Cities Alliance
Cities Without Slums

Evaluation of Project Implementation Modalities of the Cities Alliance

Findings and Signposts

Mexico City – 15/17 November 2010

G | H | K

- **TOR:**

"The evaluation of client and of non-client grant implementation for city development and slum upgrading projects in cities or at national level should provide evidence to assess the applicability and effects of [client and member] implementation modalities".

- **Extended – The evidence base will be used to provide:**
  - Guidance to the Alliance and its partners on improving ownership, ease of administration and the quality of projects and their results.
  - Guidance on strategic as well as managerial-level decision-making and business processes,
  - Support to the implementation of the Cities Alliance Medium Term Strategy and the corresponding new CA business model.

- **Grant Administration Process (GAP)**
  - Lengthy, complex and duplication of processes: client & member
- **Coherence of Effort**
  - Mixed performance across the portfolio …. Where there is coherence of effort – from Application to Execution - the likelihood of CA value added is enhanced
- **Client vs Member Grant Execution**
  - There is no necessary link between mode of execution and strength of client / local ownership
  - Relationships, ways of working and ***enabling*** clients / local stakeholders are key
- **Quality of Projects**
  - CA contributes to better evidence on urban poverty and more participatory pro-poor planning approaches: increases possibilities for pro-poor outcomes
- **National and Local Levels are both Necessary**
  - Alignment among national, regional & local levels a key success factor that requires greater attention: Multi-level engagement to open up opportunities

- **Desk Reviews & Interviews**
  - 33 Project Files across the GAP: Data sets varying degrees of completeness and quality; getting a fix on results is challenging
  - Weighted to Africa: 27 Rest of World: 6
  - Multiple interviews with CA Secretariat, Members
- **Field Investigations**
  - Asia: Philippines (Member (2), Client (1)
  - North Africa: Syria (Member)
  - Sub-Saharan Africa: Cameroon (Client), Senegal (Client), Malawi (Client), Mozambique (2 Member, 4 Client, 1 Joint)
- **Analysis**
  - Summarise empirical data
  - Establish benchmarks defining project quality, ownership and results
  - Primarily qualitative assessment based on documentation and interviews
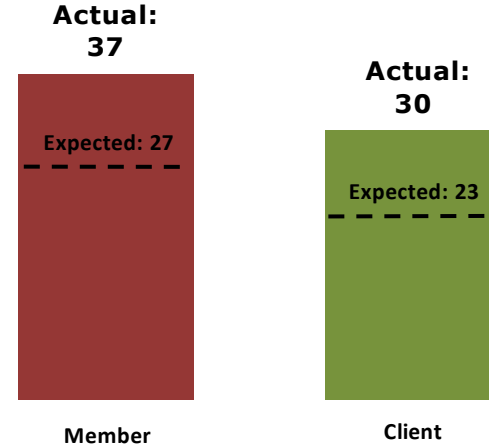 - Relative emphasis on field work
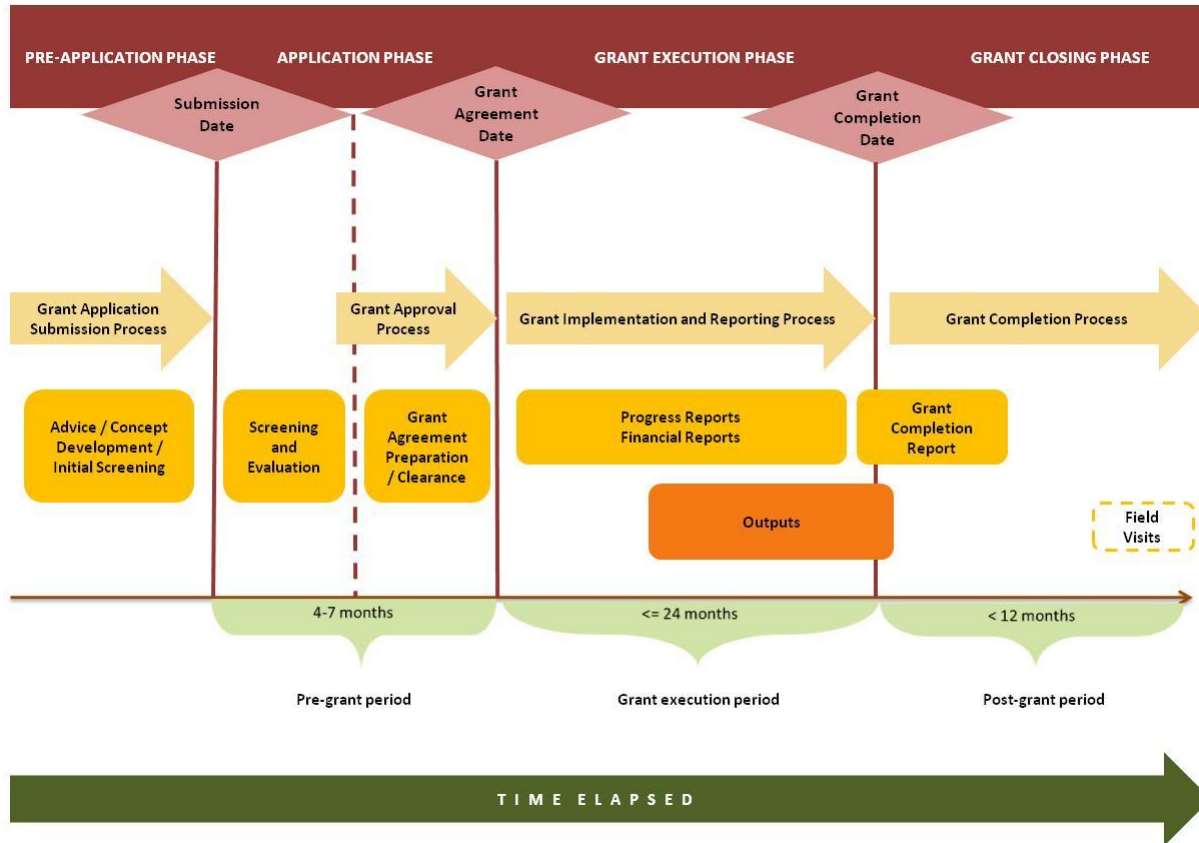
Grant Application Phase
- High transaction costs (Client & Members)
- Key to quality: Secretariat (then light touch in Execution)

Grant Execution Phase
- Exceed target timeframes
- Members key to quality

Grant Closing Phase
- Limited capturing of results, knowledge & lesson sharing

One Brand : One Service
- CA is the brand/service provider
- Alliance / Secretariat / Member distinctions not clear in the market place
- Accountability & roles need to be clearer through the GAP/PM

G|H|K Cities Alliance
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Average length of application phase of GMA & TF

444

306

Manual

114   114

Member   Client

Actual duration vs. expected duration of projects (months)

Actual: 37

Actual: 30

Expected: 27

Expected: 23

Member   Client

Average length of application phase of DGF

427

325

Manual

208   208

Member   Client

Problems delaying grant implementation	Member	Client
Delay in disbursement of own contribution	3	2
Delay in disbursement of member contribution	1	1
Unfamiliarity with procurement procedures	0	2
Bureaucracy, slow decision-making processes at ministerial, local governmental level	3	1
Lengthy mobilization of local stakeholders or other administrative/ technical disruptions	1	4
Lack of experience in project planning and design - technical/financial	2	1
Unforeseen causes, eg. natural disasters, political instability, currency rate fluctuations, etc.	3	4

Observations

- There are modest variations in project performance between Member and Client Execution – a few projects shape overall position.

- Positive performance in Client execution has benefited from good working relationships with Members.

- CDS projects seem to perform relatively well and secure ownership.

- SU projects have met a number of headwinds at national and sub-regional policy level – wider policy frameworks are important.

- Post Grant Execution / Implementation needs stronger focus and better Member engagement

	Ownership	Quality	Catalyst
Member	% of Max	% of Max	% of Max
Syria: CDS	50%	90%	67%
Philippines: SU	13%	60%	17%
Philippines: SU	25%	80%	17%
Mozambique: SU	50%	40%	67%
Mozambique: SU	63%	60%	50%
Mozambique: SU	75%	50%	50%
Average	**46%**	**63%**	**44%**

	Ownership	Quality	Catalyst
Client	% of Max	% of Max	% of Max
Cameroon: CDS	88%	90%	100%
Senegal: SU	25%	30%	33%
Malawi: SU	75%	70%	100%
Philippines: CDS	75%	50%	33%
Mozambique: SU	88%	60%	67%
Mozambique: CDS & SU	25%	50%	50%
Mozambique: Policy	50%	40%	50%
Average	**61%**	**56%**	**62%**

Ownership = Government support / Institutionalisation / Linkages to Investment				Good
Quality = Pro-poor / Participatory				Fair
Catalyst = Scaling up / Replication / Awareness				Poor

A New Beginning

- **Upside**
  - *Strong* local ownership among local stakeholders (Mayor, CUD, CoC, NGO)
  - Client Executed with Members playing a key role to facilitate participatory / pro-poor approaches and evidence base for urban policy dialogue
  - Coherence of Effort: WB & AFD
- **Signposts**
  - Greater focus on national policy frameworks: multi-level engagement to enhance results
  - Stronger linkages to implementation and tighter co-ordination to keep momentum: capacity building and investment

"this study opened my mind" (Mayor)

Value Proposition

- **Coherence of Effort**
  - Harmonisation & joint working among members through Grant Process
- **Knowledge Leverage**
  - CA facilitates new approaches to participatory pro-poor strategic planning (CDS / SU)
- **Grant Funding**
  - Flexible small scale grant funding
- **Reputational Leverage**
  - Convening power & legitimacy in support of clients to take forward innovative & challenging development initiatives

Value Proposition	Score	Evidence
Coherence of Effort	🟡	Malawi, Cameroon Mozambique Philippines
Knowledge Management	🟢	Cameroon, Syria, Philippines, Malawi
Flexible Grant Funding	🔴	Common across most projects: Overshadows CA activities
Reputational Leverage	🟢	Malawi, Cameroon Mozambique, Syria

Working Well
Working Reasonably Well
Need Fixing

Four Pillars: Meeting the Challenges ?

Pillars	Issues / Implications from the Findings
Country Programme	•Will the proposed approach strengthen the Coherence of Effort / Harmonisation? •Will the proposed approach enable multi-level engagement at national and local levels to improve alignment of policy frameworks? •Will the proposed approach respond to the need for deeper and extended client engagement on the ground?
Catalytic Fund	• Will the proposed approach improve efficiency, timeliness and reduce transaction costs? •Will the proposed approach be flexible to respond to opportunities?
Knowledge & Learning	• Will the proposed approach improve M&E of results? •Will the proposed approach improve knowledge sharing, and critically, make this knowledge readily accessible "on the ground" to clients?
Communication & Advocacy	The evidence does not lead to any specific recommendations on this pillar.