problem' of staff turnover is justified, especially since the

LOGO South programme also has the objective to strengthen the wider local government sector.

Strengthening the wider local government sector could be greatly enhanced through the involvement of relevant organizations at different levels. Research institutes are important organizations in both institutionalizing new knowledge and in the dissemination of knowledge in a wider context. In a number of cases in South Africa, research institutes were explicitly involved in the city-to-city arrangements (examples include the Walter Sisulu University in Buffalo City, the University of Pretoria, in Tshwane and the University of the Free State in Langeberg and the Water Institute for South Africa). The currently ongoing consultations on the establishment of a new training institute for the Water sector are promising. The LOGO South project partners are involved in this process. Yet, in general the role of research and training institutions appears to be still limited.

In Benin, the assumption is that successful implementation of the programme would lead to a situation (properly functioning civil registry systems and RFUs) where these services could function on their own by virtue of the revenue generated. It is also recognized that this may take some more time than originally anticipated.

Sustainability of the water management projects in Indonesia is threatened by limited capacity within the national umbrella organization PERPAMSI. Therefore, the Indonesian country coordinator and the Director of the PDAM in Tangerangang (Banten Province) are exploring whether they can institutionalize the train-the-trainer courses in a training institute in this PDAM. For the separate projects clear strategies on the continuation of projects after the LOGO South programmes finishes are missing. One of the projects (PWN-Tirtanadi) was considered very sustainable as the project actually makes profit and many different funding partner and donors are involved. Unfortunately, an attempt to replicate the model in the city of Pekanbaru was called off because of an acute conflict between the municipal authorities of Pekanbaru and the consortium in which the Dutch LOGO South partner PWN took part.

Finally, sustainability also concerns the Dutch local governments and related organisations. Staff turnover of Dutch experts, both within local governments and at VNG International can seriously slow down processes. And like the Southern municipalities, in many of the Dutch municipalities only some civil servants are involved in international exchange. VNG-I plays a very proactive role in the Netherlands to maintain existing high levels of political support for municipal international cooperation. Yet, political support for MIC in the councils of Dutch municipalities cannot be taken for granted, as it may abruptly change with the advent of new political majorities in the council or with new mayors and aldermen. Thus, it would be prudent to define clear exit strategies for the projects that are being implemented in LOGO South (both MIC and ACB) and to pay more attention to the institutionalization of knowledge generated.

### **LOGO South and the MDGs**

Generally, it can be concluded that the role of local governments in achieving the MDGs does not get enough attention while many actions to achieve the MDGs should be taken at local level. The main objective and the strength of the LOGO South programme is strengthening local governance. Although the Millennium Development Goals set by the United Nations have not been central in the setting up the programme, the LOGO South does contribute, directly and indirectly, in achieving

them. Instead of setting up additional programmes focusing specifically on the MDGs, it is advisable to built on the existing strengths of the LOGO South programme in order to contribute to reaching the MDGs. As the LOGO South programme contributes to strengthening of local governments, local governments are better equipped to improve service delivery to their citizens.

The LOGO South programme particularly contributes to achieving goal 7 (Ensure environmental sustainability) and more precisely to target 3, namely; 'Halve, by 2015, the proportion of the population without sustainable access to safe drinking water and basic sanitation' and target 4 'By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers' (<http://www.un.org/millenniumgoals>).

The MDG progress report of 2008 mentions that there are still considerable challenges to be met in achieving these targets. 'More people are using improved sanitation - facilities, but meeting the target will require a redoubling of efforts' (page 40), 'Though access to improved drinking water has expanded, nearly one billion people do without' (page 42) and 'The lack of improved sanitation and water facilities are two of the four defining characteristics of urban slums. The others are durable housing and sufficient living area. In 2005, slightly more than one third of the urban population in developing regions lived in slum conditions; in sub-Saharan Africa, the proportion was over 60 per cent' (page 43). The LOGO South programme includes many projects on waste and water management, housing and urban planning. As this evaluation reports indicates several positive results have been achieved in improving municipal services. Moreover in a number of countries revenues of local governments have increased which will provide more opportunities for improving service delivery.

Cleaner living environments and better living conditions also positively contribute to improving public health. So indirectly they contribute to achieving the sixth goal on combating HIV/AIDS, malaria and other diseases. The LOGO South programme also focuses directly on HIV/Aids in Southern Africa which can be regarded as relevant in contributing to the sixth goal. The progress report on the MDGs mentions that 'Despite small victories, AIDS continues to take a terrible toll, especially in sub-Saharan Africa' (page 28).

Moreover the LOGO South programme has an impact on goal 8 (Develop a Global Partnership for Development) as well. C2C can actually be considered as a transnational city-to-city network for development. Dissemination takes place between local governments from the global North to the global South and between local governments in the South. As relations are based on existing organisations they are able to build on long-term relations which are less dependent on external input than many other development initiatives. With regard to target 1 (Address the special needs of least developed countries, landlocked countries and small island developing states) it can be argued that although the LOGO South programme does not specially focuses on least developed countries , the programme does include several land locked and poor countries like Rwanda, Uganda and Afghanistan. Moreover, the LOGO South programme includes several projects on introduction financial management systems and Geographical Information Systems which addresses target 5: In cooperation with the private sector, make available benefits of new technologies, especially information and communications<sup>15</sup>.

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<sup>15</sup> <http://www.un.org/millenniumgoals>.

## 4.2 Efficiency

The LOGO South programme is uniquely efficient in comparison to other aid programmes, in building on existing organizations on both sides, and on existing staff capacity. This implies that there is an in-built capacity for sustaining skills, implementation of activities and lessons learned beyond the period of programme implementation. A distinctive characteristic of LOGO South is that the costs of expatriate staffing, project offices, and other overhead which form a usual cost in the majority of aid programmes, is much less burdensome in this type of collaborative programme. Although we recognize that staff turnover is an issue, this applies to any aid programme; where the staff moves to similar organizations, lessons learned can be applied in a municipal context, and itself can have a disseminating effect.

Another remarkable feature of the LOGO South Programme is the interesting way in which it leverages inputs from a multiplicity of stakeholders. It is this attribute that makes municipal twinnings a rather unique form of development intervention, and one that achieves substantial efficiencies. Leveraging of relatively modest VNG-I funding is achieved via inputs in kind from the participating municipalities as well as other stakeholders (housing associations, water boards, semi-public and private companies). The leveraging impact is particularly substantial in relation to participating municipalities on the Dutch side. Counter-funding has also been leveraged in many instances by municipalities in the participating countries, and by other sectoral associations involved.

VNG-I coordination roles constitute another aspect that is key to the efficiency of the LOGO South programme. The representatives of local government and water company partners in the Netherlands voiced some strong opinions in this respect. In addition to the fuzziness of the organizational set up of the programme, our respondents seriously question and complain about the burdensome loads of paperwork; the monitoring approach – which is perceived as monitoring on activities, not on the contents; and the perceived increase in programme requirements over time.

### The Programme and its resources

At the programme level, three main types of inputs can be distinguished: financial, human and organizational. The financial inputs of the LOGO South programme are relatively small compared to other programmes within the Ministry of Foreign Affairs. The total budget of LOGO South in the period 2006 – 2009 was € 25,259,990. This was divided between the municipal twinnings (MIC), the support for LGAs (ACB) and policy development and research (PR&D) (see Table 1). The LOGO South programme finances all direct costs related to exchange missions and investment costs. Annex 4 presents an overview of eligible costs by Dutch local governments of the MIC component of LOGO South programme.

**Table 1 - Programme budget (Euros) of LOGO South between 2006-2009**

|                 | 2006      | 2007      | 2008      | 2009      | Total 2006-2009 |
|-----------------|-----------|-----------|-----------|-----------|-----------------|
| LOGO-South      | 3,380,098 | 5,870,198 | 7,129,212 | 8,880,482 | 25,259,990      |
| <i>MIC</i>      | n.a.      | 4,081,835 | 4,138,928 | 5,597,295 |                 |
| <i>ACB</i>      | n.a.      | 1,166,330 | 1,624,749 | 1,863,020 |                 |
| <i>PR&amp;D</i> | n.a.      | 482,267   | 1,320,535 | 1,116,524 |                 |

At the programme level, a limited percentage (3.4 %) of total LOGO South costs go to the VNG-I management of the programme. In 2009, management costs in the MIC component amounted to 3.5 % of total costs, in the ACB component to 5 %, and in the PD&R to 1.7 % (table 2). These figures can be considered as ‘pure’ management costs, related to direct programme management, and does not comprise management costs related to local management, e.g. by country and regional coordinators. According to VNG-I, it is difficult to precisely define the management costs, due to the double role of VNG-I as programme manager and as implementer. Programme management is a continuous process, and as such it is also taking place during the implementation of programme activities.

**Table 2 - Management costs for main LOGO South programmes in 2009**

|  | Total (€)      | Percentage of total costs per component | Percentage of total LOGO-South budget |
|--|----------------|---|---------------------------------------|
| <b>MIC</b>                             |                |   |                                       |
| Fund Management                        | 194000         | 3.5                                     |                                       |
| <i>Total management costs MIC</i>      | <i>194000</i>  | <i>3.5</i>                              |                                       |
| <i>Total costs MIC</i>                 | <i>5597295</i> |   | <i>63</i>                             |
|  |                |   |                                       |
| <b>ACB</b>                             |                |   |                                       |
| Fund Management Open Request Fund      | 26114          | 1.4                                     |                                       |
| ACB Programme Management Costs         | 66571          | 3.6                                     |                                       |
| <i>Total management costs ACB</i>      | <i>92685</i>   | <i>5.0</i>                              |                                       |
| <i>Total costs ACB</i>                 | <i>1863020</i> |   | <i>21</i>                             |
|  |                |   |                                       |
| <b>PD&amp;R</b>                        |                |   |                                       |
| Coordination of PD&R component         | 18911          | 1.7                                     |                                       |
| <i>Total management costs PD&amp;R</i> | <i>18911</i>   | <i>1.7</i>                              |                                       |
| <i>Total costs PD&amp;R</i>            | <i>1116524</i> |   | <i>13</i>                             |
|  |                |   |                                       |
| <b>Total Management costs</b>          | <b>305596</b>  | <b>3.4</b>                              |                                       |
| Other                                  | 303642         |   | <i>3</i>                              |
| <b>Total costs Logo South 2009</b>     | <b>8880482</b> | <b>100</b>                              | <b>100</b>                            |

Most twinning projects can be classified as relatively small projects, with a yearly budget ranging from 30,000 – 135,000 Euros. The average annual cost per MIC project is around €96,000 (2009). The main reason for the fact that the average costs of the twinning projects remain so limited, is that the projects have no need for the inputs that other types of development cooperation projects require in terms of, e.g., ex-pat staff, international salaries, a project management unit and other overhead costs. The projects are based on existing organizations, the staff (human resources) needs little additional financial support and no extra project management units are required. The examples of three twinning projects in different countries illustrate this clearly (Box 1). The three cases show that MIC is characterized by long lasting relations between local government bodies. It builds on existing organizations, and aims to strengthen these. As such, this is an efficient way of cooperation, since no new organizational structures have to be created. Also, it is with relatively low financial input because the basic personnel costs are borne by the municipalities



themselves on both sides. It mainly involves additional project costs. This is a unique structure and makes comparison with other development or capacity building programs difficult.

The contribution by VNG to the twinning projects covers generally 50 per cent of total project costs, while the Dutch partners in the twinings contribute the other 50 per cent. The contribution by the Dutch partner mainly consists of the input of human resources, and add-ons of funds from wider twinning, also through the Unie van Waterschappen and water boards, are channeled to LOGO-South activities. Also some Southern municipalities make specific budget allocations for project activities. The overall outcomes of projects can therefore only partly be related to the LOGO-South finance, although it must be stressed the programme has an important contribution to this. The add-ons – also in financial terms – are a specific strength of the programme.

As for the Association Capacity Building Programme, annual support to the structural partner LGAs averages around 130,000 euros. Just like the twinning projects, the ACB programme has a unique feature in comparison to other – more regular – modalities of capacity development programmes. Other donors often appoint one or more resident experts at the host LGA for the entire duration of a project and such experts then are the principal bearers of the project. The LOGO South programme demands a real commitment from the LGAs because it neither brings huge amounts of financial resources to them nor long-term experts. As such, the ACB programme is also highly cost-efficient as it also builds upon the existing organizations that it aims to strengthen. In most cases the commitment from the part of the LGAs indeed exists and it may even increase as results become visible.

As no field research took place on the PD&R component it is difficult to draw conclusions on the efficiency of the programme. What can be said is that the PD&R programme makes intensive use of existing networks and structures. Subsidies or funding relations with partners are absent, and a large part of the activities are co-financed by other partners (e.g. the First World Conference on City Diplomacy in 2008: the Municipality of The Hague bore part of the costs). Deliberately, few organizational structures were created as it is a small and relatively light component of the LOGO South programme. Some of the activities are subcontracted, such as the organization and preparation of workshops (Clingendael). It can be concluded VNG International succeeds in finding partners and making use of existing networks.

Another issue related to the efficiency of the DP&R component is a relatively large part of the planned activities targeting the fragile states (Palestinian Territories, Kabul in Afghanistan, and the Great lake region in Africa) was initially not executed. Programmes are likely to be set up in a manner which was too ambitious. Not much can be said about the use of different products, like the book on city diplomacy, and the appreciation and usefulness of different activities as the focus of this evaluation did not allow more in-depth research on this component. As mentioned in the paragraph on Relevance, the evaluation team does feel the LOGO South programme as a whole could have been set up in a more integrated way which would increase the efficiency of the PD&R component.

**Box 1 - Three examples of overall project cost efficiency (Buffalo City, South Africa; Banten, Indonesia; Boukombé, Benin)**

**Buffalo City's Waste project**

Buffalo City Municipality (BCM) and Leiden concluded that the floodings they were trying to avoid through improved 'stormwater' management (control of floodings by specific infrastructure taking into account occasionally stormy weather) were partially caused by waste blocking their 'stormwater' infrastructure. In 2006 a joint waste project was formulated. In 2007 and 2008 substantial progress was made in implementation. The financial and human resource inputs in these 3 years are summarized below.

| <i>Costs</i>                                  | 2006          | 2007          | 2008          | Total         | % of total Costs |
|---|---------------|---------------|---------------|---------------|------------------|
| Exchanges NL-SA                               | 17298         | 25034         | 22009         | 64341         | 12%              |
| Salary reimbursement Leiden experts           | 52800         | 105500        | 43600         | 201900        | 37%              |
| Exchanges SA-NL                               | 20893         | 15874         | 7772          | 44539         | 8%               |
| Exchanges SA-SA                               |               | 759           | 7430          | 8189          | 2%               |
| <i>Subtotal exchange costs</i>                | <i>90991</i>  | <i>147167</i> | <i>80811</i>  | <i>318969</i> | <i>59%</i>       |
| Human Resources*                              |               |               |               |               |                  |
| Project coordination Leiden 0,1 FTE per year  | pm            | pm            | pm            | pm            |                  |
| Project management BCM 0,1 FTE                | pm            | pm            | pm            | pm            |                  |
| Technical expertise Leiden                    |               |               |               |               |                  |
| Project leader BCM 0,3 fte                    | pm            | pm            | pm            | pm            |                  |
| Project implementation BCM 0,3 fte            | pm            | pm            | pm            | pm            |                  |
| Education/Awareness campaigns BCM 0,4         | pm            | pm            | pm            | pm            |                  |
|   |               |               |               |               |                  |
| Drop off points                               | 5370          |               | 161865        | 167235        | 31%              |
| Training                                      | 3500          | 16699         | 8539          | 28738         | 5%               |
| Public awareness campaign                     |               | 13054         | 8142          | 21196         | 4%               |
| Other (including Office)                      | 4683          | 1381          |               | 6064          | 1%               |
| <i>Subtotal Investment and training Costs</i> | <i>13553</i>  | <i>31134</i>  | <i>178546</i> | <i>223233</i> | <i>41%</i>       |
|   |               |               |               |               |                  |
| <b>Total Project Costs</b>                    | <b>104544</b> | <b>178301</b> | <b>259357</b> | <b>542202</b> |                  |
|   |               |               |               |               |                  |
| <i>Income</i>                                 |               |               |               |               |                  |
| LOGO South                                    | 51088         | 72801         | 98892         | 222781        | 41%              |
| Buffalo City                                  |               |               | 116865        |               | 22%              |
| Leiden Municipality**                         | 53500         | 105500        | 43600         | 202600        | 37%              |
| <b>Total Project Income</b>                   | <b>104588</b> | <b>178301</b> | <b>259357</b> | <b>542246</b> | 100              |

\* These are some days for preparation and reporting, but mainly days spend in South Africa. Costs are borne by Leiden as 'own contribution'.

\*\* This is all time-investment not covered under the 're-imbursement' formula. Estimates based on interviews with all people mentioned.

**Explanation:**

The LOGO-South programme financed all direct costs related to the exchange missions and investment costs. According to LOGO-South rules Leiden is entitled to receive a reimbursement of salary costs for their staff for the days of their missions to South Africa. Leiden has decided not to claim these costs under the LOGO-South project, but budget this as their own contribution to the project. In addition Leiden bears the costs of their international relations officer – acting as their project coordinator. This project leader spends ca. 10% percent on the waste project. Also not accounted for is all the work the involved technical staff at Leiden devotes to the project in the ongoing communication. At Leiden two experts

are closely involved in the project. They spend an estimated 2-3 hours per week on the project in addition to the missions. Much of this is voluntary work in the evening hours.

Buffalo City also has an International Relations Officer, responsible for the various twinnings of BCM. She spends an estimated 0,1 fte on the coordination of all PR activities around BCM, including on preparing project-documentation. In addition the 3 most involved project members spend 30% of their ordinary working time on the project. During public awareness campaigns many more people from the municipal staff contribute to the project.

***Outcomes:***

The LOGO-South programme contributed euro 220 000 over a three year period. As total project activities and outcomes can be listed:

- 4 Missions from SA-staff to NL
- 6 Missions from NL to SA
- 3 Exchange visits to other SA municipalities with relevant waste practices
- Numerous learning effects for the staff involved who reported
  - o Increased technical skills (better understanding of waste-management system, increased PR-skills)
  - o Increased project management skills, including project-formulation and fundraising
  - o Change in work-attitude (substantially more committed to their work, pride, no longer working for a salary only).
  - o In Leiden: increased creativity, commitment and possibilities for ‘out-of the box’ thinking.
- Strengthening of Buffalo City Municipality
  - o Improved cooperation between departments involved (road and infrastructure (stormwater), waste-management, community services)
  - o Improved management skills of staff involved (including capacity to raise additional funding)
- Increased political commitment to waste-management. This expressed i.a. in increased investments in waste-collection (acquisition of additional trucks out of the municipal budget and a substantial own contribution to the construction of drop off points in 2009).

***In Duncan Village – Target Community***

- Construction of 36 waste collection points in Duncan village.
- Ca. 30 community members trained in basic principles and functioning of waste-cooperatives (in exchange visits) and in all aspects of waste-management (during trainings).
- Basic materials bought to ensure that approximately 100 community members can now act as managers of the waste collection points and clean litter.
- All relevant ward-councillors trained in principles of the project and the role of the community
- Public awareness campaigns on waste-issues in Duncan Village

As a result everybody reports that the living conditions in Duncan village have improved considerably. Waste is now effectively collected in a hitherto inadequately served informal village. The community members involved are very proud of their contribution to the improved living conditions, the community highly appreciates that public space is effectively kept clean in the project areas.

***Progress in 2009***

BCM wished to multiply the number of collection points, to cover entire Duncan village. In the LOGO-South project 2009-2010 the construction of an additional 60 recollection points is foreseen. BCM initially committed itself to contribute euro 90,000 to the construction of the collection points. When because of rapid price-increases in the construction sector it became

clear that much more money was needed to get the planned work done, the municipality committed an additional euro 90,000. Skills in project-development has increased to such an extent that BCM has managed to secure an additional 180,000 from the South African Lottery, to implement the same scheme in other settlements in Buffalo City. All documentation for the project proposal has been developed by the different BCM staff-members involved in the project.

## Banten - Waternet

A summary of the inputs – both financial and in terms of human resources – in the past 2 years is given below:

| <i>Costs</i>  |               |               |               | <b>% of total<br/>Costs</b> |
|---|---------------|---------------|---------------|-----------------------------|
| <b>Exchanges</b>  | <b>2007</b>   | <b>2008</b>   | <b>Total</b>  |                             |
| Exchanges NL-Indonesia                                  | 48539         | 41619         | 90158         | 14%                         |
| Salary reimbursement Waternet experts*                  | 176400        | 164500        | 340900        | 53%                         |
| Exchanges Indonesia – NL                                | 21980         | 22076         | 44056         | 6%                          |
| Exchanges Indonesia – Indonesia                         |               |               |               |                             |
| <i>Subtotal exchange costs</i>                          | <i>246919</i> | <i>228195</i> | <i>475114</i> | <i>73%</i>                  |
|   |               |               |               |                             |
| <b>Human Resources</b>                                  |               |               |               |                             |
| Input local experts                                     | 1500          | 2250          | 3750          | 0.6%                        |
| <i>Subtotal local experts</i>                           | <i>1500</i>   | <i>2250</i>   | <i>3750</i>   | <i>0.6%</i>                 |
|   |               |               |               |                             |
| Financial compensation time during work visit partner** | 31500         | 31500         | 63000         | 9%                          |
| <i>Subtotal Dutch experts</i>                           | <i>31500</i>  | <i>31500</i>  | <i>63000</i>  | <i>9%</i>                   |
|   |               |               |               |                             |
| Investment costs  | 25000         | 44800         | 69800         |                             |
| Other expenses  | 9000          | 9000          | 18000         |                             |
| <i>Subtotal Investment Costs</i>                        | <i>34000</i>  | <i>53800</i>  | <i>87800</i>  | <i>14%</i>                  |
|   |               |               |               |                             |
| <i>Audit</i>  | <i>500</i>    | <i>2160</i>   | <i>2660</i>   | <i>0.4%</i>                 |
| <i>Contingencies</i>                                    | <i>6401</i>   | <i>6525</i>   | <i>12929</i>  | <i>2%</i>                   |
| <b>Total Project Costs</b>                              | <b>320820</b> | <b>324430</b> | <b>645250</b> | <b>100%</b>                 |
|   |               |               |               |                             |
| <b>Income</b>   |               |               |               |                             |
| LOGO South  | 134419        | 137030        | 271449        | 42                          |
| Banten  |               |               |               |                             |
| Waternet  | 186400        | 187400        | 373800        | 58                          |
| <b>Total Project Income</b>                             | <b>320819</b> | <b>324430</b> | <b>645249</b> | <b>100</b>                  |

\* These are some days for preparation and reporting, but mainly days spent in Indonesia. Costs are borne by Waternet as

'own contribution' (72%), supported by a contribution of LOGO South (28%).

\*\* These costs are fully borne by Waternet.

### **Explanation:**

The LOGO-South programme financed all direct costs related to the exchange missions and investment costs. Also, LOGO-South financed part of the salary during the missions ('salary reimbursement Waternet experts').

### **Outcomes:**

The LOGO-South programme contributed euro 271.449 over a two year period. As total project activities and outcomes can be listed:

- 2 Missions from Banten-staff to NL;
- 7 Missions from NL to Banten;
- Various trainings on GIS have been implemented;
- Various workshops and training have been realised on asset management, quality of water, planning and management issues
- The development of a Masterplan;

- GIS-modelling;
- A substantial decrease of unaccounted for water has been realised, resulting in an improved financial position of the water companies involved;
- For 2009/2010, possibilities for the integration of sanitation have been explored (and proved to be very difficult within the current contextual landscapes)
- Greater cooperation between the 6 PDAMs within the provincial PERPAMSI Banten;
- S-S exchange between the 6 PDAMs involved and other PDAMs, such as the on-the-job training organised in Banten, to disseminate the lessons learned on GIS with other participating PDAMs; the project is a good example of S-S exchange within Indonesia, e.g. through training seminars by Banten experts for East Kalimantan PDAMs;
- Learning effects for the staff (principally as a consequence of colleague-to-colleague approach):
  - o Improved working culture and mutual respect
  - o Greater discipline to stand by agreements and to meet deadlines
  - o People are now less shy in expressing their opinions
  - o Greater creativity to apply skills in a different context
  - o Enhanced motivation and working attitudes within the organisation

## Boukombé – Municipality of Oude IJsselstreek

A summary of the inputs – both financial and in terms of human resources – during the past 3 years is given below:

| <i>Costs</i>                                    |              |              |              |               | <b>% of total Costs</b> |
|---|--------------|--------------|--------------|---------------|-------------------------|
| <b>Exchanges</b>                                | <b>2006</b>  | <b>2007</b>  | <b>2008</b>  | <b>Total</b>  |                         |
| Exchanges NL-Benin                              | 10650        | 4516         | 9090         | 24256         | 12%                     |
| Salary reimbursement Oude IJsselstreek Experts* | -            | 8400         | 8400         | 16800         | 8%                      |
| Exchanges Benin – NL                            | -            | 20556        | -            | 20556         | 10%                     |
| Exchanges Benin – Benin                         |              | -            | -            |               |                         |
| <i>Subtotal exchange costs</i>                  | <i>10650</i> | <i>33472</i> | <i>17490</i> | <i>61612</i>  | <i>30%</i>              |
|   |              |              |              |               |                         |
| <b>Human Resources</b>                          |              |              |              |               |                         |
| Communication trainer                           | 5000         | 5000         | 5000         | 15000         | 7%                      |
| Consultant population register                  | 4580         | 2290         | 4580         | 11450         | 6%                      |
| Radio   | 763          | 763          | 763          | 2289          | 1%                      |
| Temp. Support                                   | 824          | 1649         | 824          | 3297          | 1%                      |
| <i>Subtotal local experts</i>                   | <i>11167</i> | <i>9702</i>  | <i>11167</i> | <i>32036</i>  | <i>15%</i>              |
|   |              |              |              |               |                         |
| Associate expert                                | pm           | pm           | pm           |               |                         |
| Project management Oude IJsselstreek**          | 35000        | 23800        | 23800        | 82600         | 40%                     |
| <i>Subtotal Dutch experts</i>                   | <i>35000</i> | <i>23800</i> | <i>23800</i> | <i>82600</i>  | <i>40%</i>              |
|   |              |              |              |               |                         |
| Investment costs                                | 9892         | 1526         | 1526         | 12944         | 6%                      |
| Communication costs                             | 2764         | 2382         | 2764         | 7910          | 4%                      |
| <i>Subtotal Investment Costs</i>                | <i>12656</i> | <i>3908</i>  | <i>4290</i>  | <i>20854</i>  | <i>10%</i>              |
|   |              |              |              |               |                         |
| <i>Audit</i>                                    | <i>1600</i>  | <i>1600</i>  | <i>1600</i>  | <i>4800</i>   | <i>2%</i>               |
| <i>Contingencies</i>                            | <i>1556</i>  | <i>2096</i>  | <i>1389</i>  | <i>5041</i>   | <i>2%</i>               |
| <b>Total Project Costs</b>                      | <b>72631</b> | <b>74579</b> | <b>59737</b> | <b>206947</b> | <b>100%</b>             |
|   |              |              |              |               |                         |
|   |              |              |              |               |                         |
| <b>Income</b>                                   |              |              |              |               |                         |
| LOGO South                                      | 32684        | 44015        | 29174        | 105873        | 51%                     |
| Boukombé  |              |              |              |               |                         |
| Oude IJsselstreek Municipality                  | 39947        | 30563        | 30563        | 101073        | 49%                     |
| <b>Total Project Income</b>                     | <b>72631</b> | <b>74579</b> | <b>59737</b> | <b>206947</b> | <b>100%</b>             |

\* These are some days for preparation and reporting, but mainly days spent in Benin. Costs are borne by Oude IJsselstreek as 'own contribution' (72%) and by the LOGO-South budget (28%).

\*\* These costs refer to contribution of Dutch implementing organization (time) during work visit of partner and are fully borne by Oude IJsselstreek Municipality.

### **Explanation:**

The LOGO-South programme financed all direct costs related to the exchange missions and investment costs, and part of the salary costs for the staff during the missions – the so-called reimbursement costs. In addition Oude IJsselstreek Municipality finances the costs of the project leader involved. This project leader spends approx. 2-3 hours per week on the project in addition to the missions. Much of this is voluntary work in the evening hours. Besides the project leader, a few other staff members are involved in the project. Also, an external expert is involved in the project, related to the 'civil' part of the twinning. The travel costs of this external expert are reimbursed by another fund of VNG.

**Outcomes:**

The LOGO-South programme contributed €105.873 over a three-year period. As total project activities and outcomes can be listed:

- 1 Mission from Benin-staff to NL
- 3 Missions from NL to Benin
- Limited learning effects for the staff involved who reported:
  - o Specifically, ability to operate civil registry system and handling of equipment
  - o Exposure and awareness of process side of running development project
  - o Exposure to how things work elsewhere in Benin as well as in Oude IJsselstreek; options available and models to aspire for.
- Strengthening of the municipality of Boukombé
  - o Improved and applied system of civil registry;
  - o Increasing knowledge with respect to the payment of taxes;
  - o Increase in local revenues linked to implementation of civil registration programme
- Participation in exchange visit to Parakou and Porto-Novo organised by the LOGO South co-ordination;
- Organization of a workshop by the municipality of Oude IJsselstreek on gender and local development during the exchange visit of a delegation from Boukombé



### *Inputs from the twinning partners*

As was stressed above, LOGO South has a substantial leveraging impact, which applies in particular to the various inputs of human resources by the Dutch local government and water boards in the twinning projects. Therefore, it is interesting to note that real input in the form of time allocated to the project in most cases substantially exceeds the budgeted time. Within the Dutch municipalities, annual staff time spent on the LOGO South projects averages between 7-8 full time weeks. In addition to this, most civil servants involved in the LOGO South projects also devote quite some of their free time to the cooperation, e.g. for maintaining email contacts with the partners, reading project documents or preparing missions.

Within the framework of LOGO-South, the mission is an important strategic modality to realize the objectives planned. The ratio of missions to the Netherlands and missions to the partner country is approximately 1:3. Missions to the partner country by the Dutch partners are on average scheduled once every 6 months. The composition of the team varies, although all Dutch partners have a fixed core composition, consisting of a team leader and one specific expert, added with other experts, depending on the activities to be implemented. The majority of the Dutch municipalities, water boards or water companies do not face any problems finding experts to participate, although language forms in some cases a barrier. It is not always possible to find the right expert who also knows how to transfer knowledge, and who knows how to operate in a different cultural context. The missions are in most cases considered as the tool that keeps the project machinery going: it is the moment that both partners sit together to discuss the contents of the project, to talk about difficulties and to implement activities. For the Dutch experts themselves a broader understanding of how local governments in the South function, what resources they have and what constraints they meet, makes them appreciate their own work in the Netherlands differently.

Missions to the Netherlands were valued and people learned in several fields from these missions. Especially the first visits are important to broaden the perspective of the participants, get people exposed to new ideas in different fields (technical issues, new ways of doing, thinking outside the box etc). It was mentioned that the visits are crucial to get a better understanding of the Dutch systems but also to get an understanding of the background of ideas of Dutch experts, both technical and cultural issues etc. However, if people have already visited the Netherlands, the added value of repeated visits seems relatively low. This requires tailor made compositions of teams visiting the Netherlands.

The funding of missions by representatives of the local bureaucracies from the Dutch municipalities has been cut in recent years and although most respondents understand the reasons, they also point to the value of mayors' and councilors' visits for increasing political and societal support. The involvement of politicians in the twinning activities is furthermore necessary to ensure continued commitment of Southern political staff as well. Moreover the involvement of politicians is important with regard to increasing the ownership and institutionalization of programmes. Lastly their involvement can increase the effectiveness of exchange programmes as they are involved in most decision-making processes which can speed up the process of materializing on lessons learnt.

### *Importance of country and regional coordinators*

The LOGO South programme includes also the input – at the programme level – of country coordinators for the MIC-component and regional coordinators for the ACB component of the programme. Regional coordinators are positioned in Kenya, Jakarta and Benin, where VNG-I has an agreement with SNV Benin to carry out some of the regional coordination tasks. In Central America, a Dutch staff member of VNG-I based at the new VNG branch office PROLOCAL (Mexico City) carries out the tasks of the regional coordinator<sup>16</sup>.

Country coordinators for the MIC country programmes are employed in all countries except for Surinam<sup>17</sup>. Most country coordinators are contracted on a part time base. The role of these coordinators is to assist the local and Dutch partners in the implementation of the projects, and the coordination of joint, country level activities, such as training and workshops. This role of the country coordinator is important, and in all countries visited the country coordinator does function well. This was also confirmed by the Dutch partners, who valued the input of the coordinator. The coordinator in Indonesia is key to the country programme projects. She combines a very proactive attitude towards the project partners and third parties with a natural gift to deal with delicate matters of authority and hierarchy. In this respect, a Dutch coordinator would probably find it much more difficult to work in Indonesia because of lacking the natural sensitivity that is a key factor for efficient and effective working in Indonesia. Also based in Indonesia is the coordinator for the ACB programme in Asia. Both coordinators are employed in LOGO South on a full time basis. They do not have much contact, as the programmes they coordinate are totally different.

Benin also has two coordinators, one for the country programme and one for the regional ACB programme. Both are working on a part-time basis for LOGO South and both are based at SNV office. Although the local governance theme does not fit any longer within its current focus, SNV subsidizes part of the coordination costs in time allocation – yet another proof of the important leveraging mechanism in LOGO South. The VNG-I staff identified the role of the country coordinators as fairly problematic, as it is difficult to find qualified people.

The country coordinator for the housing projects in South Africa is a highly qualified Dutch person, whose major assignment however is for the Dutch Ministry of Housing and the Environment (VROM). Since the current VNG-I country project manager also lives in South Africa, and not in the Netherlands, the coordination model appears to be rather confusing for most Dutch and South African project partners.

### *External services*

The LOGO-South programme offers the opportunity to hire external experts for a variety of activities. While all Dutch and foreign partners in the MIC twinning programme considered the contribution of experts to their projects positively, the services of external specialists seems to be of vital importance for the success of the ACB programme. As such, the VNG expert pool is an important resource for the

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<sup>16</sup> This officer combines the task of VNG-I regional ACB project leader with the regional coordinator function

<sup>17</sup> The country programme for Surinam is not based upon one-to-one twinning projects. For Nicaragua, LBSNN (Landelijk Beraad Stedenbanden Nederland-Nicaragua) implements the LOGO South country programme and national coordination takes place by their counterpart organization in Managua Asociación Municipal de los Hermanamientos Nicaragua Holanda (AMHNNH).

support of local government associations. Local government associations do have very specific needs for training and advisory services, which makes the ACB programme a prime example of tailor made projects. Specialists are hired according to the specific needs of LGA for, e.g., strategic planning, financial sustainability, service provision, legal support, advocacy and communication, ITC support, etc. The various regional programme coordinators are responsible for the selection of consultants. Since the four main objectives of the ACB programme are central to the support of all participating LGAs, often the same experts are hired which may replicate and adapt training modules to different LGA contexts, thus also considerably contributing to the efficiency of the programme.

The phenomenon of creating expert pools is something that certainly deserves further attention. The VNG expert pool has already been mentioned. Also, the newly created subsidiary office of VNG-I in Mexico (PROLOCAL) aims at establishing an expert pool for the support of the local government sector in Central and South America. An interesting country model has been set up in Nicaragua, where LBSNN has teamed up a pool of local specialists in such fields as strategic (urban) planning, housing and municipal taxation; in addition to that, Spanish speaking municipal experts from municipalities in the Netherlands are available for specialist services to municipalities in Nicaragua. As such this expert pool is a very efficient and effective vehicle for tailor made support to local governments. However, the Nicaraguan example also requires a qualifying remark which relates to one of the most central aspects of municipal international cooperation: the colleague-to-colleague approach. If knowledge transfer is exclusively realized through such expert pool approach, the specific one-to-one relationship between the two partner cities may easily be undermined. This note of caution calls for a balanced method of employing local government experts for specific tasks without putting at risk the collegial collaboration between partners. It is crucial experts should only operate under the leadership of the municipality involved, ensuring the involvement of the respective municipality.

Obviously, the leverage potential of LOGO South projects also is expressed by the involvement of other interested parties. This refers not only to partners and donors which contribute in terms of financial means, but also to various in-kind contributions. Perhaps the most eloquent examples of such in-kind contribution are the research projects being carried out by universities, students, and other local research organizations. These resources are usually contributed free of cost to the projects and provide for interaction between municipalities and research institutions.

#### *Organizational set-up of the LOGO South programme*

The structure of the current LOGO-South programme is rather complex, with three main pillars – the MIC (with thematic and country programmes), the ABC and the PD&R component – that are hardly linked to one another. As such, the logic of this structure is not clear. Originally, VNG-I implemented the GSO programme, the ABC-programme and the HIV-AIDS programme as individual, separated programs, an explicit wish of the Ministry of Foreign Affairs. However, in 2006, the Ministry required that all activities implemented by VNG should be submitted to the Ministry as one single program. This request can be traced back to the wish to limit the administrative burden for the Ministry of Foreign Affairs. This request reached VNG-I shortly before the deadline for new proposals, which did not give sufficient time to come up with another, more balanced structure of the programme. The resulting lack

of coherence between the three different components of the LOGO-South programme is expressed by the mixture of countries, country-themes, theme-programmes, cross-cutting themes and foci chosen for the PD&R programme.

As mentioned before, both the MIC-programme and the ACB-programme are implemented in thirteen countries, but only in three countries the two programmes run parallel (Indonesia, Benin and Nicaragua). From the efficiency perspective, it could be useful to reconsider the country selection, and to aim at a smaller group of countries (with more activities and twinings) in which both LGAs and LGs are supported. Relationships between the three different programmes are also limited, as can be illustrated by the programme of the PD&R component. Since the majority of the activities developed under the PD&R component address different themes and topics than those dealt with in the MIC and ACB components, opportunities for synergy with the other two programmes are bleak. The new programmes on peace building and post conflict reconstruction do not seem to be well integrated in the overall LOGO South programme.

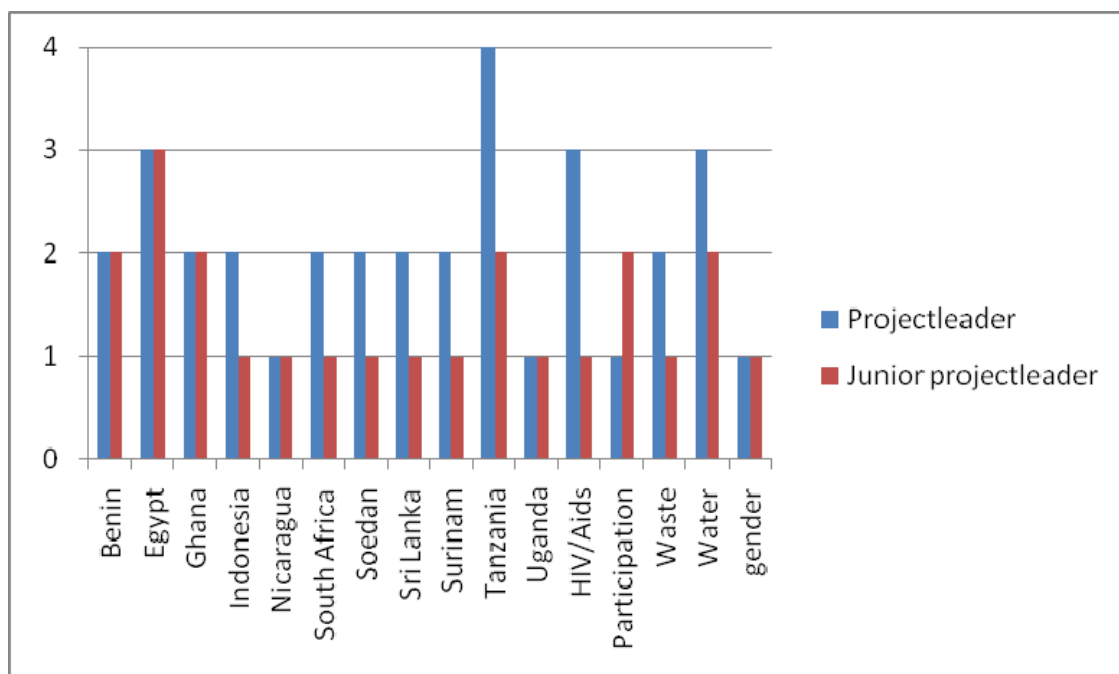
Not only does the programme architecture make it difficult to profit from potential synergies, it also adds to the quite fuzzy picture that the project partners have of LOGO South. This refers in particular to the built-in flaw of the MIC component that makes a distinction between country themes and thematic programmes. South Africa and Indonesia present exemplary cases for the complexity of the programme. In both countries there are twinning projects that organizationally either belong to the country programme, or to the thematic programme of water, or to the solid waste programme. In Indonesia, the projects in the country programme also focus on the water theme. According to VNG-I, the logic of this division is in the character of these projects, with the projects in the country programme focusing on water quality, and the one in the thematic programme focusing on water management. Another difference relates to the level of exchanges that are pursued: within the country programmes, national knowledge exchange activities are central, while thematic programmes focus on international knowledge exchange. A clear distinction between the programmes is however missing, which creates much confusion. Some LGs in the Netherlands were convinced that they participated in a country programme and were surprised to hear that instead their project is part of a thematic programme. Even among the VNG-I staff exists some lack of familiarity with the exact coverage of the specific country- and thematic programmes. However, although there is confusion with respect to the various programmes and the *raison d'être* of thematic programmes is questioned, this is in general not being perceived as a major problem in the daily implementation of the LOGO South programme, since for the actual project activities it has little implications.

### **The role of VNG International**

Above it was already shown that VNG International manages to keep its overall management costs in the LOGO South programme remarkably low. This holds in particular for the MIC component in the programme, which is very important because it also implies that most financial resources from the donor are being used for the programme and especially for the twinning projects. Overall, there is a very high commitment of the VNG-I officers to the projects and programmes they coordinate. Just as is the case with the municipal officers who are eager to make a success of their twinning projects and spend a lot of extra time in them, VNG-I staff often does invest a lot more of their time and energy to run their programmes well. Here it pays to have

highly qualified and efficient country and regional coordinators, because they may take a lot of work out of the hands of VNG-I officers. In general however, the perception of the various project and programme leaders is that they spend more time on coordination, communication and missions than the hours that have been assigned to them in the yearly LOGO South budgets. It may be advisable to VNG-I to assess the real time that is being spent for the management of the LOGO South programme. On the basis of such information, a follow up programme may include more realistic budgets in terms of management costs (especially for MIC). Also, the recruitment of high quality coordinators in the programme countries – even if this would mean that higher salaries should be offered – might be very profitable for the programme, and such not only from a strict cost-efficiency point of view.

It was estimated that for the year 2008 approximately 15 per cent of the total capacity of VNG-I (in terms of productive hours) was spent on the LOGO South programme. Approximately 14 staff members of VNG International are involved in the coordination of the LOGO South programme and they devote between 50-75 per cent of their time to the LOGO South programme; approximately 7-10.5 fte on an annual base. As mentioned above, several staff members are involved in the programme coordination within one country, since every programme is managed by a junior project leader, involved in the day-to-day management of the project, and a more senior project leader. Additionally, some programmes count with a locally based VNG-coordinator. For example, three different staff members of VNG-I manage the various projects in South Africa. Although the various project leaders at VNG-I inform each other with respect to missions, and abet each other, the evaluation team has the impression that information about the various programs is not really mutually shared on a regular basis.



**Figure 2 Total number of project leaders and junior project leaders involved in country and thematic programmes LOGO-South, 2005 – 2009**<sup>18</sup>

<sup>18</sup> The Uganda and gender programmes started in 2008, the Sri Lanka programme was terminated in 2008.

Staff turnover rates within VNG-I appear to be quite notable. Such is at least the perception of the various Dutch partners who participate in twinning projects. An analysis of the changes in staff during the period 2005 – 2009 shows that 5 people left the LOGO-South programme. However, the leave of one (junior) project leader affects several programmes, since it is the explicit VNG-I policy to appoint project leaders simultaneously in different programmes. Overall, 3 programmes did not experience any staff changes, 7 programmes experienced one change, 3 programmes faced two staff changes, and 3 programmes experienced three or more changes (Fig. 2).

#### *Coordination and communication*

The general programme management and coordination by VNG-I are valued differently by the implementing partners in the programme, according to their respective positions in the programme. First of all, the partners in the South are very happy with the chosen model of country coordinators. The LGAs communicate directly with the regional coordinator, who is directly responsible for the smooth functioning of the ACB projects and who maintains a fluid contact with the programme manager in The Hague. The municipalities and water companies in the MIC countries are also content: they communicate and coordinate directly with their partners in the Netherlands and those who are in the country programme have 'VNG-I' contact with the country coordinator. Most Southern partners do regard VNG-I primarily as a funding agency.

Perceptions at the Dutch end of the twinnings are different. The municipalities, water boards and water companies obviously have more responsibility towards VNG-I than their twinning partners, as they are the ones who should comply with the regulations. Although some of the complaints may be exaggerated and although the overall picture indeed is mixed, below some of the observations are highlighted that appear to be most valid.

For many Dutch partners, the coordinating role of VNG-I is slightly problematic. They criticize the financial reporting system, which is in their view is complex and too detailed. Also, the required annual auditors report is considered as being too costly, in particular when taking into account the relatively small budgets that are involved. Opinions on other reporting activities are less critical, although some partners consider the annual reporting burden as an exaggeration of the programme.

The views on programme management also vary among the different partners in the Netherlands. In particular the actors from the semi-public water sector are quite critical about this role, as they perceive the role of VNG-I as to interfere in their projects and to comment upon internal project management and contents of the project. As such, they would prefer that VNG-I would focus more on programme management only. On the other hand, many Dutch municipalities see VNG-I mainly as some sort of administration office that checks the list with reports, comments upon delays and asks about missing invoices. Although they acknowledged that they are accountable to VNG-I, these municipalities would like to also get more feedback on the contents of their projects.

A similar point is raised with respect to an increasing trend that Dutch partners observe towards monitoring on activities, instead of on the contents of the projects. Several Dutch municipalities expressed the need for more feedback on the contents of their twinning projects. They specifically indicated that they would appreciate to spar with VNG-I on the approach of the project and the way they cope

with difficulties. Thus, it is felt that the emphasis is more on activities than on the core objective of the LOGO-South programme, i.e. on processes of capacity building and knowledge transfer. Some of the respondents view this tendency as inherent of another bottleneck perceived: the prescribed use of the disguised logframe as planning, monitoring and evaluation framework. Although a few Dutch municipalities state that they never use the framework, most of them do use it for monitoring of activities.

The relatively high staff turnover rates at VNG International highlighted above were also criticized in relation with respect to the issues of communication and coordination. Overall, communication with VNG-I staff was perceived as pleasant although it was underlined that it always takes some time to build a new relationship with newly appointed project officers. Some Dutch partners perceived it as problematic that new (junior) staff members ask them to adjust the objectives of projects that already have been approved and well established. They also expressed some strong opinions on the value of project monitoring and evaluation done by 'relatively young, early stage project managers' who may be not fully aware of the specific history, context and other important details of the project record.

### *Implementation*

The role of VNG-I with respect to implementation, e.g. the training and service provision is overall evaluated as neutral to positive by the Dutch partners. Training activities are often positively valued, with a particular emphasis on the so-called culture shock courses. Other courses are sometimes considered as being very technical or too theoretical. For many the true added value of their participation in courses and platform meetings is the networking function and the contacts they build with their colleagues from other municipalities.

Many respondents commented upon the voluntary character of taking part in training sessions organized by VNG-I is evaporating. Such compulsory element in LOGO South training activities gives them an uneasy feeling of being patronized. Another complaint is that the demands by VNG-I are not always in proportion to the project size. Since international cooperation is often not the core of the work of the Dutch partners, they have only limited time available for international exchange. Many civil servants commented that VNG-I does not seem to be aware of this, since each year, more trainings and events are planned, often not directly related to the projects they are involved in. As such, VNG-I is also associated with burdens and 'have-to's'.

### *Catalyzing role and spin off*

Over the years, VNG International has proven to be one of the key players in the field of supporting decentralized international cooperation and strengthening the local government sector in developing countries<sup>19</sup>. With the current LOGO South programme, VNG-I generates an enormous potential for mutual learning by the many project partners and other related local governments. Thus, VNG-I has a vital catalyzing role by disseminating innovative approaches and valuable learning

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<sup>19</sup> See for example the 'UCLG Position Paper on Aid Effectiveness and Local Government - Understanding the link between governance and development' which was published in November 2009 and funded by VNG -I and FCM. The report was prepared by FCM and coordinated by UCLG Capacity and Institution Building (CIB) Working Group of which VNG-I Director Peter Knip is technical chair.

experiences and by mobilizing knowledge and embedding knowledge in the organization. An important way to further increasing that potential is to generate critical mass within countries and sectors, which can result from more strategic choices (e.g. by selecting less countries and promoting more twinnings per country; or by bringing together the ACB and the MIC components).

This focus on dissemination is highly appreciated in the South, especially in cases where the information offered was derived from similar cases, at the lower, local level. Within the thematic programmes, the emphasis is strongly on the transfer of technical skills and knowledge. The production of manuals, booklets on certain issues with examples derived from different contexts (e.g. global overview of best practices on waste) does not seem to appeal to most municipalities. Instead, manuals that are nationally produced for dissemination of best practices, financial management tools, and other relevant tools for local government are highly valued by users who operate in the same national regulatory contexts<sup>20</sup>.

#### *VNG-I as a learning organization*

As mentioned before, the various staff members at VNG-I do generate a host of specific knowledge with respect to local government and more technical issues. Perhaps because of high working loads there seems to be no institutionalized mechanism to share that knowledge and to reflect and debate on new findings and experiences. The working culture is such that all staff members work dedicatedly for their own projects and programmes and at the end of the day there is not time left for reflection. The lack of such mechanism for more academic reflection and debate is a lost opportunity for codifying and embedding knowledge within the VNG-I organization.

As a tool for such organizational learning one could start with rethinking the internal evaluations which are carried out by the various project managers of VNG-I. These internal evaluations appear to be quite superficial and they focus primarily on outcome (e.g. number of publications published, number of meetings realized) and not so much on the impact (background of participants, what do they do with the information, how publications are valued). The internal monitoring and evaluation approach focuses strongly on activities, not on the generation, sharing and transfer of knowledge. In addition to this, VNG-I only monitors on the implementation of the programme and not much on the processes. As a consequence, relevant results attained in terms of strengthening local governments may not be adequately systematized. This is perhaps the consequence of a rather mechanistic use of the logframe tool.

Staff members of VNG-I are well aware of some specific bottlenecks within the LOGO South programme, such as, e.g., the relatively burdensome workload by local governments to apply and monitor projects. Some initiatives to improve on these issues have already been implemented, such as the simplification of more recent project applications. However, this has not resulted yet in important changes programme wide.

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<sup>20</sup> Two fine examples of such hands-on publications are “The Treasurers Manual. A Financial Management Manual for Local Authority Treasurers in Kenya” (ALGAK 2006); and “Best Practices in PDAMs through Twinning 2005-2008” (VNG-I & PERPAMSI, 2008).



## Outcomes

Programme activities refer to those activities that are implemented at the country or thematic level, to support the individual twinning projects and to disseminate knowledge and skills. Such activities can be found within all three components of the LOGO-South programme, and are organised in the South as well as in the Netherlands. Examples of such activities within the MIC-component are: the publication of the SALGA rental housing newsletter, in which the experiences of the municipalities participating in LOGO-South are shared with all other South African municipalities; the Workshop and Platform meetings aimed at thematic issues, such as the HIV/AIDS programme, in which municipalities involved share their experiences of the projects; the publication of manuals and books, such as the one on lessons learned in the solid waste management programme<sup>21</sup>; and trainings organised in the Hague for the Dutch partners, on proposal formulation, and strategic meetings. Within the ACB-component programme level activities have mainly the character of publications, such as the one on lobbying<sup>22</sup>, and Regional Exchange Meetings (or workshops). The various project activities in LOGO South refer to activities formulated and implemented within the individual twinning projects and the regional ACB programmes. Within LOGO South, there is a broad array of activities: transfer of technical skills through training and peer-to-peer approaches, on-the-job training, train-the-trainer programmes, design of plans, etc.

Overall, most planned programme and project activities have been realised, generally with limited delays. However, in some cases (country programmes and ACB) delays were significant, and projects were not implemented at all. For some ACB and country programmes, delays in starting up project activities were often the consequence of political processes and events (elections being the most frequent source of delays). Political changes after elections also may be the cause of changing institutional environments in which the LOGO South programmes can hardly continue. The same is true for individual twinning projects. Because of a decrease of commitment in the southern municipality, and normally only after a long period of pressurising the partner, the project may then be terminated. VNG-I appears to be hesitant in cutting twinings that do not function, where commitment is missing, and where performance is low.

A special note should be made with regard to the outcomes of the international exchange meetings in the framework of the thematic programmes. It is doubtful whether these meetings constitute a strategic and efficient tool for knowledge sharing. The learning effects of these exchanges seem to be limited, since the background of the participants differs enormously with respect to problem setting, legal framework, size of the budget, political-administrative framework. Many participants of such thematic meetings did not assess them positively.

Actually, internal evaluations and discussions at VNG-I arrived at the same conclusion. It was acknowledged that such South-South exchange meetings within the thematic programmes should never become an end in itself. One positive exception was the international exchange meeting at the event of the World Water Forum in Istanbul. It was felt that the focus of this meeting not on technical, but on cultural aspects of water use was a common denominator that rose interest among all delegations present. VNG-I now organizes only exchange meetings on a regional

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<sup>21</sup> Closing the circle – Bringing Integrated Solid Waste Management Home (2008, in cooperation with WASTE)

<sup>22</sup> Lobbying for Local Government Associations (2008).

basis, e.g. between partners in neighbouring countries who are dealing with more or less similar cultural backgrounds and regulatory frameworks.

The annual Regional Workshops that are central to the regional ACB programmes are also highly valued. The LGA representatives have to prepare well in advance, doing some homework and sharing lessons and experiences with respect to a particular theme during the workshop. However, although most representatives claim that they have learned from the LGA experiences elsewhere in the region, they also admit that it is often difficult to apply these lessons in their own environment.

### **Outcomes of the PD&R component**

According to the annual report of 2008 the main activities formulated in the annual plan of 2008 were indeed carried out. Three specific projects may be mentioned that already have attained some good results.

Firstly, with regard to the local governments in peace building and fragile states an impressive set of actions was executed in 2008. The first World Conference on City Diplomacy took place from 11-13<sup>th</sup> June 2008 in The Hague, where 400 local government representatives from more than 70 different countries participated. A book on the subject was published. The event was organised in cooperation with UCLG and the municipality of The Hague.

A second tangible activity focused on the establishment of networks of young councilors in the developing countries advocating the importance of local government approaches to achieving MDGs. In the year 2008, networks of young councilors were set up in Sri Lanka (400 members), Uganda (15 members), Tanzania (15), Ghana (20) (as well in the Netherlands). At the World Urban Forum in Nanjing the Global Network of Young Municipal Councilors Supporting the MDGs was formally founded. In 2009 a meeting took place at Arusha (Tanzania).

With regard to the support to local governments in conflict areas, in 2008 and 2009 only the county programme for Palestine was executed in a conflict area (annual plans 2008 and 2009). In 2007 and 2008 several new municipalities joined the programme and in 2009 a GIS dissemination seminar took place in which also the city of Tel Aviv was involved. A Japanese peace-building grant was obtained for financing the MAP secretariat, a youth exchange activity on environmental issues took place and several working visits and on the job trainings were organized. The MAP secretariat participated in several international conferences. In 2009 activities were also executed in Kabul (Greening of Kabul) and in the great lake region in Africa, but these activities have not yet led to concrete results<sup>23</sup>.

Lastly the 'UCLG Position Paper on Aid Effectiveness and Local Government - Understanding the link between governance and development' which was published in November 2009 is worth mentioning. The report was funded by VNG –I and the Federation of Canadian Municipalities (FCM). The report was prepared by FCM and coordinated by UCLG Capacity and Institution Building (CIB) Working Group of which VNG-I Director Peter Knip is technical chair.

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<sup>23</sup> With regard to the greening of Kabul project a crucial disagreement over the approach occurred between the Mayor of Kabul on the one hand and VNG International and other related organizations, including officers and officials of the municipality of Kabul on the other hand (LOGO South programme Annual plan 2010, Annex 1.3.2). Planned activities on the Great Lake project in Africa did not take place, mainly due to the weak capacity of participating Local Government Associations and the East African Local Government Association (EALGA) (LOGO South programme Annual plan 2010, Annex 1.3.2).

### 4.3 Effectiveness

In measuring the effectiveness of the LOGO South programme, progress towards meeting the different project objectives should be central. However it is important to stress beforehand that programmes are generally over-ambitious. Too ambitious programmes can result in targets not being met within the allocated timeframe, although many results might have been achieved and targets can still be met at a later stage. Previous evaluations of the LOGO South programme also mention the high ambitions. For example an evaluation carried out in 2008 stressed that the country programme on water management in Indonesia needed to be revised, as objectives were not realistic. An underlying problem is reflected in the logframes as they include many assumptions which actually represent more or less ideal situations. Reality is far less than ideal; politization, staff turnover, disruptions on communication etc. are part of day-to-day reality. An advantage of working with relatively short-term project cycles is, however, that it allows for flexible adaptation in the next project cycle. Projects are embedded in twinnings between two cities are usually long-term and allow for different areas to be developed in the course of the relationship.

The effectiveness of the LOGO South Programme depends in part on the extent to which learning occurs and the way in which this learning is leveraged to widen impact. In this regard we have already noted the way in which learning is achieved through the twinning itself and through the additional activities (seminars, exchanges, newsletters) added by the LOGO-South programme. A specific strength of the twinning model is that skills learned can be directly applied in daily practice. Through the peer-to-peer learning taking place in ongoing communication between Southern and Dutch counterparts knowledge exchanged has a direct relevance for the problems at hand. This is a highly effective form of learning. All respondents valued this learning through the peer-to-peer modality as the most effective form of learning that the LOGO-South programme offers.

#### **Strengthened local governments**

The local governments are strengthened in a number of ways; in policy formulation, in internal project management, with regard to improvement of technical skills of people involved and in the coordination and cooperation within and between departments. However, in most cases the municipalities have not been strengthened in thinking strategically about the choices of the instruments and priorities for successful implementation of municipal policy. More tangible results are to be found in the fields of water and waste management, social housing processes, service delivery, and in some cases also the increase of revenues.

With regard to the projects focusing on water provision in Indonesia, it was found that so far the involvement of local governments in the programme was very limited, although they are key players. Therefore it is highly recommended to actively involve local governments in the programme level activities and projects, as they are the owners of the water companies, set the rules and determine the tariffs. These recommendations were already formulated in the advice to the LOGO South Advisory committee (May 2008). Since then, no progress has been made with involving the local governments.

One of the strengths of the LOGO South programme is the potential of the programme to leverage learning effects and knowledge generation between different

levels of government. In some cases these learning effects do indeed occur (like in South Africa) whereas in other cases this potential is not (yet) fully utilized.

In Benin, ‘leveraging’ of knowledge and skills to other levels of government is probably limited. However, there is a demonstrable spread of knowledge from the three municipalities involved to other jurisdictions. In the case of land registration, mention has been made of the network of 18 municipalities that have grouped together to share information. In another case, successful implementation of a civil registry (Kandi) triggered visits from other municipalities while local officers are now invited to demonstrate their approach elsewhere. Moreover, SNV and VNG and the partner municipalities have organized regional and national workshops (now extending to include towns in other countries as well, as in the case of Kita, Mali) to jointly discuss issues and share experiences.

### **Strengthened local governments associations**

Most local government associations have been able to profit from the ACB programme, be it because of the mutual learning through the regional workshops activities, the peer-to-peer exchanges, or as a result of the targeted on demand efforts made by international experts to analyze the strengths and weaknesses of the LGAs, to devise strategic plans, improve communication and advocacy strategies, membership services, and internal (financial) management procedures, etc. The tailor-made programmes are a great strength of the ACB programme which leads to effective results.

Having said that, however, one must also take into account that the ACB programme operates in a highly varied and complicated political landscape. The composition of the Boards and Secretariats of LGAs is often a reflection of that very political landscape, which is far from stable. After municipal elections, new representatives will be appointed in the LGA Boards. In some LGAs, even without the frequent changes resulting from changing municipal electorates, the Directorate and the Board have only a one- or two-year mandate. These political changes do not necessarily also result in changes of the Secretariats, but it is clear that in such volatile contexts institutional strengthening and knowledge accumulation are real challenges.

### **Learning and capacity building**

An important element in the LOGO-South programme is the direct personal peer-to-peer relation, maintained via mission visits, email and frequent phone calls. These peer-to-peer relations are unique – because of their long term character and reliability – and several examples were mentioned where the trust and fluidity of contact in these relations have led to important changes. In South Africa this had strong positive impacts both within and across organizations (sectoral knowledge). In Benin and Indonesia, similar observations have been made.

Peer-to-peer exchanges were valued as most valuable. Many respondents in the three countries visited for this evaluation indicated that they had frequent contacts with their Dutch partners. Frequency ranged between weekly to monthly, very few had less than monthly contact between missions. Much is learned in the process of joint project implementation. Several respondents mentioned specifically this peer-to-peer learning as a strength of the partnership, and better than hiring a consultant for this type of projects. First of all there is a better understanding of possible obstacles, since the peer knows the municipal reality. Furthermore the fact that the relation

continues even when the concrete project activities are finalized is highly appreciated. Several partners reported to also seek advice from their Dutch peers for issues not directly covered under the project.

As is often the case in international exchange programmes, good communication processes are of central importance. In many instances communication between the Dutch and the Southern partners appears to be adequate; but in twinnings where progress is less satisfactory, bad communication is often both a cause and an effect of poor progress. Difficulties in communication have to do primarily with the attributes and enthusiasm of participants, or with language problems.

Respondents indicated that learning in different fields did take place. Especially learning on partnership processes was mentioned: through the twinning projects different actors in the respective countries started working together resulting in new partnerships. Furthermore people involved mentioned they also learnt about management processes within the organization and about leadership. They also mentioned they learnt factual knowledge about specific issues (e.g. on environmental regulations) and that they developed instrumental skills (e.g. using specific computer programmes like GIS). Lastly they learnt about differences in attitudes and values.

### **Local policy formulation and implementation**

LOGO South projects have direct inputs into local policy formulation; it is an integral part of many projects. In the country programme of South Africa many projects have the formulation of a housing and/or spatial planning policy as a component (i.a. Tshwane, Langeberg, Govan Mbeki and Ekurhuleni). In several cases it was an added value that housing and spatial planning were treated in tandem, something uncommon in South Africa. The project in the water-sector specifically aims to address the entire cycle of policy formulation, setting up the relevant institutions and support implementation of the new policies.

In general, in the phase of policy implementation obstacles occur because of the necessity to coordinate with the political process. This can seriously delay policy implementation. As a result the concrete visible outcomes are lagging behind. Despite this delay several good examples were found of project implementation.

The projects on financial management in Benin start bearing fruits; in two municipalities offices were set up for civil registry which has already lead to increased revenues (especially in Kandi). Moreover citizen registration is important as birth certificates are required for obtaining school diplomas, and in that sense also contribute to learning. Similarly, the RFU (land title registration) in a third municipality did raise local revenue. It must be said, however, that the projects are relatively young and local governments involved recently started with implementation of activities.

In Emfuleni (South-Africa) cooperating with Tilburg and Eindhoven, many goals have already been reached, such as a cleaner environment in the townships, commitment of the people to waste disposal, waste services are organised in the townships, the task teams consisting of officials and volunteers was established, successful awareness activities were realized and research on recycling is carried out.

Another clear result mentioned was a decrease in water loss in Indonesia through the calculations of pipelines, improved meters and registration methods for water use etc., thus resulting in improved revenue collecting scores for the PDAMs. Indeed, water qualities also have been improved and GIS mapping and other tools

have led to more reliable water management operations. In Banda Aceh, spectacular progress has been made in terms of solid waste management. Banda Aceh is proud of being the first city in Indonesia having a municipal waste management plan. Now the plan is being implemented in three pilot neighbourhoods, focusing on small-scale door-to-door waste collection and environmental education, recycling, and composting initiatives.

### **Dissemination in wider context (exchange at different levels)**

Research findings indicate that dissemination in a wider context is actually one of the strengths of the LOGO South programme. In Benin and South Africa local governments did exchange information and experiences, as did some water companies in Indonesia. Effects of the LOGO South programme were also more widely spread than the local governments directly involved in the programme.

In South Africa, CMRA, SALGA, and the Union of water catchment organizations – organizations operating at national level – fulfill a key role in the dissemination processes. They develop instructional materials and facilitate in municipal exchanges in meeting. Municipalities in Benin also took the initiative themselves to exchange experience. Interestingly, the most problematic local government project in Benin was the most isolated one.

Indonesian water companies in Java and Sumatra organized seminars for other water companies, both in-house and elsewhere in Indonesia (East Kalimantan), thus bringing in practice the train-the-trainer approach of the LOGO South country programme. Recently one of the governors of neighboring Timor Leste expressed his strong interest in participating in the Indonesian ‘country programme’ of water management.

Research findings show that dissemination strategies should be chosen strategically to increase the relevance of the dissemination. The newsletter developed by the coordinator of the country programme in South Africa for instance was highly valued by participants. The municipality of Govan Mbeki designed a dissemination strategy to ‘likewise municipalities’ (i.e. municipalities facing similar challenges in their direct surroundings). Also the manual produced by SALGA (with input from the LOGO-South programme) was widely used. However, South African municipalities indicated that the international exchange with other municipalities in the field of local waste management did not have much added value for them as they considered themselves ready for more advanced support in the field of technical aspects of waste management than their counterparts in Asia and Africa. They considered exchange with other municipalities at a lower level of implementation and in a very different reality was not very useful. Instead, they preferred close collaboration with municipalities in their own region. VNG International – being aware of this criticism – already decided to organize regional trainings in the period 2009-2010 in South-Africa, Indonesia and Nicaragua, which is likely to increase both relevance and efficiency of the dissemination efforts.

### **Other effects of LOGO South programme**

#### *Opening doors*

Partnerships make it possible for municipalities to approach national Ministries with discussions on policy changes, which they cannot do on their own. Partnerships may

also open doors to international funding agencies, as is witnessed by the Banda Aceh experience. Here, the solid waste management plan prepared with the support of Apeldoorn/Rotterdam municipal experts is very instrumental in securing new funding for the implementation of specific projects outlined in that strategic plan. As such, even relatively small-scale LOGO South projects, if strategically chosen, can generate huge multipliers, thus also adding to the sustainability of the projects.

#### *Results for Dutch local governments*

The ToR of the LOGO South evaluation did not specifically include mutual learning, as the objectives of the LOGO South programme are directed towards strengthening of the local government sector in the South. It was felt some interesting findings on reciprocity, which came up during fieldwork, are worth mentioning. Learning processes also occur from South to North – particularly in ‘public and stakeholder participation processes’, ‘relativity in relation to own municipal situation’, ‘out-of-the box thinking’/‘creativity’ and the ‘importance of development cooperation’. However, Dutch municipalities do not easily recognize the lessons from the South which they could incorporate in their own strategies (e.g. utilizing SMEs for economic empowerment instead of large construction companies). Other benefits which were mentioned were personal growth and the challenge of using knowledge and experience in other context. Although public support for development cooperation is not an objective in the LOGO South programme and activities focus on strengthening local governance in the South, it must be mentioned strengthening public support and increasing global awareness is an important objective for most Dutch municipalities to be involved in international cooperation.

Dissemination of information within Dutch water board does take place by means of debriefing, presentations and newsletters. Here the South-North learning component is explicitly recognized. Water boards mentioned that participating in international programs is a way of image building and human resource management for water boards.

#### *Poverty alleviation*

The evaluation mainly focused on the outcomes in terms of strengthening local governance and the local governance sector. The outcomes regarding poverty alleviation were not analyzed. However some remarks can be made based on the field research in Benin, South Africa and Indonesia.

The LOGO South programme is based on several main assumptions. For example, programmes related to the MDGs are based on the assumption that by improving waste and water management, the poorest people are reached and that public health will be improved. However general research findings on poverty alleviation indicate it is hard to reach the poorest as they generally live in informal settlements beyond the reach of main services. Moreover in many countries and regions elite capture leads to a situations where the poorest only have limited access to services.

According to research findings it can be concluded that LOGO South projects focusing on solid waste and water management do contribute to poverty alleviation. A wide group of citizens, including poorest are likely to benefit from an improvement in water quality and less floods, while improvement on waste management will have a positive impact on public health. However for some other themes this relation is less

clear. In the programs in Benin focusing on financial management it is not clear whether the poorest people are reached. Benefits seem to affect mostly the middle-income groups. However on a longer term local governments are expected to be able to improve services as their income is increased, provided money is well spent.

In South Africa it is doubtful whether social housing projects contribute to poverty alleviation. Social Housing Institutions have very little stock, and do not reach the poorest of the poor; their main target group are people with a reliable low to middle income. In the longer term, however it is expected a larger stocks will be created.

### **Effectiveness of PD&R**

As mentioned before it is difficult to draw conclusions on the effectiveness of the PD&R programme as the programme is relatively new and this evaluation did not allow field study. Generally it can be said one of the three main programmes targeting fragile states are effective; namely the Municipal Alliance for Peace in the Middle East, while the programmes in Kabul (Afghanistan) and the Great Lake region have not been effective yet. It must be emphasized the MAP programme has a much longer history; the programme already started in 1999. It must be noted the programme initially also did not meet its objectives and few results were obtained mainly due to difficult political circumstances. Lessons should be drawn with regard to the ambitions of working in fragile states and strategies to overcome these political circumstances. The organization of the first conference on city diplomacy was effectively done as the financial support of the municipality of the Hague was considerable. The effectiveness of the City Diplomacy conference increased by formulating a clear output - the The Hague Agenda for City Diplomacy which was connected to several strategic websites<sup>24</sup>. Moreover, the Committee of the Regions of the European Union prepared a report and an opinion based on the city diplomacy book.

The MDG young councilors network made a promising and effective start and the activity is strategic. However the network was recently set up and its effectiveness has yet to be seen. Under the umbrella of the theme of 'Aid architecture, policy dialogues and accountability' several activities targeting some main policy themes were carried out but on the basis of this evaluation no conclusions can be drawn on its effectiveness.

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<sup>24</sup> Website of United Cities and Local Governments (UCLG) <http://www.cities-localgovernments.org/> and website of the Council of Europe – Committee of Ministers <https://wcd.coe.int/ViewDoc.jsp?id=1501519&Site=COE&BackColorInternet=DBDCF2&BackColorIntranet=FDC864&BackColorLogged=FDC864>, both assessed November 2009.



## 5 - Conclusions and recommendations

In general terms the LOGO-South programme can be considered as a highly relevant, efficient and effective programme. The themes taken up in the projects reflect key priorities in municipal governance, and sectoral priorities which strongly contribute to effective local governance. Although levels of ownership vary from country to country, commitment to the projects both in the Netherlands and in the South is high and knowledge on ongoing project activities is up-to-date among the partners and VNG International staff.

The LOGO-South programme has as its prime objective to strengthen local government. The relatively small project-grants which form the main instrument are utilized in a very efficient manner, because they build on existing organisations and staff, and finance only additional activities which build on those strengths. The existing processes provide a variety of forms of learning (N-S; S-S; S-N) between different partners and stakeholders involved in the twinning projects and programme activities. The programme has positive multiplier effects, because of add-on activities by other stakeholders (knowledge generation), organized by existing partners in the twinnings.

In the majority of cases the implementation of project-activities is quite satisfactory. Twinning can reach these levels of success particularly if the following conditions are met:

- Theme and project activity clearly respond to a demand of the Southern partner
- The theme chosen is a theme on which the Dutch partner can contribute knowledge and experience
- Joint project formulation which results in high level of ownership on both sides
- The project is embedded/supported both politically and within the administration
- Has ample opportunities for P2P learning, i.e. all relevant peers are on board on both sides
- Lower (local) level activities are embedded in programme activities at sub-national/national level (either through complementary LOGO-South project, or through coordination with national level programmes)

Below a SWOT analysis is provided summarizing the aspects discussed in the previous chapters, and leading into the recommendations for the future. This discussion utilizes the same evaluation criteria as those used in the previous chapters: relevance, efficiency and effectiveness.

## **5.1 RELEVANCE**

### **Strengths**

- Projects and themes addressed are (highly) relevant. In general they are in line with priorities identified at national and local level.
- Generally programs are harmonized with other donor organizations.
- Generally ownership of project activities is high.
- Project sustainability high; project partners are members of existing organisations and not dependent on project salaries.
- working with existing organizations ensures sustainability at organizational level beyond the scope of specific projects.
- LOGO South includes both municipal and sectoral twinings (e.g. water boards, housing corporations) important in building thematic partnerships at sectoral level.

### **Weaknesses**

- Currently the programme set-up is fragmented. Though understandable from the history of the programme and donor-conditions, fragmentation should be reduced in the follow-up programme
- Although VNG I puts a lot of effort in harmonization with other donor organizations, in some cases this occurred at a rather late stage or it appeared difficult to effectively harmonize effort (e.g. coordination with GTZ in Benin on setting up cadastres).
- Projects involving semi-public companies have limited direct effect on strengthening local government if they do not respond to a felt need.
- In most projects an exit strategy is missing.

### **Opportunities**

- Ongoing decentralisation processes might provide more opportunities for cooperation between municipalities
- The local municipality-sectoral associations-national government linkages developed in the water sector in South Africa can serve as a model for developing other strategic alliances.
- Addressing the contribution of the LOGO South programme to achieving the MDGs in future project proposals is considered an asset. Instead of trying to have an impact on all MDGs the programme should rather focus on its strengths and objectives and limit itself to positively contribute to the MDGs which are in line with the main objectives. Moreover the programme should be in line with locally identified needs and with available knowledge and expertise of Dutch municipalities involved.

### **Threats**

- Policy and public support for MIC in the Netherlands is volatile especially at times of financial crisis and already poses a serious threat for some municipal partnerships.

## 5.2 EFFICIENCY

### Strengths

- Programs build on and strengthen existing organisations ensuring continuity.
- There are few extra salary-costs involved in twinning relations between local governments.
- Project-money is invested in project activities of core-staff, with a high potential to improve performance in key-areas of municipal/sub-national government tasks.
- Adaptability in funding programme – a variety of activities are eligible for funding, matching needs.
- Efficiency of the programme by partners adding on municipal human resources, financing from municipal and other sources (multipliers), and extra time inputs.
- Partners draw in extra research and knowledge creating activities (universities, practical experiments; etc.)
- Existence of cooperation in regional ACB programmes with other donor organizations and LGAs.
- Country coordinators fulfil important role in the support to project implementers and in the dissemination of experiences.
- Costs of management lower compared to other bilateral development programmes (no costs of ex-pat staff and programme management units)

### Weaknesses

- Monitoring by VNG International mainly on the output level (meetings organised, missions executed, number of people involved in missions etc)
- VNG International is not sufficiently active in promoting strategic twinning projects, to ensure both ‘excellent examples’ for other twinings and to promote sectoral up-scaling in chosen themes
- VNG International is not strict in closing non-functioning twinings.
- Management structure and management information system at VNG International are fragmented, reducing institutional memory and knowledge exchange, partly also as a consequence of relatively high staff turnover.
- VNG International rarely acts as a catalyst between municipalities looking for support at sectoral level.
- Relatively cumbersome administrative/reporting requirements for relatively small projects
- Limited time allocation of staff VNG International for reflection and R&D.

### **5.3 EFFECTIVENESS**

#### **Strengths**

- Important effects on strengthening local governance in the South; capacity building of staff of local governments, strengthening of organizations, changes in policy formulation and implementation.
- LOGO South programme has the potential to leverage learning effects and knowledge generation between different levels of government (local, sectoral and national).
- Learning effects between peers are strong (North-South, South-South, but also – often neglected – South-North).
- Embedding of development initiatives in networks of personal links (city twinnings, personal relations between localities involved) leads to more motivation and is more sustainable than emerges from specific time-bound projects/programmes.

#### **Weaknesses**

- Project proposals are generally too ambitious and targets formulated are not realistic. Logframes are formulated on the basis of assumptions which represent more or less ideal situations. Outcomes can therefore be perceived as disappointing considering the aims and targets set.
- Limited recognition of spin-off from the projects in terms of 1) wider learning effects, 2) changes in policymaking and 3) more cooperation between different actors in the South.
- Limited recognition of learning effects of all staff involved.
- Although the main objective is capacity development, no monitoring of learning effects at different levels within projects and programme as a whole.

#### **Opportunities**

- The learning effects should be monitored between different partners and show the effectiveness in strengthening local government capacity embedded in this programme.
- The strategic examples, coupled with networking between local twinnings, sectoral associations, and national government, make it possible to up-scale activities in this programme and make them effective at national levels.
- The method of working of the LOGO South programme, with existing organisations and staff, should be promoted as an efficient and effective example for other development cooperation programmes.

#### **Threats**

- Changes in (local) political conditions can seriously impact the realization of projects.
- Language barriers and cultural differences can make knowledge exchange and learning difficult.

## 5.4 Recommendations

The above general findings about the quality of the LOGO South programme lead to the following recommendations.

### **Maintaining existing strengths:**

- Systematically check all project proposals; the contribution of strengthening local governance should be central.
- Maintaining adaptability in programme applications – in variety of activities eligible for funding
- Reconsider the main relevant themes and identify most strategic themes; they should be in line with the expertise and experience of local governments and focus on strategic themes at the country level
- Make strategic choices to ensure both critical mass and multi-level approach in chosen sectors. Be open to changes in the countries the LOGO South programme focuses on; a few countries might be reconsidered in case mass becomes too limited. Other countries where a mass does exist and which do not receive support at the moment might be interesting. As a rule of thumb, a minimum of 3 projects per country may be considered as a prerequisite for establishing a country programme.
- Not limiting twinnings to municipalities only (especially important in building sectoral partnerships)
- Promoting combinations of stakeholders at different scale levels
- Maintain support for missions to NL and ensure ‘peers’ from whom to learn (e.g. promote exchange between CEOs of social housing institutions in Netherlands and of CMA)
- Maintain existing cooperation in regional ACB programmes with other donor organizations and LGAs
- Continue harmonization with donors but also actively search for (new) strategic partners; both locally and internationally.

### **Increasing strengths:**

- Maximize the leverage effects of the programme:
  - where possible, scaling up impact of municipal activities (e.g. in waste, housing, finance, etc) by linking them to sectoral organizations and national policy
  - for local projects, make sure that they are linked to higher government levels
  - selecting/promoting strategic twinning as examples for future directions to be taken by other municipalities
  - utilizing LGAs as platforms for national and international exchanges – to influence policy development
- Strengthen cooperation between administrative and political processes

- draw in politicians at an early stage into project cycle/process, to reduce delays and interference in policy implementation
- After policy formulation processes have been completed, politicians should not be allowed to intervene in implementation processes
- Strengthen learning effects in projects and programme
  - draw in education/research institutions more systematically at project level
  - Country-coordinator and VNG-I staff in NL should function as matchmaker to ensure a more tailor-made setting to exchange knowledge. Only if country-coordinator act as catalyst and match-maker South-South exchange will flourish
  - provide facilities (country coordinator) for exchange of lessons, guidelines, manuals for implementation at the sector level for all themes/projects at the country level
  - market the results of the twinning/sectoral projects to wider public to indicate improving trends in institution-building systems (e.g.: CMA)
  - develop a differentiated certification system for different learning modalities in the project. Training received in Dutch higher education institutes can be co-validated by national validation organizations. Training through exchange activities and on the job training can be certified by VNG-I
  - provide international exchanges only at explicit request of Southern partners
  - make facilities for international and national South-South exchanges more widely known
- Involve councillors and mayors in programmes to increase political support.
- Identify and select strategic LGAs for ACB programme (e.g. no ‘councillors’ clubs’)
- Increase institution-building capacity (increasing cooperation between departments in one municipality; existing strong links with other stakeholders in the city)

### **Overcoming weaknesses:**

- Improve coherence by trying to link between MIC and ACB programmes and to focus PD&R on the core and strength of the LOGO South programme, instead of mainly starting new initiatives.
- Include making an analysis of the political context including a risk analysis for all new project proposals (VNG International could support making the analysis).
- Reserve more time at VNG International for strategically implementation.
- Learning processes in the projects, which are quite strong in practice, should be recognized and monitored systematically. For this, a model of different types of learning should be developed
- More attention should be paid to increasing capacity for effective revenue collection and cost recovery mechanisms within municipalities
- Improving VNG-I LOGO South organizational mechanisms:
  - country coordinator should be well-qualified national citizen

- merge country and thematic coordination under responsibility of country coordinator
  - increase flexibility in project processes: increase flexibility in transferring budgets to a second phase of the programme in order to increase relevance (focusing on real outcomes instead of realizing the formulated activities) as well as to increase ownership and sustainability
  - Increase flexibility on focusing on more than one theme per country, especially for well functioning twinnings.
  - provide one coordinator at VNG-I to support municipalities in preparing project proposals (log frames, contextual/risk analysis, etc.)
  - Improve knowledge exchange within VNG International in order to improve relevance, efficiency and effectiveness of the programme as a whole
  - Improve efficiency of management information system at VNG International
- Distinction should be made in learning and strategic twinning relations, in which strategic relations should provide successful lessons for other municipalities to follow
  - Twinning projects and country programmes with unsatisfactory results should be phased out, while securing adequate exit strategies and considering a rest category of proven successful twinnings (as examples and because of long-lasting partnerships)
  - Secure sound approaches for partner selection and contextual risk analysis before starting up and/or approving of new projects/programmes
  - Promote/ strengthen VNG International's role as a catalyst between municipalities looking for support
  - Reconsider twinnings of partners with mainly commercial interest.
  - Monitoring can be improved by focusing on performance in the key-domain of the programme; capacity building and strengthening of local government.
  - Formulate exit strategies and devote more attention to the institutionalization of knowledge generated.
  - Acknowledge learning of Dutch municipalities involved. Mutual learning also positively influences public and policy support for MIC.

#### **Directions for the future:**

- Adjust VNG-I LOGO South management:
  - less fragmentation (e.g. appointments for a longer term, more coordination and information sharing between LOGO South staff)
  - introduction of a solid information management system
  - Adjust focus of monitoring system: focus more on contents, learning and spin off effects (not on numbers)
  - Simplify exaggerated and multiple auditing procedures for relatively small scale projects in LOGO South
  - In formulating new funding proposals with realistic budgets, assess the real time needed for the management of the LOGO South programme
  - Recruitment of local, high quality MIC and ACB coordinators

- Consider a more extensive use of expert pools in addition to the collegial collaboration between twinning partners.
- Develop a more focused (less fragmented) LOGO South programme with more strategic potential, e.g. by
  - phasing out of the thematic programmes
  - reconsidering cross cutting themes (gender?; public participation?)
  - less country programmes (with more twinning projects per country)
  - consider also regional programmes (e.g. Francophone West Africa, Southern Africa)
  - thematic focus of country programmes should be intimately related to national policy priorities
  - focus on issues that fit within the core objective of LOGO South, i.e.: the strengthening of local government (e.g. not on purely technical-operational matters)
- Address the contribution of the LOGO South programme in achieving the MDGs in future project proposals. Focus on those MDGs that are in line with the main objectives of the programme.
- Increase potential synergy in programme by developing ACB programme (but not necessarily and not only) in countries with MIC country programme
- Promote seeking connection/partnerships with knowledge centres, universities, etc. to stimulate strengthening whole sector and embedding knowledge
- Consider including the issue of climate change into the programme
- The method of working of the LOGO South programme, with existing organisations and staff, should be promoted as an efficient and effective example for other development cooperation programmes.





## **Annexes**

## Annex 1 - Terms of Reference for the Evaluation LOGO South programme 2007-2010

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In short the rationale for the evaluation (I) and the background of LOGO South (II) will be given. To get an understanding of the programme the set-up of LOGO South is described (III) followed by its purposes and results (IV). Important aspect are the roles of VNG International (V) in the implementation of LOGO South.

The scope (VI) and objectives of the evaluation (VII) are determined with specific points of attention. At the end after the evaluator's profile (VIII) a provisional planning (IX) and the budget (X) are given.

#### *I. Rationale for the evaluation*

As the LOGO South programme 2007-2010 is in its third year of implementation, an external evaluation is foreseen to assess the progress towards achievement of the planned programme objective and results, programme design, programme implementation and programme management by VNG International. The independent evaluation is an obligation put forward by the Ministry of Foreign Affairs – the main funder of LOGO South - in the contract of LOGO South.<sup>25</sup> Irrespective of this obligation, VNG International itself strives to improve the quality and the impact of its programmes. Evaluations are instrumental in this and VNG International welcomes outside perspectives on the achievements of the LOGO South programme and recommendations on its structure and the way it is carried out. It is expected that the findings and recommendations will contribute to the debate on the effectiveness of municipal international cooperation.

#### *II. Background of the LOGO South programme*

Through LOGO South, local governments, local government associations, water companies and water boards in developing countries strengthen their capacities to provide services and to combat poverty. LOGO South 2007-2010 consists of three components each with its own focus:

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<sup>25</sup> See article 13 b of the Ordinance by the Minister (Beschikking dd. 31 januari 2007, kenmerk DEK-BA/022-07).

- i) Municipal international cooperation (MIC) as a means for capacity development of local governments<sup>26</sup> within a framework of country and thematic programmes with a specific role for local government partnerships;
- ii) Association Capacity Building (ACB) as a means for capacity development of local government associations in partnership with VNG;
- iii) Policy Development and Research (PD&R) that deals with policy development in an international arena and is partly based on experiences and lessons learned from LOGO South's MIC and ACB.

Programme implementation is largely funded by the Ministry, based on a request from VNG. Financial contributions to the implementation are also made by the participating local governments and local governments associations in developing countries and in the Netherlands by the Association of Netherlands Municipalities (VNG).

The programme had two predecessors: LOGO South 2005 – 2008 and the VNG Association Capacity Building programme 2002 – 2006. As of January 1, 2007 these two programmes have been merged and the new component for Policy Development and Research was added. This history of the programme will have an effect on the scope of the evaluation (see below under IV). The history becomes also obvious in the objectives of each component. LOGO South 2007 – 2011 is an important instrument for Municipal International Cooperation that VNG International has fostered since 1991, initially as 'the GSO programme' that has evolved into 'LOGO South' and hopefully will evolve in a new programme after 2011.

### ***III. Set-up of LOGO South***

The three components of LOGO South have their own set up.

#### **MIC component**

The set-up of the MIC component is largely based on the outcome of the evaluation of its predecessor programme GSO by the Ministry's Policy and Operations Evaluation Department (IOB), published in 2004. IOB, while generally acknowledging the relevance and the impact of the GSO programme, nevertheless pointed out some weak points which have been addressed in the set up by a clear focus on policy fields and countries, and the adoption of a country context approach. The component targets 12 countries in so called 'country programmes' that are lodged within an analysis of the national framework. Furthermore, there are 'thematic programmes' that aim at South-South exchanges on one subject, knowledge sharing and product development. Local government projects are being implemented in these frameworks. By the end of 2008 within the country programme and thematic programme frameworks, 53 projects are implemented and/or have been implemented by local governments. To support the implementation national LOGO South coordinators are placed in local government associations or default organisation in several countries. National and local experts can be engaged to play a facilitating role or conduct research. Programme management is done by VNG International, but at the same time VNG International is one of the implementing organisations. In practice this means VNG International together with local

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<sup>26</sup> In the programme, local government refers to all governments that are not national, so including regional authorities, provinces, water boards, water companies and their umbrella organizations.

government associations organises workshops, conferences and research. VNG International grants an application by the Local Government Association in this respect.

Implementation of MIC takes place through three instruments.

1. *Country programmes* that deal with one subject per country. They are implemented by a (local government) organisation, which organises some activities at national level and monitors implementation of the multi-year municipal projects (see below). Country programmes are operationalised in annual work plans that define the focus and scope of the local government projects and the activities at national level. Considerable effort was put in a participatory design of all country programmes to make them fit into the national policies and priorities of the respective country. Currently country programmes are implemented in the following countries and on the following subjects: Benin (local taxes), Egypt (local water supply and sanitation), Ghana (financial management), Indonesia (local water management), Namibia (HIV/AIDS) Nicaragua (strategic planning and local taxes), The Palestinian Territories (environment), Sri Lanka (waste management)<sup>27</sup>, Sudan (water supply and waste management), Surinam (capacity development of districts), Tanzania (financial management) and South Africa (social housing). Local government projects (see below under 3) are integral part of the implementation of country programmes.

2. *Thematic programmes* concern thematic exchanges between local governments and affiliated organisations such as utilities from different countries. They are implemented by VNG International and local partners. There are four thematic programmes, in the fields of local water management (in Egypt, Indonesia, South Africa, Sudan and Surinam), waste management (in Indonesia, Nicaragua, Sudan and South Africa), citizen participation and HIV/Aids (in Namibia and South Africa). The objective of the thematic programmes is to provide opportunities for exchange on one subject (South-South exchanges), knowledge sharing and product development. The thematic programmes are implemented and managed by VNG International. Local government projects (see below under 3) are integral part of the implementation of thematic programmes.

3. *Multi-year projects* implemented by one or more local governments in a target country and one or more from the Netherlands. These projects are carried out within the framework of a country or thematic programme and again structured by annual plans. Within these 16 programmes, by the end of 2008 there are 53 ongoing and finalised local government projects, in which 70 local governments in developing countries and 53 Dutch counterparts are involved. These projects are managed by the local partners.

Day to day management of the country programmes is done by country coordinators who are located at the local government association in the respective country (or other local organisation). The role of the country co-ordinators is to develop, organise, steer and support activities under the work plan of their respective LOGO South country programme. Implementation of country programmes and thematic programmes takes place along two intertwined lines. The first is the implementation of local twinning projects in which local

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<sup>27</sup> Due to a lack of development in implementation it was decided not to continue the implementation of the country programme Sri Lanka as from January 2009.

governments in two countries co-operate. The second is the implementation of activities at national level, implemented by the respective association of local governments or default organisation at one hand and VNG International on the other hand. The country coordinators have an advisory role in the approval of twinning project proposals and support and advice the Dutch and local partners during the implementation of their projects.

### **ACB component**

The set-up of ACB relates to the outcome of the evaluation of the VNG ACB programme 2003-2006, that was carried out in 2006. The Association Capacity Building component within LOGO South 2007- 2010 works with a regional set-up in four regions: West Africa, Central America, South-East Asia and East Africa providing support for 12 partner local government associations. Apart from working in partnership with these 12, the programme offers support opportunities to other local government associations through an Open Request Fund (ORF). Support modalities are offered in the following forms:

- Specific learning processes benefiting individual work, such as on-the-job training and coaching
- Work group learning processes, such as team building, and the development of internal management manuals
- Short-term technical assistance related to local government associations from a national source, the region and/or from VNG

An overview of the ORF programme can be found in Annex 3.

In ACB VNG International is again not only the programme manager but also functions as a resource. The resources it brings to the programme are two-fold: VNG itself is a local government association with over 90 years of experience, and VNG has been supporting other local government associations around the world in similar ACB trajectories involving some 60 associations over the past 10 years. With each expertise input VNG International works with terms of reference to identify a suitable resource person taking into account linguistic and knowledge transfer skills. Briefing and debriefing session are also held.

The rationale behind the need for this type of programme lies in the current wave of decentralisation in developing countries, which has now been on-going for two decades, in which local governments play, or at least should play, a key role. Local governments mostly heterogeneous in size and nature, form local government associations which aspiring to perform three roles:

1. Represent and lobby for local governments at central government level
2. Provide services to their member local governments
3. Offer platforms for exchange, learning and networking

Where local governments are ideally placed to improve the lives of their citizens through adequate service provision and furtherance of local economic development, the local government associations are able to improve the conditions in which the local governments work through lobby at central government level, and to improve local government performance through service provision (e.g. legal advisory services, training in financial management) while offering a constant forum for mutual learning. Where many donor organisations and others underline the need for local governments to function in order to have

successful decentralisation and thus the need to build the capacities of these local governments, the same is valid for their associations: they need capacities and skills to function as advocates, service and learning platform providers. That is why this programme concentrates on building the capacities of existing and new local government associations not shying away from the fact that these organisations work in a political context and always function at two levels: the executive and the political. This is part and parcel of the partnership approach VNG takes in this programme. The partnership approach is also referred to as 'institutional twinning' often referred to in the recent literature on decentralisation as an innovative modality in development cooperation. Work plans are designed annually in a participatory process and are based on the demands of the association in line with its strategic plan and mission statement.

### **Policy Development and Research component**

The policy development and research component is structured on the basis of themes. One programme objective ('Advocate the role of local government in poverty reduction in an international context') has nine themes with their respective specific objectives. The themes can be grouped for easy reference as follows:

- Local governments in peace-building
- Local governments and the millennium development goals
- Aid architecture, policy dialogues and accountability
- Municipal alliance for peace and other cases of direct support to local governments in conflict areas

With these themes, the LOGO South programme expresses some of debates in the world of development aid, while at the same time it explores new areas of local government support. In each theme, projects, networked exchanges or research are organised or commissioned. The exact nature of the activities (research, pilots and such) is determined for each theme. Links with the other components of the LOGO South programme are established when possible.

In this component VNG International is implementer and programme manager at the same time again. Participation in thematic networks or even the creation of networks is important for the impact of this component. If need be, the advice and participation of the co-ordinators of the other two components is sought. Elements from the MIC component, such as the country programme instrument, are borrowed whenever suitable. Working in conflict areas, especially, demands substantial funds and more time than working in stable developing countries.

#### ***IV. Purpose and results of LOGO South***

The purpose of LOGO South MIC is *Capacity of local governments in target countries developed to achieve 'good local government'*. Good local government can be measured by:

- 1 More effective and efficient services delivery of local governments,
- 2 More means to implement for local governments,
- 3 More transparent decision making by local governments,
- 4 New or improved policies, strategies, procedures and systems that will be developed, approved and implemented by local governments.

These indicators are reflected in the expected results of MIC:

- 1.1 Increased service delivery;
- 1.2 Improved local tax base or other forms of local government income
- 1.3 Mechanisms developed to inform the citizens
- 1.4 Developed effective strategies on issues like citizen participation
- 1.5 Recommendation to improve the enabling frameworks for good local government
- 1.6 Lessons learned are disseminated to others within and outside the target countries.

The purpose of ACB is *improved local governance and effective decentralisation through enhanced capacities of local government associations*. The specific ACB results are:

- 2.1 Improved service delivery by participating local government associations;
- 2.2 Strengthened technical, communication, financial and administrative management capacities of participating local government associations;
- 2.3 Improved capacities of participating local government associations to lobby on behalf of local governments on various local government themes;
- 2.4 Improved financial sustainability of participating local government associations.

The purpose of LOGO South Policy Development and Research is *to advocate the role of local government in poverty reduction in international context*. The specific Policy Development and Research results are:

- 3.1 Established international agenda and action plan on the role of local government in conflict prevention, peace building and peace making. Established a network of stakeholders within the context of UCLG that are willing to act as inspiring champions to advocate this topic at the UN multi-stakeholder conference in 2010;
- 3.2 Established national and international networks of young councillors advocating the importance of local government approaches to achieving MDGs. And established national and international agendas and action plans for local governments working on the MDGs;
- 3.3 Deepened insight in causal relationships between poverty reduction on the one hand and conflict prevention and peace building at local levels on the other;
- 3.4 Disseminated knowledge, expertise and best practices of local governments in conflict prevention, peace building and peace making;
- 3.5 Raised awareness with the international (donor) community and local governments on the role that cities play to ensure safe living conditions where there is migration, ethnic, social and religious tensions;
- 3.6 Researched and developed policy on the position of local government within aid architecture, the Paris agenda and decentralisation;
- 3.7 Local government associations participated in Netherlands' Embassies policy dialogues on bi-lateral aid;
- 3.8 Researched and developed policy for accountability in service delivery;
- 3.9 To create movements of local governments who work to create secure local conditions, to improve municipal services in conflict areas, and to create trust and confidence .



## ***V. Roles of VNG International in implementing LOGO South***

VNG International assumes two roles in the programme: implementer and programme manager. The implementing role manifests itself in the country and thematic programmes of the MIC component and in the ACB and PD&R component. Programme management is related to the assessment of grant applications from local governments and associations of local governments, subsequent contracting and monitoring and evaluation of implementation.

As programme manager VNG International develops regulations and procedures including application forms, report forms, legal contracts and financial monitoring schemes. In the assessment the LOGO South Advisory Committee plays an important function; the Committee consists of local government representatives and development experts.

## ***VI. Scope of the evaluation***

The division of LOGO South 2007 – 2010 in three components is the result of an administrative merger of two projects and one new initiative. What is called the MIC component started as LOGO South on January 1, 2005 for a period of four years (until December 31, 2008). What is called component ACB was as a proposal submitted to the Ministry of Foreign Affairs in October 2006. The new research and policy development initiative was developed to create opportunities for VNG International to contribute to debates and develop policies and practices in the field of the role of local governments and local government associations in development. Because of the history, the programme design still has a clear distinction between three fields of work: MIC, ACB and PD&R. The integration of the three components into one programme mainly followed from an administrative desire to bring these programmes under one management and one budget. However, the different programme components were not interlinked from the beginning, but were developed separately and in different time frames.

As a results of the merger, two issues are relevant for the evaluation.

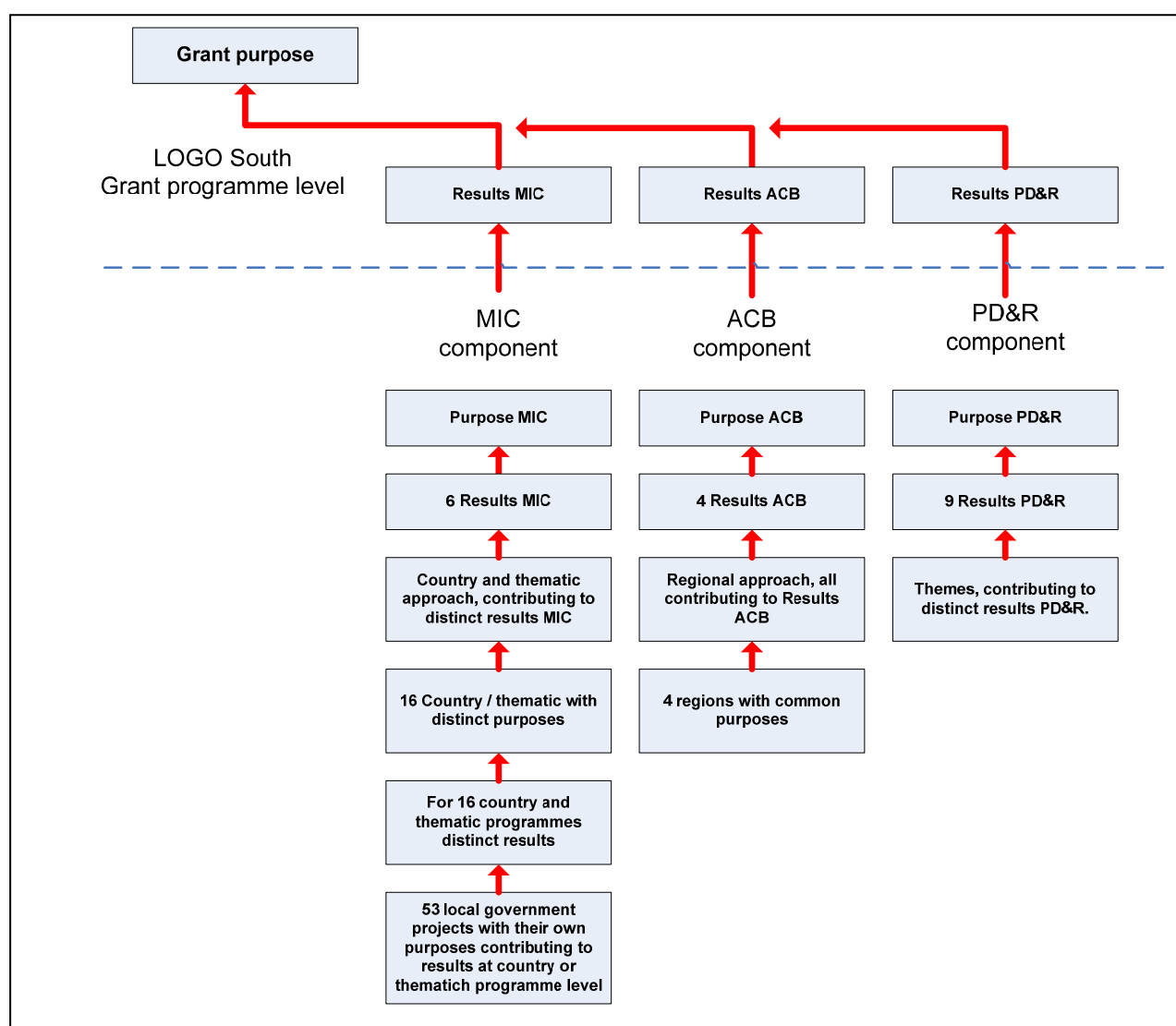
1. The merger into one programme had an effect on the daily implementation. Specifically for MIC and ACB there was no coherence in choices for target countries and no alignment of activities. As a matter of fact these components had their own objectives and results. This fact will have an impact on the evaluation and the evaluation questions. The programme cannot be evaluated as if it were a coherent programme, because it has not been designed as such.
2. The previous LOGO South programme, designed for 2005 to 2008 was halted on December 31, 2006. The local government projects being implemented at that time were incorporated in LOGO South 2007 – 2010. Actually this will mean the scope for the evaluation of local governments projects is 2005 – 2010.

Having said this, from the start a logical framework was presented for LOGO South 2007 - 2010 as a unified programme. In this logical framework results at programme level were transformed to objectives in the logical frameworks of each component. Within MIC the results in that logical framework were transformed into objectives/purposes of the country and thematic programmes' logical frameworks. This in turn determined the main thrust of the

logical frameworks of the local government projects. Objectives in these frameworks corresponded to results in the country or thematic programmes' logical frameworks.

The division in three components guides the scope of the evaluation. In other words: contribution to a unified purpose was strived for based on already formulated programmes and design characteristics of the past, but coherence was not the starting point.

This history results also in a quite complex scheme of interlinked logical frameworks. After defining two separate logical frameworks (for MIC and for ACB) a grand logical frameworks was developed next to a logical framework for PR&D. These frameworks are enlarged by logical frameworks of country and thematic programmes and even further with logical frameworks of local government projects. The figure below gives some insight in the interrelation between the logical frameworks.



Two earlier evaluations, of restricted scope, have been carried out within the framework of the LOGO South 2007-2010 programme. The first evaluated the country programme approach with the central question as follows: is this set-up a workable answer to the IOB

critique? Evaluations took place in 4 countries by external local evaluators. These evaluations took place in 2007

The second evaluation was internal, carried out by staff of VNG International and members of the LOGO South Advisory Committee. The new arrangement with the donor and the merging of programmes meant that the MIC component would be extended until December 31, 2010. Given this extension, VNG International decided to evaluate the implementation of the local government projects, country and thematic programmes with the objective to gather information on lessons learnt. This internal evaluation was executed between September 2007 and April 2008. By the end of May evaluation reports were sent to all participating local governments. They were enabled to apply for a follow-up proposal for 2009 and 2010. All proposals were assessed in November 2008.

The scope of the evaluation – in conclusion – is:

- 1 In terms of time span: evaluation period is in general 1 January 2007 to date. For MIC country and thematic programmes 1 January 2005 to date, and for the local government projects also starting 2005 to date.
- 2 In terms of logical framework. LOGO South was set up with a division in three components. Coherence in implementation of these components cannot be taken into account, but the logic of the framework of the programme falls within the scope of the evaluation. This goes for the programme as a whole in relation to the logical frameworks of the components and in the case of MIC the logical frameworks of the underlying country programmes, thematic programmes and municipal multi-year projects.
- 3 In terms of structure and approach: the MIC and ACB components were designed after recommendations of evaluations of previous programmes. Are these recommendations effectively incorporated in LOGO South 2007-2010?
- 4 In terms of roles: has VNG International been a good implementing organisation and manager of the programme?

## ***VII. Objectives of the evaluation***

### **1) Main Objective**

The objective of the evaluation is threefold:

1. to assess the results achieved to date;
2. to assess programme design and implementation (relevance, effectiveness and efficiency);
3. to recommend elements on content and design for a follow-up programme.

### **2) Overall questions**

#### Relevance

- What is the relevance of the specific capacity development models used for the various envisaged capacity development objectives: colleague-to-colleague approach, alignment with national policies, involvement of various stakeholders (MIC and ACB) and several network approaches within PD&R?
- What is the relevance of LOGO South in respect to aid policies of other organisations?

- What is the relevance of LOGO South for development in a country?
- What is the relevance of LOGO South for poverty alleviation?

#### Effectiveness

- What progress has been made in achieving the programme aim, objectives and results?
- How effective was alignment with other stakeholders, like national government, (governmental) institutions etcetera in countries and regions?
- How effective was coordination with other implementing and donor organizations?
- How effective was the contribution of the three components to the overall LOGO South programme objective (impact) and purpose?

#### Efficiency

- Use of resources: could the same results have been produced with fewer resources? (at all levels: input of VNG International staff, VNG staff, international experts, national experts, local staff (co-ordinators), staff of local governments (in local government projects) and local expertise (in local government projects).
- How efficient has VNG International managed the programme with regard to:
  - Financial management and administration
  - Monitoring and evaluation
  - Planning and reporting
  - VNG International as an implementer

#### Follow-up

Based on the evaluation what are recommendations for a next 4 year phase of the LOGO South programme (2011-2014) and in which way could coherence within the programme take place in the future, looking at national/regional context opportunities, and programme design?

### **3) Specific questions per component**

#### **MIC component**

- What results have been achieved to date and how have they contributed to 'good local government' in terms of more effective and efficient services delivery, more means to implement, more transparent decision making and new or improved policies, strategies, procedures and systems.
- What is the relevance of the themes selected for the country programmes and thematic programmes regarding the national context and/or national policies?
- What have the municipal projects contributed to the achievement of the objectives of the country and thematic programmes?
- How and to what extent have the recommendations from the IOB evaluation on the programme 1997-2001 been taken into account in the new programme design and programme implementation of LOGO South 2005-2006 and 2007-2010? What has the effect been?
- How effective and efficient was the project management by VNG International in relation to Dutch municipalities? Specifically:
  - Communication with Dutch municipalities

- Advice to Dutch municipalities + communication
- Assessment of project proposals
- Capacity building activities offered to Dutch implementers (with the aim to improve the capacity of Dutch implementers in project formulation, implementation and project management)
- How effective and efficient is the new organizational set-up?  
Specifically:
  - the mandate of the national coordinators (including division of work between head office and field office);
  - the positioning of country coordinators;
  - the design process, ownership, and knowledge on the country programme with local partners
  - the support from VNG International to the national coordinators

### **ACB component**

- What results have been achieved to date and how have they contributed to enhanced capacities of local government associations in the fields of (i) improved service delivery, (ii) strengthened technical, communication, financial and administrative management capacities, (iii) improved capacities of participating local government associations to lobby on behalf of local governments on various local government themes and (iv) improved financial sustainability of participating local government associations.
- How effective is the new strategic approach (regional programmes)? Specifically:
  - the contribution of the regional programmes towards the achievement of the ACB programme objectives;
  - the contribution of the regional activities towards the achievement of the regional programme objectives;
  - coherence and consistency of all activities at regional programme level;
- How effective is the new organizational set-up. Specifically:
  - the mandate of the regional coordinators (including division of work between head office and field office);
  - the positioning of regional coordinators;
  - the support delivered by the regional coordinators to the involved Associations;
  - the design process, ownership, and knowledge on the regional programme with regional partners (both at the level of the regional partners as well as at the level of the host LGA);
  - the support from VNG International to the regional coordinators.
- With regard to the Open Request Fund
  - While the fund aims to cater for a need for institutional strengthening on a purely demand-driven basis, how effective is it in contributing to the results of the ACB component?
  - How efficient is the fund management?
  - How effective is the monitoring?

### **PD&R component**

- What are results of this component and how relevant are they for their respective themes?

- How relevant is the choice of themes, given the developments of the aid sector and Dutch development aid policy?
- How effective is the networked approach of the PD&R component?
- Is the relation with other two components solid enough in design and in actual practice?
- How effective is the organisation structure of the PD&R component?
- How efficient is the management of the component?

### ***VIII. Evaluator's profile***

The evaluator hired for the task will meet the following criteria:

- Have a background in local government and capacity building with over 10 years of professional experience;
- Not having been in the position of client nor contractor to VNG International in LOGO South 2005-2010;
- Have profound knowledge on international capacity building programmes;
- Have profound knowledge of local government in developing countries;
- Possess knowledge on twinning projects between local governments and on the functions and work of local government associations;
- Possess a proven track record in monitoring and evaluating local government related programmes, preferably also in association capacity building;
- Be an excellent team worker in case of working with local team members
- Fluency in the English, French and Spanish language.

An advisory board will be established consisting of staff of the Ministry of Foreign Affairs, staff of VNG International and external development experts. Task of the advisory board will be to act as a reference group to the plan of approach of the evaluation, the evaluation outcome in reports and the final draft of the evaluation report.

### ***IX. Provisional planning and implementation***

|   |                   |
|---|-------------------|
| Call for proposals:   | March 25, 2009    |
| Closure of the tender   | April 15, 2009    |
| Selection of Consultants:   | April 23, 2009    |
| Implementation of Evaluation<br>(desk study, interviews, field visits): | May-July 2009     |
| First draft report:   | July 31, 2009     |
| Final report:   | September 1, 2009 |

Implementation will take place in desk studies of work plans, annual reports of the programme as a whole, the three components, the country and thematic programmes and the local government projects as part of the previous and interviews in the Netherlands. Measurement of results, relevance, effectiveness and efficiency has to take place in field studies. In this regard 2 country programmes (MIC), 1 regional programme (ACB), 1 thematic programme (MIC) have to be incorporated in the field study. It will be likely that – apart from time spent for report writing - half of the time of the evaluator will be used for the desk study and half of the time for the field studies.

## Annex 2 - Evaluation matrix

| <b>Relevance</b>   |   |   |  |
|--|---|---|--|
| Is the selected approach relevant to meet the priorities set by national and local governments in the South? Is the selected approach relevant to achieve the main objective of the LOGO-South programme (to develop the capacity of local government as a condition for poverty reduction)? |   |   |  |
|  | <b>Indicators</b>   | <b>Sources</b>  | <b>Methods</b>   |
| <p><b>Impact*</b></p> <p>a. Sectoral needs assessment</p> <p>b. Strengthened capacity of local governments in the South to provide services and to combat poverty.</p>   | <p>a.</p> <ul style="list-style-type: none"> <li>▪ Alignment with national development policies;</li> <li>▪ Tailor made approach</li> <li>▪ Harmonization: complementary with other aid policies/ donor organisations;</li> </ul> <p>b.</p> <ul style="list-style-type: none"> <li>▪ Ownership;</li> <li>▪ Sustainability;</li> <li>▪ Local policy formulation</li> <li>▪ Local policy implementation</li> <li>▪ Dissemination in wider context (exchange at different levels)</li> </ul> | <ul style="list-style-type: none"> <li>▪ Project files</li> <li>▪ Evaluation reports</li> <li>▪ Study of additional literature</li> <li>▪ Key informants</li> </ul> | <ul style="list-style-type: none"> <li>• Field research: quantitative and qualitative research</li> <li>• Desk research</li> </ul> |

\* Impact relates to the wider context of the LOGO South programme. It also related to outcomes beyond the objectives of the LOGO South programme

| <b>Efficiency</b>   |   |   |   |
|---|---|---|---|
| Use of resources (inputs) with respect to formulated output   |   |   |   |
|   | <b>Indicators</b>   | <b>Sources</b>  | <b>Methods</b>  |
| <p><b>Inputs:</b></p> <p><b>Programme and project level</b> (MIC, Themes &amp; ACB; )</p> <p>a. Financial resources</p> <p>b. Human resources</p> <p>c. Technical equipment</p>     | <p>a.</p> <ul style="list-style-type: none"> <li>• Budget LOGO South</li> <li>• Local budget involved</li> </ul> <p>b.</p> <ul style="list-style-type: none"> <li>• Manhours</li> <li>• Staff stability (turnover)</li> <li>• Relation between actors</li> </ul> <p>c.</p> <ul style="list-style-type: none"> <li>• Equipment purchased and donated</li> </ul>  | <ul style="list-style-type: none"> <li>• Annual reports</li> <li>• Evaluation reports</li> <li>• Key informants</li> </ul>  | <ul style="list-style-type: none"> <li>• Desk research</li> <li>• Interviews</li> </ul> |
| <p><b>Role VNG International</b></p> <p>a. Coordination</p> <p>b. Implementation</p> <p>c. Catalyst/ spin off/ value VNG International</p> <p>d. VNG as a learning organization</p> | <p>Ad a.</p> <ul style="list-style-type: none"> <li>• Communication</li> <li>• Financial management and administration;</li> <li>• Monitoring and evaluation;</li> <li>• Planning and reporting;</li> </ul> <p>Ad b.</p> <ul style="list-style-type: none"> <li>• Training (of LGs &amp; LGAs)</li> <li>• Service provision (to LGs &amp; LGAs)</li> </ul> <p>Ad c.</p> <ul style="list-style-type: none"> <li>• Platform meetings</li> <li>• Exchange meetings</li> <li>• Peer-to-peer exchanges</li> </ul> <p>Ad d.</p> <ul style="list-style-type: none"> <li>• Reflection on activities;</li> <li>• Integration of feed back in processes.</li> <li>• Flexibility to adjust programmes</li> </ul> | <ul style="list-style-type: none"> <li>• Annual plans</li> <li>• Annual reports</li> <li>• Evaluation reports</li> <li>• Key informants (VNG International and other organisations involved)</li> </ul> | <ul style="list-style-type: none"> <li>• Desk research</li> <li>• Interviews</li> </ul> |

|                |  |  |  |   |
|----------------|--|--|--|---|
| <b>Output:</b> | <b>Programme level and project level (MIC, Themes &amp; ACB)</b><br>a. Project activities realised<br>b. Participation in project activities | Ad a. en b.:<br><ul style="list-style-type: none"><li>• Missions*</li><li>• Meetings</li><li>• Trainings</li><li>• Development and dissemination of handbooks/ manuals:</li><li>• Peer-to peer exchanges</li></ul> | <ul style="list-style-type: none"><li>• Project files</li><li>• Annual reports</li><li>• Evaluation reports</li><li>• Key informants</li><li>• Manuals</li><li>• Handbooks</li><li>• Reports of meetings</li></ul> | <ul style="list-style-type: none"><li>• Desk research</li><li>• Interviews</li><li>• Field visits</li></ul> |
|----------------|--|--|--|---|

\*Mission of VNG I staff and Dutch LGs to partner in the South, missions of LGs in South to partners in the Netherlands, themes and objectives of missions.

| <b>Effectiveness</b>   |  |   |   |
|--|--|---|---|
| Have the objectives of the programs/ projects within the LOGO South programme been realised?   |  |   |   |
|  | <b>Indicators</b>  | <b>Sources</b>  | <b>Methods</b>  |
| <b>Outcome*</b><br>a. Strengthened LGs<br>b. Strengthened LGAs<br>c. Poverty alleviation (only directly related to strengthening of LGs. indirectly to strengthening LGAs) | Ad a.<br><ul style="list-style-type: none"><li>• Improved service delivery;</li><li>• Improved management capacities;</li><li>• Improved financial position;</li></ul> Ad b.<br><ul style="list-style-type: none"><li>• Improved service delivery;</li><li>• Improved technical, financial and administrative capacities;</li><li>• Improved lobby capacities;</li><li>• Improved financial sustainability;</li><li>• Increased South-South exchange;</li></ul> Ad c.<br><ul style="list-style-type: none"><li>• Reduced poverty in terms of improved physical infrastructure, housing, access to employment, basic social services and safety</li></ul> | <ul style="list-style-type: none"><li>• Project files</li><li>• Evaluation reports</li><li>• Key informants</li><li>• Council decisions/minutes</li></ul> | <ul style="list-style-type: none"><li>• Desk research</li><li>• Interviews</li><li>• Field visits</li></ul> |

\* Outcome is perceived as the results of the LOGO South programme related to its objectives



## Annex 3 - Overview ORF programme

### Applications received

| LGA  | Budget  | Period               | Granted? | Final report available? | Comments  |
|--|---------|----------------------|----------|-------------------------|---|
| Federación Colombiana de Municipios (FCM)  | €29,151 | 12 months, 2007-2008 | Yes      | Yes                     | Delay progress report → delay second payment, delay activities; Only 45% of the for the virtual course registered employees were certified;   |
| Mongolian Association of Urban Centers (MAUC)  | €24,995 | 12 months, 2007/2008 | No       | n.a.                    | Focus on ecological issues, not on strengthening LGA  |
| National Association of Local Authorities of Georgia (NALAG).  | €24,934 | 12 months, 2007/2008 | Yes      | Yes                     | Very positive final report: all project activities have been met;   |
| Association of Municipalities and Towns of the Republic of Srpska (SOGRS)  | €25,000 | 10 months, 2008      | Yes      | No                      |   |
| Communities Association of Armenia (CAA)   | €19,040 | 6 months, 2008       | Yes      | Yes, progress report    | Some delays, due to delay contracting local expert; however, no financial consequences;   |
| Association of Municipalities and Cities of the Federation of Bosnia and Herzegovina (SOGFBIH)                                 | €24,812 | 8 months, 2008       | Yes      | Yes                     | Positive;   |
| National Association of Municipalities of Mozambique (ANAMM)   | €23,034 | 6 months, 2008       | Yes      | No                      |   |
| Sudanese Association of Localities (SAL)   | €19,662 | 12 months, 2008/2009 | Yes      | Yes                     | Some deviations of the plan (due to work plan structure, political instability); shortage of funds; in particular with respect to the platforms for exchange (not implemented) ; accounting system; |
| Mongolian Association of Local Authorities (MALA)  | €       |                      | No       | n.a.                    |   |
| East African Local Governments Association   | €18,500 | 6 days, 2008         | No       | n.a.                    | Focus on ecological issues, not on strengthening LGA  |
| National League of Associations of Mayors of Moldova (NLAMM)   | €18,585 | 10 days/2009         | Yes      | No                      |   |
| FAM – Federación de Asociaciones Municipales de Bolivia  | €17,136 | 8 months, 2008       | Yes      | No                      |   |
| National Local Government Association of Guatemala, ANAM - Asociación Nacional de Municipalidades de la República de Guatemala | €12,750 | 3,5 months 2008      | Yes      | No                      |   |
| Union of Municipalities of Montenegro, UoM – Zajednica opština Crne Gore   | €14,900 | 10 months 2009       | Yes      | No                      | Not finalised yet;  |
| Sri Lankan Local Government Associations, FSLGA  | €19,918 | 11 months, 2009/2010 | Yes      | No                      |   |

#### **Annex 4 - Overview of eligible costs by Dutch local governments (MIC component of LOGO South programme)**

The following costs can be reimbursed by the LOGO South programme<sup>28</sup>.

- Flight tickets: economy class, 100% reimbursement;
- Airport tax: 100% reimbursement;
- Travel expenses in the developing country: €0,19 euro per kilometer;
- Travel costs in the Netherlands €0,19 euro per kilometre for cars;
- Travel costs in the Netherlands 100% reimbursement of public transport second class;
- In case of group transport 100% reimbursement of the rent of a bus;
- Visa costs 100%;
- Vaccinations: 100%
- DSA (both in target countries and the Netherlands) according to UN regulations;
- Reimbursement of salary costs of the Dutch municipal officers of € 200 per working day with a maximum of 5 days a week;
- Inputs of local experts (max. 20% of total LOGO South budget);
- Audit costs 100%;
- Other costs: costs for translation, interpretation, seminars and publication 100% after consultation with the LOGO Team;
- Dissemination costs: workshops, publication of good practices and other activities
- Investment costs 50% of the investment with a total of €45.000 euro a year.
- Insurance in developing countries and in The Netherlands 100%.

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<sup>28</sup> See Logo South Programme 2007 – 2010, Annex III: List of compensations

## Annex 5 – Summary of main findings from desk study MIC - countries not included in the field study

|                             | Relevance   | Efficiency   | Effectiveness   |
|-----------------------------|---|--|---|
| Egypt                       | Water management is important issue. Egypt extraordinary case; population concentrated at Nile delta  | Direct peer-to-peer exchanges seem to be fruitful.   | Interesting south-south exchange, especially between Egypt and Sudan.   |
| Ghana                       | Theme financial management was identified by local governments. Theme not key priority by national government.<br><br>According to advice to the LOGO South advisory committee the (financial) sustainability in general has not been addressed well.   | Involvement of Kadaster International (The Netherlands) at early stage would have increased efficiency.<br><br>No alignment with World Bank Project until Feb. 2008 (Advise to LOGO South advisory committee, May 2008).<br><br>Local coordinator and NALAG are not aware of local government projects. This makes monitoring more difficult (Mid-term evaluation report). | According to internal evaluation; three out of 4 projects had good results. One project had low results on effectiveness and learning.<br><br>Implementation of new financial system took longer than expected. However introducing new system is big change in Ghana. Programme design was likely to be too ambitious. Delay might not be regarded as an important problem in case ownership aspects are taken seriously.  |
| Namibia                     | HIV/Aids is relevant theme for (local) governments as HIV/Aids is serious problem. However, Dutch local governments have limited expertise and experience in this field. Activities focus on income generation, communication/ raising public awareness.  | Exchange Activities on <i>Project Cycle Management</i> and <i>stigma</i> , and a workshop on HIV/AIDS Youth Policy   | According to annual reports projects are effective as proposed activities were realized. However it is hard to draw conclusions about effectiveness on reports only.  |
| Nicaragua                   | Strategic planning, social housing and municipal taxes, solid waste management and service delivery ;<br><br>Municipal taxes very relevant in era of political re-centralization; local housing production has to compensate for failing national housing policies; strategic planning is basis for local development.<br><br>Programs on waste management ask for changes in behavior; remark that focusing on outcomes in short run, will not create sustainable changes.<br><br>Logframes partly in Dutch? Have Spanish version logframes been prepared? | Especially technical knowledge exchange on waste management and computer network appears to be successful.<br><br>Information sharing within the municipality needs attention.   | Programs appear to be too ambitious and not realistic. Objectives are therefore not being met.<br><br>Special approach with LBSNN as implementer of programme and VNG-I as coordinating and monitoring agency. Local expert pool (3 experts in strategic planning; social housing; municipal taxes, respectively) supported by Dutch expert pool.<br><br>No such colleague-to-colleague mechanisms as in other country programmes (exception: Utrecht-León; Nijmegen-Masaya). |
| The Palestinian Territories | Official theme; to improve municipal capacity through two region GIS centre. Peace building also important (MAP).<br>2009-2010: new objective: youth exchanges?<br><br>Under political circumstance hard to reach sustainability.   | No results are described; the political environment makes it difficult to capitalize on the interest of donors to peace building through MIC.  | Under described circumstance hard to reach efficiency.  |
| Sri Lanka                   | Waste management<br>The programme was ended   |  | Annual report 2008: Project and country programme will be terminated 'because of a lack of ownership and confidence in the ability of the partner organizations to effectively implement a programme.   |

|          |  |  |  |
|----------|--|--|--|
| Sudan    | Local water management and waste management;<br>programme seems to be rather institutionalized.  | Partnership Eindhoven-Gaderef is central. Several interesting results; 1000 home visitors active, street and market cleaning days, new challenges for hazardous waste.   | Exchange within Sudan in which Gaderef fulfils key position seems to be very efficient way of spreading knowledge and experience. Useful exchange with Egypt in water management.  |
| Suriname | (Financial) sustainability of knowledge centre districts is mentioned as an area of attention in the internal evaluation.<br><br>Ownership is mentioned as an area of attention in the internal evaluation.<br><br>Set up of reports mainly done by Dutch partner.<br><br>According to several documents there is a lack ownership at level of Ministry of Regional Development. VNG International has tried to put this issue on the agenda on several occasions but it remains an area of concern (LOGO South Country Programme Surinam 2010). | Thematic program Water; question marks about efficiency to exchange experience with Egypt, Sudan, South-Africa and Indonesia.<br><br>Many mission to Surinam and few vice versa. This puts heavy load on capacity Suriname   | Several results since start of the programme, however mainly due to a lack of ownership and a lack of well qualified personnel, several programmes were less effective than foreseen.  |
| Tanzania | Financial management<br><br>Per municipality a tailor made program is developed.<br><br>It seems reports have been written by Dutch municipalities   | Mostly exchange visit of Dutch municipalities to Tanzania.<br><br>Delays mainly due to delays in delivery technical equipment and problems with installation<br><br>Alignment with other donors is an area for attention.  | It remains unclear how many people have been trained – contradiction in documents ranging from all VEOs and WEOs to half of them .<br><br>Dissemination (horizontal and vertical) still not successful.<br><br>Main challenge of transfer of staff to other districts. Country programme assists districts in design of effective and efficient knowledge management strategy. |
| Uganda   | MDG Programme was determined jointly with municipalities in Uganda.  | Programme started in 2009 – too early to say anything on these aspects<br>Activities executed include;<br>-Fact finding mission July 2008<br>-August 2008 Ugandan KG's selected<br>-September 2008 Background research and definition of focus area by an Ugandan expert<br>-November 2008: first site visits of Netherlands municipalities<br>-In participatory manner decided to focus on one MDG<br>-December 2008: three project proposals ready for implementation<br>-Country coordinator engaged for 2009 en 2010<br>-Format for LOGO South Uganda MDG programme on MDG television realized |  |

## **Annex 6- List of documents consulted**

### **General documents**

- IOB (2004), IOB Evaluatie nr. 297 Over solidariteit en Professionalisering, evaluatie Gemeentelijke internationale Samenwerking (1997-2001).
- Buis, H. (2009), The role of local government associations in increasing the effectiveness of city-to-city cooperation, Habitat International 33 (2009) 190-194
- Bontenbal, M. (2009), Cities as partners. The challenge to strengthen urban governance through North-South city partnerships. Delft: Eburon.
- UNDP MDG progress report 2008.

### **Analysis of documents available on the general LOGO South programme**

- Good Local Government Programme. Subsidy Application. Den Haag 2005.
- Work plans 2007, 2008, 2009
- Annual reports 2007, 2008
- LOGO South programme Annual plan 2010

### **Analysis of documents on the MIC component;**

- Outline country programmes 2005-2008 of all countries included in the LOGO South programme; Ghana, Benin, Indonesia, Sri Lanka, Suriname, Tanzania, Palestinian authorities, Egypt and Sudan. No report of Namibia was available.
- Adjusted country programmes for 2009-2010.
- Logical frameworks 2005-2008 and 2009-2010 of all countries involved
- Reports of internal project evaluation of all countries programme (2008)
- External Mid Term Evaluation LOGO South 2005 – 2006
- Findings and advices of the external mid-term evaluations (Ghana, Indonesia and South Africa)

### **Analysis of documents on the MIC component for the case studies Benin, South Africa and Indonesia**

- For each country the separate twinning project the main project information was studied
- For each country the separate evaluation reports 'Advice to the LOGO South advisory committee, May 2008 were studied

### **Other LOGO South publications:**

- Best Practices in water supply in Indonesia from the LOGO South programme 2005-2008
- Integrated Solid Waste Management in LOGO South projects
- Municipal international cooperation in the field of HIV and AIDS

### **Analysis of reports available on the thematic programme**

- Outline Thematic programmes 2005-2008 of all themes included in the LOGO South programme
  - Local Water Management
  - Solid Waste Management
  - HIV/Aids
  - Citizen participation in local governance
- Reports project evaluations thematic programmes (2008)
- Logical frameworks all themes
- Findings and advices of the external mid-term evaluations (Theme water)
- Adjusted thematic programmes for 2009-2010.

**Analysis of documents available on the ACB programme**

- Mid Term Evaluation ACB-programme 2003 – 2006
- Association Capacity Building for Good Local Governance 2001-2010. VNG Proposal.
- Brochure: Operational Support to Local Government Associations, 'Achieving goals for local government' Developing a Communication Strategy for a Local Government Association
- Strategic Planning in a Local Government Association
- Service Provision by a Local Government Association
- Establishing a Local Government Association
- Advocacy and Lobbying by a Local Government Association

**Analysis of documents available on the PD&R component**

- Information on this component was studied in the workplans and annual reports
- LOGO South programme Annual plan 2010 (Annex 1.3, 1.3.1& 1.3.2).
- Musch A. [Editor] (2008), City Diplomacy, The role of local governments in conflict prevention, peace-building, post-conflict reconstruction, VNG International, The Hague.

**Websites consulted:**

VNG International: [www.vng-international.nl](http://www.vng-international.nl) (assessed on several occasions)

United Cities and Local Governments (UCLG): <http://www.cities-localgovernments.org> (assessed November 2009).

Council of Europe – Committee of Ministers: <https://wcd.coe.int/ViewDoc> (assessed November 2009).

United Nations: <http://www.un.org/millenniumgoals> (assessed December 2009).

City diplomacy: [www.citydiplomacy.org](http://www.citydiplomacy.org)

Millennium gemeenten: <http://www.millenniumgemeente.tv/millennium-gemeenten-in-oeganda.html>

## **Annex 7 - Persons interviewed in the Netherlands**

### **VNG Internationale Programme managers:**

- Ms. Neila Akrimi (Benin; Thema Gender; ACB West Afrika)
- Mr. Jaap Breugem (Suriname; Sri Lanka; Themes Waste; Participation; PD&R MDG Networks)
- Mr. Hans Buis (overall coordinator LOGO South programme, Tanzania)
- Mr. Chris van Hemert (PD&R MAP)
- Ms. Nienke Meijer (South Africa; Tanzania; Theme HIV Aids; Open Request Fund)
- Mr. Arne Musch (Sudan; PDR programme; Fragile states)
- Ms. Marike Noordhoek (Ghana; ACB Asia)
- Ms. Irene Oostveen (ACB Central Amerika)
- Ms. Anne-Lies Risseeuw (ACB programme; ACB East Africa – till 2009; MIC Nicaragua)
- Ms. Anne-Marie Tosserams (Uganda; Egypt; South Africa; Theme Water)
- Ms. Suzanne Valkman (Indonesia; Egypt; Uganda; Theme Water)
- Ms. Dagmar Verbeek (Benin; Tanzania; Theme Participation; PDR MDG Networks)
- Mr. Arthur Wiggers (ACB East Africa – as of 2009; PDR Fragile States; PDR City Diplomacy)

### **Ministry of Foreign Affairs, Effectiveness and Coherence Department (DEC)**

- Mr. Jan Willem Nibbering

### **Dutch Partners**

- Mr. Willem van Baalen (Municipality of Vlissingen)
- Mr. Paul Bonné (Waternet)
- Ms. Muriel Bosman (Municipality of Leiden)
- Ms. Yvonne Blankwater (Municipality of Eindhoven)
- Mr. Leo Commandeur (PWN)
- Mr. Jaap Cooren (Municipality of Leiden)
- Mr. Peter Derksen (Samenwerkingsverband regio Eindhoven - SRE)
- Mr. Jack Dooms (Municipality of Vlissingen/Middelburg)
- Mr. Dick Eskes (Municipality of Rheden)
- Mr. Johan Helmer (Hoogheemraadschap van Schieland en de Krimpenerwaard)
- Ms. Conny Huijskes (Municipality of Oude IJsselstreek)
- Mr. Chris Jansen (Municipality of Rheden)
- Mr. René Lemein (Stichting Conkim, Rheden)
- Mr. Herman Meijer (Municipality of Apeldoorn)
- Mr. Leo Nijland (DUNEA)
- Mr. Gerard Prinse (Municipality of Ridderkerk)
- Ms. Emely van Reenen (Municipality of Delft)
- Mr. Adriaan van Riel (Municipality of Alphen-Chaam)
- Mr. Lex Roolvink (Municipality of Rheden)
- Mr. Keimpe Sinnema (Waterschap Groot Salland)
- Mr. Hans Thoolen (Municipality of Breda)
- Mr. Marc Veenhuizen (Municipality of Apeldoorn)
- Ms. Lisette Verheijen (Waternet)

### **Other resource persons**

- Mr. Y. Verzijden (Ministerie van VROM)
- Mr. Robert Schröder (Unie van Waterschappen, Brussel)

### **Meetings attended**

- ‘Going local’, 2<sup>nd</sup> June 2009, Ministry of Foreign Affairs.
- Meeting on subject of staff turnover and capacity building, 6th July 2009, VNG offices.
- Meeting “Naar een nieuw programma LOGO South” 12<sup>th</sup> October 2009, VNG offices.



## **Annex 8 - Persons interviewed in Benin, Indonesia and South Africa**

### **I Benin**

#### **Kandi**

Bakari Hadi, 1er adjoint au maire  
Monra Bio, 2<sup>ème</sup> Adjoint au Maire  
Bouraima Zachary, Chef service état civil  
Adamou Zourkanéini, Conseiller communal  
Assouma Salimane, Directeur du Développement Local Coordonnateur local programme Logo/sud  
Guerra Ayoub, Chef service communication  
Idrissou Salami, Chef d'Arrondissement Kandi 3

#### **Boukombé**

Nata Adolphe Kouagou, Maire  
Paulin Dakou, Secrétaire général, Coordonnateur local programme Logo/sud  
Nata Camille, Chef service état civil, archives et documentation  
Ganaba Patient Kouyéma, Chargé de communication

#### **Dogbo**

Sodelga Honoré Cocou, Maire  
Akakpo Paule, Ancien Maire  
Ametonou Koffi Gustave, Coordonnateur local du programme Logo Sud  
Hounsouli Daniel, Chef service affaires financières  
Sehonou Albert, Chef service affaires générales  
Koutekpo Uahoussi, Chef service Impôts

#### **SNV**

Rauch-Houekpon, Dellaphine B., Directrice nationale  
Souley Salami, Coordinateur d'Equipe nationale basé à Cotonou représentant la Directrice nationale  
Guy Wensou, Responsable Bureau Akpakpa Cotonou  
Edouard Fagnon, Conseiller SNV Bureau Akpakpa Cotonou Coordonnateur Programme ACB  
Mouftaou Gado, Conseiller SNV Bureau Parakou Coordonnateur national Logo Sud

#### **Ambassade des Pays-Bas**

Laleye Francis, Expert en gouvernance locale

#### **ANCB**

Arnos Sossou, Secrétaire permanent de l'ANCB  
Santos Eusébio, Responsable du Centre d'Information et de documentation sur les collectivités locales  
Houkanrin Stanislas, Responsable de la cellule de communication  
Point focal Logo ACB  
Van Briel Klaus, Assistant Technique en Communication DED/PDDC  
Heidenhain Christoph, Assistant Technique DED/PDDC

#### **Réseau RFU**

Zannou Euphrem, Chef Service RFU Mairie de Porto-Novo Président du Réseau  
Atodjinou Marcel, Chef Service RFU Mairie de Cotonou, Secrétaire du Réseau

#### **GTZ/PDDC**

Nansounon Chabi Kinissi, Coordonnateur Régional Atacora et Donga

## II Indonesia

### **LOGO South coordinators**

Ms. Bebi Sutomo, Country Programme Coordinator

Ms. Rahmi Yunita, ACB South-East Asia Regional Coordinator

### **Royal Netherlands Embassy**

Mr. Jaap van der Velden, First Secretary Water Resources

### **Ministry of Public Works**

Mr. Tamin M. Zakaria Amin, Director of Water Supply Development.

### **Banten**

Mr. Subekti, Director, PDAM Kabupaten Banten and Chairman, PERPAMSI Banten Province.

### **Bogor**

Mr. Daryanta, Technical Director, PDAM Tirta Kahuripan, Kabupaten Bogor.

### **Semarang**

Ms. Paramesthi Iswari, Local Coordinator for Banger Pilot Polder Institutional Project.

Ms. Niek Sutyani, Bappeda of Municipality

Mr. Sumono, member Banger Polder Board

Mr. Puji, member Banger Polder Board

Mr. Yanto, member Banger Polder Board

*Lurah* of Kelurahan Kemijen

### **Pekan Baru**

Mr. Abdi Sucipto, Director, PDAM Tirta Siak, Pekanbaru, Riau, and Director, PT Tirta Sumur, Lubuk Pakam, North Sumatra.

### **Medan**

Mr T. Fahmi Johan, Director, PDAM Tirtanadi

Mr Subahri Ditonga, Director Planning & Production PDAM Tirtanadi

Mr. Baharuddin Siregar, Head R&D PDAM Tirtanadi

### **Banda Aceh**

Mr. Mirzayanto, Head of section waste, Sanitation & Park Department of Banda Aceh Municipality.

Mr. Iwan Kesuma, Director of the Sanitation & Park Department of Banda Aceh Municipality.

Mr Hamid Husen, Village leader Gampong Geuceu Kaye Jato, Banda Aceh.

Mr. Herman Meijer, Municipality of Apeldoorn resident advisor.

Mr. Taco de Vries, Programme Manager SAB-SAS.

### **ADKASI (Indonesia)**

Mr Iwan S. Soelasno, Director ADKASI

Mr Dendy Apriyanto, Vice-Director ADKASI

### **MuAN (Nepal)**

Mr Kalandhi Devkota, Executive Secretary, MuAN (interview by telephone)

### **NLC/S (Cambodia)**

Mr. Sokundara, Secretary General, National League of Communes/Sangkats (interview by telephone)

### **III South Africa**

#### **CMRA**

Michelle Essink, VROM/ acting country coördinator LOGO South

#### **CMRA (VNG daughter company)**

Frank Burgers, CEO

#### **Emfuleni Municipality**

Alma Lutidi, Director Waste Department

Regina Chibase, Waste Department

#### **Ekurhuleni Municipality**

David Morema, Executive Director Head of Housing Department

Mike Mokgohloa, CEO Ekurhuleni Development company

Miemie von Maltitz, Policy Manager Housing Department

Aubrey Mokhosi, Director Property and Institutional services

#### **Buffalo City**

Darby Gounden, Partnership Coordinator. Manager Development Cooperation and International Relations.

Zongezile Apleni, Project Leader Waste management

Lindiwe Cebanto, Waste Operations

Nosifundo Sikweyiya, Assistant Waste Minimisation Planning and education

Adrian van der Merwe, Project Leader Stormwater

Gavin Koopman, Assistant Manager Environmental Services

Luke Mgadle, Environmental Pollution Control Officer

Neville Xolisilen, SMR Environmental Health

#### **Govan Mbeki Municipality**

Kamesh Rohan, Manager Physical Development

King Shilali, Deputy Director Community Services

#### **Tshwane municipality**

Mapula Phora, Head of Social and Human Settlements Department

Bradley Rathumbu, Mayoral Committee Housing, City Planning, Public works

Princess Mosley, HIV/AIDS

Makota Madisha, Rental Housing Policy Manager

#### **Langeberg**

Jaco Jooste . Director Infrastructure Development

Celeste Matthys. Senior Manager Executive Support services

JJ van Rooyen . Manager New Housing

#### **SALGA**

Mthobeli Kolisa

#### **Social Housing Foundation / Housing Development Agency**

Odette Crofton

#### **DWAF National**

Eustasia Bofilatos, Head of the Water Department

#### **Cape DWAF**

Phakamakezi Buthelezi, CMA board member

Jan van Staden, Senior manager

## **Annex 9- Format structured interviews in the Netherlands (in Dutch)**

### **Achtergrond**

- voorgeschiedenis VNG (GSO?)
- achtergrond ontstaan twinning

### **Inputs**

- Budget
  - Via LOGO South
  - Via gemeente
  - Overige partners/funding agencies
- Human resources
  - Welke afdelingen zijn bij dit project betrokken? En welke personen binnen die afdelingen (aantal + functies)
  - Staf tijd die wordt ingezet (op jaarbasis)
- Technical equipment

### **Formulering projectvoorstel**

- Waarom is specifiek voor dit thema gekozen, welke overwegingen hebben hierbij een rol gespeeld?
- Welke partijen waren betrokken bij de formulering van het projectvoorstel, welke activiteiten door wie uitgevoerd (eigen gemeente, partnergemeenten en personen binnen de gemeenten)(denk aan needs assessment)?
- Wie was voornamelijk geïnteresseerd in deze onderwerpen?

### **Implementatie**

- Welke actoren zijn bij de implementatie van het LOGO-South project betrokken, naast de Nederlandse gemeente, de zuidelijke gemeente en VNG?
- Wat is de rol van de nationale coördinator hierbij?
- Welke activiteiten zijn in de periode 2005 – 2009 uitgevoerd?
- Implementatie ratio: welke geplande activiteiten zijn niet uitgevoerd, en waarom niet?
- In hoeverre hebben er missies (naar de partnergemeente toe en vanuit de partnergemeente naar Nederland) plaatsgevonden in het kader van LOGO-South?
- Wat was de rol van de partnergemeente bij de organisatie en het voorbereiden van de agenda voor die missies?
- Hoe wordt de rol van de partnergemeente mbt tot implementatie ervaren?
- Wie doet de monitoring en evaluatie van het project? Wat is de rol van de zuidelijke partner hierbij?
- Hoe komen rapportages tot stand, wie zijn daar bij betrokken?
- In hoeverre hebben M & E geleid tot aanpassingen in het project?

### **Learning**

- Is er sprake van onderlinge uitwisselingen tussen collega's in noord en zuid, en tussen gemeentes in zuiden onderling? Zo ja: hoe worden deze ervaren?
- Op welke manieren wordt vooral kennis uitgewisseld: tijdens missies, stages, workshops, contacten tussen missies door (telefonisch, email, skype)?. Wordt kennis met name tijdens de meer formele leermomenten uitgewisseld of ook op informele momenten (tijdens diner, in auto etc). Hoe verlopen die contacten?
- Hoe nuttig/belangrijk zijn de in NL gehouden uitwisselingsbijeenkomsten tussen twinning partners?

- Wat hoort u van uw partner over het nut van de in het Zuiden gehouden uitwisselingsbijeenkomsten?
- Wat is het belangrijkste wat wordt geleerd?
  - Feitelijke kennis over specifieke onderwerpen (bijvoorbeeld nieuwe technieken voor water management, milieuwetgeving),
  - Kennis/ vaardigheden over processen (bijvoorbeeld samenwerken met verschillende partijen, bedrijfsvoering),
  - Instrumentele vaardigheden (werken met computers, opstellen van proposals)
- Worden er dingen geleerd die van te voren niet waren voorzien en die eigenlijk buiten het LOGO South programma vallen?
- Wat heeft u zelf geleerd van de samenwerking met partnergemeenten?
- Heeft u en/ of collega's van u deelgenomen aan trainingen van The Hague Academy?

### **Structuur LOGO South en rol VNG**

- Hoe ziet men de opzet, de structuur, van het programma LOGO-South? Merken gemeenten bijvoorbeeld een verschil tussen MIC en thema programma's?
- Hoe wordt de rol van VNG ervaren, met betrekking tot:
  - Project formulering: ondersteuning en inbreng (zie ook *needs assessment*)
  - Coördinatie
  - Communicatie
  - Monitoring en evaluatie: hoe beoordeelt met de eisen van VNG?
  - Financiële administratie: hoe beoordeelt men de eisen van VNG tav financiële rapportages?
  - Faciliteren van training, platform meetings, etc.: in hoeverre worden platform meetings georganiseerd, wordt daar in geparticipeerd en hoe worden deze gewaardeerd? Waarom wel, waarom niet?
  - Inhuren experts
  - Algemene rol als katalysator?

### **Resultaten**

- Wat zijn de resultaten tot nu toe, ook in het licht van de ambities, de doelstellingen vooraf?
- Hoeveel mensen zijn getraind?
- Wie zijn er binnen de organisatie van de partnergemeente bereikt (in hoeverre is nieuwe kennis ingebed in de organisatie?)
- Leidt LOGO-South nu tot beter gekwalificeerde medewerkers binnen de partnergemeente?
- Leidt LOGO South tot verbeterde management capaciteiten bij de partnergemeente?
- In hoeverre hebben zich organisatorische veranderingen bij de partnergemeente voltrokken (bijvoorbeeld nieuwe afdeling opgericht, nieuwe overlegstructuren)
- Wordt nieuw beleid geformuleerd?
- Is nieuw beleid geïmplementeerd? Is er zicht op in hoe verre geïmplementeerd beleid ook tot verbeterde dienstverlening leidt? (bijvoorbeeld meer mensen met toegang tot schoon drinkwater, minder gezondheidsproblemen als gevolg van betere vuilnisophaal,
- Hebben partnergemeenten meer inkomsten weten te generen?

### **Algemeen**

- Wat zijn de belangrijkste beperkingen geweest tot nu toe?
- Wat zijn – in het kader van een nieuw op stellen programma – de belangrijkste aanbevelingen voor VNG-I? (organisatie, activiteiten, financiering, netwerken met andere gemeenten of andere organisaties; deze vraag altijd meenemen!)

- Welke stakeholders in het Zuiden zouden in ieder geval in de evaluatie moeten worden betrokken en waarom?
- Heeft u suggesties wie we nog meer zouden moeten spreken om meer te weten over de hele ontwikkeling van het LOGO-South project en een visie hierop?

## Annex 10 - Format structured interviews in South Africa, Benin and Indonesia

| Main questions (both MIC and ACB)  | Sources/comments   |
|--|--|
| <b>Relevance</b>   |  |
| <i>a. Sectoral needs assessment</i>  |  |
| Alignment of country programme with national policies<br>(Are themes of the programme/ projects in line with priorities set by the national government?)   | Documents  |
| Alignment of projects with local policies  | Documents/additional interviews  |
| To what extent is the VNG programme complementary to other programmes?<br>(niche/uniqueness)   | Documents/additional interviews  |
| Are there any other twinning partners/donors?<br>How do they value LOGO-South compared to these other initiative/programmes?   | Interviews   |
| <i>b. Strengthened capacity of local governments</i>   |  |
| Is the programme based on locally identified priorities (ownership)?   | Documents/additional interviews  |
| To what extent can the programme/projects be continued without VNG-support<br>(sustainability)?  | Interviews   |
| To what extent are activities and projects integrated in local policies?   | Documents (municipal plans, budgets and reports) and interviews  |
| To what extent are activities and projects also implemented?   | Documents (municipal plans, budgets and reports) and interviews  |
| To what extent is wider dissemination of LOGO-South activities taking place?<br>- Within the country?<br>- International exchange?<br>- Is exchange taking place between actors participating in LOGO South programme or is exchange also taking place with actors outside LOGO South programme? | Documents, interviews (please provide precise examples)  |
| To what extent does the programme/projects contribute to poverty alleviation, in the sense of improved infrastructure, social services etc.? And in which ways?  | Documents; interviews (please give examples in case available)   |
| What recommendations for improved programme design and a possible follow up phase of the LOGO-South programme can be formulated?   | Interviews   |
| <b>Efficiency</b>  |  |
| <i>Inputs</i>  |  |
| What is budget of the programme/projects 2005-2010?  | Documents  |
| What is the share of the LOGO-South projects in the overall municipal budget/<br>budget of the LGA ?   | Documents  |
| How many officials were involved in the programme/projects?  | Documents/project files  |
| How much time (manhours/days) did they spent on the implementation of the programme/projects?  | Documents/project files/additional interviews  |
| Was time/ budget sufficient to implement the programme/ projects?  | Interviews   |
| Equipment purchased (type and costs involved)  |  |
| <i>Output</i>  |  |
| Which project activities have been implemented?  | Documents (annual plans/reports)<br>Please specify: missions, training, meeting, development of handbooks/manuals) |
| Which project activities which were foreseen have <u>not</u> been implemented and what were the underlying reasons?  | Documents (annual plans/reports) and interviews  |
| For all project activities:<br>- main target group (training, use of products)<br>- nr. of participants and background of participants/institutional affiliation (in case relevant)<br>- use of services<br>- dissemination of handbooks/ manuals/ reports                                       | Documents and interviews   |

|  |   |
|--|---|
|  |   |
| For training activities: what is the trained staff turnover: how many of the people that have been trained left the municipality/LGA? To your knowledge; what is the present position of these people?   | Interviews  |
| To what extent is peer-to-peer exchange taking place? Participation in other exchange activities (platforms meetings, etc.)?   | Interviews?   |
| Are programme/project activities evaluated, and if so, how were they valued?   | Documents and interviews  |
| How is the role of VNG as supportive organization valued?<br>With respect to: coordination and facilitation, management and administration, monitoring and evaluation, communication, catalyst, and flexibility to adjust programmes/projects  | Interviews  |
| How is the role of other organizations in the project environment valued?<br>Twinning partner, the role of Dutch local governments etc.  | Interviews; for Benin: also SNV   |
| <b>Effectiveness</b>   |   |
| <i>Outcome</i>   |   |
| To what extent does the programme/project contribute to the strengthening of LGs?<br><ul style="list-style-type: none"> <li>- Improved service delivery: (coverage, continuity, affordability, quality)</li> <li>- Improved management capacities (technical, financial, administrative)</li> <li>- Improved financial position (increased revenues and part of budget spent on service provision and capacity building)</li> <li>-</li> </ul> | Documents, interviews<br>Precise supportive illustrations of these improvements are very useful! Use of Likert scale? |
|  |   |
| What kind of mechanisms for informing the public have been created (as a result of LOGO South)?  | Documents, interviews   |
| What kind of public feed-back mechanisms have been developed (as a result of LOGO South)?  | Documents, interviews   |
| To what extent does the programme/project contribute to the strengthening of LGAs?<br><ul style="list-style-type: none"> <li>• Improved service delivery</li> <li>• Improved technical, financial and administrative capacities</li> <li>• Improved lobby capacities</li> <li>• Improved financial sustainability</li> <li>• Increased South-South exchange</li> </ul>   | Documents, interviews<br>Precise supportive illustrations of these improvements are very useful!                      |
| To what extent does the programme/projects contribute to poverty alleviation, in the sense of improved infrastructure, social services etc.? And in which ways?  | Documents;interviews (please give examples in case available)   |
| To what extent is the programme/project set up coherent? (examples are important here)   | Interviews/documents;   |
| To what extent is South-South exchange (on national and international level) taking place? (examples please!)<br>What have been the main bottlenecks for South –South exchange?  | Documents/interviews  |
| What have been the main bottlenecks in the implementation of the programme in general?   | Documents/interviews  |
| Which adjustments have been made to the programme/project?   | Documents/interviews  |



## **Annex 11 – Knowledge exchange and learning**

### **Additional questions on knowledge exchange and learning field research South Africa**

- 1) In which ways is information between colleagues in South Africa and the Netherlands mainly exchanged?
  - through exchange visits (visits to the Netherlands and vice versa)
  - through exchange programs or stages (usually intensive programs of one to two weeks on specific issues, direct from colleagues to colleagues)
  - Seminars, workshops
  - contacts by phone or skype
  - contacts by e-mail

How do you appreciate the exchange; what do you value most, which exchanges are less useful?

- 2) Is knowledge mainly exchanged during formal occasions like workshops and trainings or is information also exchanged in more informal ways (e.g. during lunch, seeking contact by phone or e-mail in between formal exchanges).

How do you feel about these contacts? Are contacts open? Is the Dutch partner responsive for your ideas/ views?

- 3) Have you visited the partner municipality in the Netherlands for LOGO South programme?

Can you say something about the added value of these visits? Or could similar issues also be learnt in South Africa?
- 4) What, in your opinion, is the most useful what was learnt?
  - factual knowledge about specific issues (e.g. environmental regulations),
  - process skills (cooperating with others actors, working with diversity, management skills),
  - Instrumental skills (e.g. using computers, writing proposals),
  - dispositional learning (changes in attitudes and values) and
- 5) Do you learn specific issues that were not foreseen and which do not really fit under the umbrella of the LOGO South programme?