

UN Vision Project on Global Public Policy Networks

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**THE CITY CONSULTATION METHOD OF THE URBAN
MANAGEMENT PROGRAMME(UMP) AS A POLICY STRATEGY FOR
URBAN POVERTY REDUCTION**

THE CASE OF THE POVERTY REDUCTION PROGRAMME IN IJEBU-ODE.

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Case Study for the UN Vision Project on Global Public Policy Networks

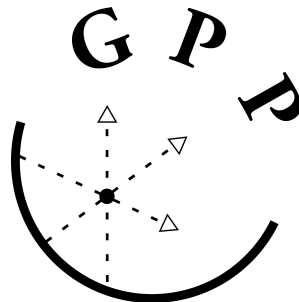


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I. INTRODUCTION

The 20th Century which witnessed tremendous growth in economic, social, industrial and technological development also left in its trail the massive building of people in cities. All over the world, the primacy of cities as economic, commercial, political and industrial centres have continued to make them attract massive movement of people who are seeking better living conditions from the country side. While in the developed nations of the world, economic, industrial and technological development led to the creation of wealth and the needed resources to effectively manage the cities, provide infrastructures, employment and social security that tend to enhance urban life, the situation has been different in developing nations, particularly those of Africa. Current estimates of urbanization rate for the world is 2.5%. The rate of urbanization in the developed nations is 0.8% while that of the developing countries is 3.4%. The figure for Africa is a whopping 4.4%.

The problem is that this high rate of urbanization is not matched by the growth in resources. Indeed, resources to manage the cities have dwindled in the last decade or so. This mis-match between rate of urbanization and growth in resources is the root cause of the numerous problems facing many cities today. Such problems include: decaying and inadequate infrastructure; urban unemployment; waste disposal problems; urban crime and insecurity; and, urban poverty. The problem of inadequate resources to manage the cities were complicated by the problems of:

- poor economic policy that employed the trickle-down development strategy which concentrated development at the urban centres at the expense of the rural areas, thus forcing a massive exodus of people from the rural areas to the cities;
- political instability and lack of capacity in governance that did not enable the leaders to make long term visionary plans that could have harnessed and energised the potentials of cities; and,
- the dominance of the political scene by undemocratic military juntas or sit-tight civilians that did not promote transparency or accountability but instead, promoted large scale corruption that dissipated the little resources that could have been used to manage the cities.

The consequence of this has been that the cities have not been prepared to welcome migrants. Infrastructural facilities and jobs continue to be stressed and further compound the problem of poverty.

With very little resources, the people are barely able to work themselves out of poverty. Dwindling resources to government at both national, state and municipal levels effectively incapacitate the governments from investing in programmes that can help reduce poverty in the cities, rebuild the infrastructural base and embark on urban renewal activities. The number of people living below poverty line the world over keep increasing daily while the problem of unsustainable urban growth has become a major international concern. The antecedents in terms of performance of governments in developing countries, especially those in Africa, to enhance the living standard of their people call to question the wisdom of continuing to leave the problem of urbanization solely in their hands. Thus the need for a multi-level approach to solving urban poverty that will involve all stakeholders became imperative. This was the gap the Urban Management Programme(UMP) was designed to fill.

The people must be helped to lift themselves up by their bootstrap; local(municipal) governments especially, and state as well as federal governments also require assistance in the area of capacity building, finance and technology to be able to manage the cities; international bilateral and multilateral agencies who have been in the fore front of channeling development to such problems also require a favourable, democratic, transparent and an accountable institutional set-up to be able to invest in solving urban problems. Because governments in most third world countries, especially those in Africa have lost credibility, Non-Governmental Organizations (NGOs) often become the critical link between these three bodies: the state, international agencies and civil society.

This was the scenario in the development and execution of the Ijebu-Ode Poverty Reduction Programme using the city consultation strategy. However, the project itself is an element of the third phase of more than a decade of international concern as well as concerted efforts in developing a people oriented, sustainable learning experience that could enhance positive management of cities. This paper therefore reviews the Ijebu-Ode project within the context of the international experience of urban management employing city consultation strategy as championed by the Urban Management Programme.

II. PROGRAMME INSTITUTIONAL CONTEXT

The institutional framework of the Programme is designed to bring global experience in urban management to the local level. One of the main reasons why urban problems persist is that the institutions and institutional framework for the development and management of urban areas are often grossly inadequate. Local governments that hold primary responsibilities to manage urban change and growth often lack the authority, capacity and resources to carry out these responsibilities. In developing countries, urban authorities have very little investment capacity, despite rapid population growth and the attendant need to provide more urban services and /or maintain existing ones. The sustainable urban management framework developed by the Urban Management Programme has three major components: good governance, poverty reduction and urban environmental protection.

In the last two decades, the governance of settlements has received more and more attention with the management of urban areas at the lowest level of political administration becoming more popular. Concern about the balance of power and distribution of responsibilities and authority between national and local governments has grown, in part because of the inability of many national governments to improve the circumstances of those most in need. In response, most countries have implemented decentralization policies. In many countries, this movement has been associated with a shift or return to democratic rule. This democratization has been encouraged by community pressure for more effective and accountable local authorities. The effect of this is that Mayors and local administrators are transcending their traditional roles and embracing new and innovative ways of governing by:

- encouraging partnerships and creatively embracing the private sector, NGOs and private voluntary organisations;
- mobilising and leading city dwellers to participate, not only as consumers of services, but as advisors, facilitators and implementers of change, and,
- adopting an active procedure to achieve desired consensus in shaping the city's future.

However, this development is largely in the economically developed nations of the world where it has long been recognised that cities embody an enormous range of investments of capital, expertise and time by individuals, households, communities, voluntary organisations, NGOs, private enterprises, investors, and government agencies. In such nations where most of the developed cities of the world are concentrated, many of the most effective and

innovative initiatives to address urban challenges have come about because of citizen participation and involvement. Yet, in most countries in Africa, Asia, the Arab States and Latin America, individual household and community efforts that help build cities and develop services have long been ignored by governments and even constrained by government regulations. Whereas, what can be achieved by supporting the efforts of numerous community led efforts in a single city vastly outweighs what any single local government could do alone.

While agreeing that an all-inclusive approach in city governance may appear to generate some problems initially especially where such approach is somehow novel, when governments and donor agencies find ways to support and empower the processes that build and develop cities, such problems tend to be overcome. For these efforts to be successful, an 'empowering environment' must be created for people to accept responsibility and share authority in public management, strengthen participation of civil society in public affairs, and strengthen administrative and financial capabilities.

Development assistance is changing to address the reality that soon more people will live in urban places than rural areas. Assistance efforts must be targeted to help local authorities develop management empowerment policies that ensure a well-fed, sheltered, educated, trained, healthy, and serviced citizenry and do this for a far larger and ever growing population. There is a confluence of emerging ideas that together constitute a new direction in development thinking. A review of more than a decade of experience has produced a shift in emphasis. A new sustainable urban development framework has emerged from this re-examination, one that requires a sharply focused institutional strategy to help developing countries deal with urban challenges effectively. However, it was also recognized that to successfully implement the new initiatives, there is the need to build the capability of local governments to undertake new and innovative programmes. Supporting and introducing decentralisation, devolution and privatization programmes are important, but these efforts must be accompanied by local capacity building. Capacity building should not be seen only as training and skills development but must also include a new governance perspective that views a city as a community, where each citizen is effectively contributing toward improving his or her surroundings.

It was this understanding of how to meet the needs of developing countries to tackle the problem posed by unplanned urbanization that led to the initiation of the Urban Management Programme in 1986.

III. INITIATION AND PURPOSE OF THE PROGRAMME

The new approach to urban management started in 1986 and has developed through three phases up to date. The activities and the goal for each of them are better appreciated along the phases and time frame they were developed.

III.1 Phase 1: 1986 - 1992

Sometime in the early 1980s, the Transport, Water and Urban Development Division of the World Bank in association with the United Nations Centre for Human Settlements (UNCHS) and the United Nations Development Programme (UNDP) came up with the idea of improving urban management capabilities in the developing regions of the world through a number of research studies. The critical issue for identifying the problem was the rate at which the developing world was getting urbanised. For example, in 1900 out of the twelve cities of the world with at least one million inhabitants, nine were in developed nations while the rest were in the developing countries. By 1985 however, there were 270 such cities out of which 145, representing 54% were in the developing nations. The problem of urban management has long been identified by the United Nations and was privy to the setting up of the UNCHS. However, the idea of managing urban problems specifically in developing nations was muted by the Transport, Water and Urban Development Division of the World Bank in association with the United Nations Centre for Human Settlements (UNCHS) and the United Nations Development Programme (UNDP). At the initial stage, the programme was not conceived as a public-private network. It was just to fulfil the mandate of the institutions that conceived the idea. However, over time, and through research and seminar/workshops, ideas got built up, and the programme evolved into what it is today: a public-private network.

The Programme was funded by the United Nations Development Programme (UNDP) and was christened *The Urban Management Programme (UMP)*. This was conceived initially as a ten-year programme of activities. It focused on the development of generic policy framework papers, discussion papers, and tools with global validity and applicability. Experts in the field were selected by the UMP.

Actors in phase 1 were all institutions which had bias for urban development and these include the World Bank, UNCHS, UNDP, and bilateral External Supporting Agencies (ESA) like the Netherlands, Sweden and Switzerland. The World Bank selected these institutions

based on their interest in the subject area. It was the phase at which the idea was getting crystallized. To hatch it, resources were needed. Consequently, those involved at this stage were those who could commit resources to urban development. These experts were renowned scholars and consultants as well as urban policy analysts who had working relationships with the UNDP, World Bank and the UNCHS. Their selection was based on their past contributions to urban development analyses. In terms of distribution, some were in the academics, some were in government departments while others were retired to their private business and consultancy activities. At this stage, the thinking was not to get a broad representation for all segments of stakeholders on urban issues. The desire was to select known, respected and resourceful experts from whatever sector for the initial conceptualization of the programme.

Both the founding institutions and the experts selected at this phase had personnel from both developed and developing nations although the former were the core initiators. Participation in terms of management was at this stage an affair of experts from the developed countries based in the founding institutions. However, in bringing experts for the discussion, seminars/workshops, scholars/consultants and policy experts from developing countries were also involved.

Through these early activities, the UMP was quick to learn that urban problem management was both crosscutting and multisectoral. It thus concerned itself at the initial stage with the issues of Urban Land Management, Urban Infrastructure Management and Municipal Finance and Administration initially. Later, two other issues of concern were added to the Programme. These were: Urban Environmental Management and Urban Poverty Alleviation. A great deal of what was known about the major research areas was gathered, analysed, coalesced and given an operational or policy perspective.

During phase 1, the primary impact of the UMP was mainly at the global level. UMP worked with multilateral and bilateral external support agencies, international professional organisations, global networks of local authorities, governmental agencies and NGOs, and international training/research institutions to organise inter-regional and global workshops. These were used to synthesise lessons learned, disseminate research outputs and design technical cooperation programmes that support national and regional capacity-building activities. While activities were focussed on the developing countries to stimulate interest and action among the various groups listed above, the programme also had significant impact on

the global urban strategies of bilateral External Supporting Agencies, mainly from the northern nations.

In 1989, following from the appointment of a new Manager for the Urban Management Programme of UNDP, a team of four urban specialists from developing countries was commissioned to carry out a forward-looking assessment of the Programme in its first five-years of existence and to make recommendations for its greater effectiveness and impact on the urban situation in developing countries. The major recommendations of that report was:

- the need to move the operational emphasis of the Programme away from the two multilateral organizations - the World Bank in Washington D.C. and the UNCHS in Nairobi, Kenya, both of which could, however, remain in the Programme as Core Centres;
- to regionalize the Programme into its four main continental blocks - Asia, Latin America, Sub-Saharan Africa and the Arab States of the Middle East and North Africa;
- that the focus of the Programme should also be capacity building through the development of panels of experts in each of these regions;
- to identify a few anchoring institutions which could be developed to carry on the activities of the Programme after external funding might have become less significant; and,
- to place emphasis on “city consultation” as the principal policy strategy for effecting changes in any of the different areas of management concern in the city.

The acceptance of this report and its major recommendations, changed the whole thrust and direction of the Urban Management Program very dramatically as they formed the kernel for the second phase of the Programme.

3.2. Phase 2: 1992-1996

Decentralization of UMP activities marked this phase as the activities of the UMP moved out of the World Bank and the UNCHS. Consequently, six primary nodes of Programme activity were created and developed. The six centres were: a UMP core team at the World Bank in Washington D.C.; a core team at UNCHS in Nairobi and four regional offices at Quito (for

Latin America and the Caribbean); Cairo (for Arab States and the Middle East); Kuala Lumpur(for Asia) and Accra (for Africa). The one at Accra has since been moved to Abidjan.

The programme was also to build the capacity at both country and regional levels to facilitate national and municipal dialogue on policy and programme options based on a participatory structure that draws on the strengths of developing country experts and expedite the dissemination of that expertise at the local, national, regional and global levels.

It also witnessed the beginning of the process of city consultations in all the four regions. City Consultation in this context was conceived quite differently from the usual meeting of officials of multilateral agencies with city and state officials to agree on what needs to be done to deal with particular problems of a city. That is, employing the characteristic top down approach to development planning and problem solving. Rather, it was to be a process of identifying categories of crucial stakeholders in the relevant area of city life, meeting with each of the group in a form of mini-consultations to find out their views and positions on the problem of interest, assisting them to appreciate that there was no simple, one-sided solution to the problem, encouraging them to be willing to come forward to an omnibus city consultation where all the different categories of stakeholders would present their positions on the particular problems and where they would then together fashion out a plan of action on how to deal with the problems.

The immediate objectives of the phase were:

- to strengthen in-country and regional capacity by setting up regional panels of experts, by assisting governments to prepare policies and plans on urban issues and by strengthening the facilities of selected regional institutions;
- to develop new policy frameworks through the use of the regional panels and institutions; and,
- to continue to prepare and disseminate urban management information.

The Programme continued with the policy frameworks in the five fields of urban environmental management, municipal finance and administration, land management, infrastructure management and poverty alleviation developed in phase 1. Dissemination of the policies were through two sets of publications: a set of Urban Management policy papers

published by the World Bank and UNCHS, and a more informal set of working papers published by UNCHS.

During this phase, the regional offices conducted most Programme activities. This enabled the Programme to spread more rapidly and by the end of phase 2, the UMP was operating in 49 countries. The activities focused on regional and country level seminars and workshops for government and non-governmental practitioners that were designed to introduce the new policy prescriptions that were developed in phase 1. The major problem that the Programme went through was that the time schedule for targets were too short such that it was difficult to meet targets set. Of the various activities lined up to be done, city consultation activities were the most difficult to accomplish. Sixty percent of planned seminars and workshops were completed and 55% of research activities, but only 30% of consultations could be done.

A new theme, urban safety and security was developed towards the end of phase 2. This emerged as a result of the concerns of local governments, particularly those in Africa. Thus the programme was made flexible enough to include local demands on issues of significance to the overall goal of urban development. Phase 2 had to be extended for six-months to accomplish set goal.

3.3. Phase 3: 1996- to 2001

An external evaluation and forward looking assessment was again conducted in mid-1995 and the report submitted formed the basis for Programme activities in phase 3 from 1996. The review found out that:

- The time frame for accomplishing set tasks was too short and needed to be extended.
- Greater emphasis needed to be given at the city level.
- The outputs of phase 2 related well to two of the Programme's immediate objectives of strengthening in-country and regional capacity and facilitating information management and exchange. They agreed that these objectives were reasonable and attainable. The third immediate objective: to develop new policy frameworks and tools to support country level was considered to be too ambitious and unlikely to be fully attained.

- The evaluators felt that regional institutions were insufficiently involved in the process and that including institutions in the Programme would speed up decentralizing the learning and institutionalisation processes.
- Information dissemination was considered to be progressing satisfactorily, with the need to locate the centres of information at regional and country levels.
- While Programme management had responded flexibly and appropriately to the regionalization of activities, the monitoring of in-country activities needed more attention.

Each geographical region of the Programme had successfully developed its own programme activities and emphasis, with considerable variations between regions, but an overall weakness of work plans was the continuing over-emphasis on seminars and workshops rather than on city consultations during phase 2. Additionally, the Programme was crowded by attempting too many activities at the same time. This affected its focus and sharpness of vision. The report recommended that the five components of phase 2 (urban infrastructure, urban administration and finance, urban land management, urban environmental management and poverty alleviation) be reduced to three in phase 3 (urban governance, urban environmental management and urban poverty alleviation).

3.4. The Ijebu-Ode Experience During Phase 3

Since the commencement of phase 2 in 1992, the various Regional Offices had become very active. From the third phase of the Programme in 1996, The Regional Office for Africa started to collaborate with various tertiary institutions, private sector organizations and consultancy firms as well as non-governmental organizations to engage in promoting City Consultations in different countries of the region. The Development Policy Centre (DPC) was one of such institutions collaborated with in Nigeria in the area of urban poverty reduction. The UMP also collaborated with two other institutions in Nigeria. These are, Institute for Human Settlement and Environment (ISHÉ) in the area of urban environmental management and the Nigerian Urban Forum (NUF) in the area of urban governance. This has made its impact at the grassroots to be notably and significantly felt.

It was as a follow-up to the new policy direction of urban management charted by the Urban Management Programme-Regional Office for Africa (UMP-ROA), in phase 3 that the horizon became open to solving a number of problems confronting the cities in developing

countries, particularly Nigeria where the rate of urbanization is among the highest in the world. One of such problems that the Development Policy Centre, identified and thought of providing a solution to was urban poverty.

Nigerian cities of today face many problems. These include deteriorating environment, inadequate housing, uncleared refuse, unreliable supply of water and electricity, poor roads and increasing insecurity. The most visible problem that has assumed alarming dimension in the last few years, however, is that of urban poverty. According to the World Bank's report of 1996, the number of urban poor in Nigeria rose from 9.7 million in 1985(that is, 31% of an estimated urban population of 31 million) to 11.9 million in 1992(or 33% of the estimated urban population of 36 million). Following UNDP nomenclature, poverty may be categorized as income poverty, measured by levels of income and/or expenditures and, human poverty, measured by levels of access to infrastructures and amenities. In the case of infrastructures, the population of many Nigerian cities have very limited access. For example, it is reckoned that for a city as big as Ibadan, only 22% of the city's population has access to pipe borne water. In a recent study undertaken in 1997 by the Development Policy Centre for the UNDP, percentage of the population with access to safe water, electricity and good housing in the medium sized town of Calabar ranged from 15% to 55%. This type of limited access has worsened the poverty situation in many of our cities.

Why the worsening poverty situation in our cities? The first is obviously the downturn in the Nigerian economy in the last decade or so. Scholars have shown that a 2% additional growth in the economy would usually result in poverty reduction of the order of 3-8 percent. The Nigerian economy has not been growing in the last couple of years. Other causes of poverty in our cities include the fallouts from the Structural Adjustment Programme, the decline in commodity prices and a military government that was nationally and internationally unaccepted. Whatever the reason, however, solutions to the problem has to be found quickly before the situation got out of hand. The Development Policy Centre approached the UMP-ROA for and got support in addressing this problem.

The strategy was to use the city consultation approach to sensitize all stake holders including government, to jointly reach a consensus and tackle the problem as they think is best. The first step was to identify a medium-size city that could be used as a pilot case to test the effectiveness of the city consultation strategy to solving the problem of poverty. The expectations was that experiences gained here would be replicated in other cities at

subsequent periods. The city of Ijebu-Ode located in Ogun State in the Southwestern part of the country was thus selected for the first phase of the city consultation process.

Ijebu-Ode is a medium sized city with an estimated population of 163,000 as at 1999. The town is located on latitude 6° 42'N and longitude 3°54'E. It is governed by both modern statutory government and the traditional institution. Over 60% of the people are involved in petty trading while 70% of household heads work in the informal sector. This two sectors yield minimal income to operators. A survey on the poverty profile of the city revealed that as high as 70% of the household heads earned less than \$80 per annum. Women and children thus have to augment family income by engaging in one form of work or the other. Only 44% of the buildings in the city can be said to be in good condition while only 28% of all buildings are directly connected to public water taps, 13% rely on boreholes and deep wells while the rest buy water from water hawkers. The level of poverty also vary spatially in the city. Infrastructural supply to the city in terms of electricity and roads have virtually collapsed.

The next step was to undertake a research study of the socio-economic and poverty profile of the city. This was employed carefully to:

- Identify all stakeholders to solving the poverty problem in the city;
- Identify the human as well as material resources the city has at its disposal ;
- Examine the modern and traditional system of administering the city, particularly their ability to mobilize the people and resources for developmental goals off the city.

The step produced an output titled *Poverty Profile of Ijebu-Ode*. It became expedient to use both the modern and traditional authority to effectively mobilize and manage human and material resources to improve the socio-economic well-being of the people.

The third step was meeting the identified stakeholders in small groups to mobilize them. Series of mini-consultations were held with various groups of identified stakeholders including the State and Local Government Council, the Traditional Authority, Council of Quarter Heads (Olori-Ituns), Age Grades, Ijebu-Ode Development Association, Ijebu-Ode Chamber of Commerce, Industry, Mines and Agriculture, Cooperative societies and trade associations. The goals of the mini-consultation were two fold:

- dialogue with the stakeholders on the objectives, scope and modalities of the city consultation process and to emphasize that the stakeholders themselves, not the government, own the process.

- brief the stakeholders on the roles expected of them before, during and after the city consultation.

The step also brought out an output titled The Proceedings of the Mini-Consultations Held in Ijebu-Ode.

The mini-consultations were part of the UMP process for reaching a consensus on city management just as the main consultation process. Of course, the Executive Chairman of the Development Policy Centre, Professor Akin. Mabogunje was one of the four consultants that recommended the use of the city consultation process as a development strategy for urban management. On the part of the DPC however, as part of the mini-consultation, a special session was held with the officials of the Ijebu-Ode Local Government Council to sensitize them on the need to be more accomodating of other stakeholders in the governance of the city. This was a purely DPC initiative as it was noticed that the LGC was to didntant from the civil society.

After the successful execution of the mini-consultation stage and the people thoroughly mobilized, the actual city consultation was held. The consultation brought together the representatives from the Presidency, Federal Ministries of Economic Planning, Finance, Works and Housing, Water Resources; the Military Administrator of the State, his Executive Council and highly placed state government officials; the officials of the Ijebu-Ode Local Government Council; the traditional ruler of the city and his council of traditional rulers and high chiefs; the Country Representative of the UNDP and several multilateral agencies including the UMP-ROA, that sponsored the programme; Private business organizations; NGOs; financial institutions and the representative of the identified stakeholders. The city consultation spanned three days from the 22nd to 24th of March, 1999 and was attended by over four hundred participants.

To achieve the set objectives of the process, the people were identified with the cooperative or trade association they belonged to. Fortunately, the socio-economic survey of the city revealed that the people belonged to one cooperative and/or trade association or the other. Recognizing them this way was to ensure accountability and group sanction to make member participants who benefit from the programme to conform and be responsible to their contractual obligations. It was also an important vehicle to mobilize the people and sustain their continued interest. The participants were proprietors/operators of private enterprises both of formal and informal types who were ready to share business information and pool

resources to improve their business fortunes. There were three principal actors in the city consultation process namely, the people and private enterprises, the government, NGOs and multilateral agencies. With the exception of the government, NGOs and multilateral agencies, the others were represented by people they selected in their various groups after they had been fully briefed through the mini-consultation.

What was clear from the on-set was that the fortunes of the businesses were intertwined and the growth of one was going to positively affect the other. This was because what was produced as a finished product by an enterprise, was a raw material for the other and the development of an enterprise could provide enhanced income and employment to local artisans and suppliers which in turn could boost the economy of the whole town. Participants could see this symbiotic relationship during the mini-consultation as well as the main city consultation and agreed to cooperate to improve their lots. Technical, industrial commercial and agricultural opportunities, including opportunities for exporting processed farm products were opened and the necessary links were made.

The city consultation ended with a committee of 16 people selected to represent various spectrum of the participants at the consultation. These formed the Follow-up Committee which used the discussions and materials from the consultation to prepare another output termed *Action Plan* with the guidance of the Development Policy Centre. The Action Plan aimed at a number of activities which include:

- Developing a number of enterprises to generate income and employment. Some of these enterprises included animal and crop production, food processing and forest based enterprises.
- Improving the infrastructural base of the city. These include constructing and rehabilitating roads, water supply and health institutions.
- Building capacity of the people to reduce poverty in the city.
- Developing tourism, arts and craft in the city.

It was discovered that some of the operators of small scale and medium enterprises and who are likely to be involved in the programme lacked the capacity to efficiently produce and profitably manage the enterprises on a sustainable basis. It became necessary to involve government agencies, NGOs and International agencies in capacity building programmes for the beneficiaries. There was the need to also source for funds for beneficiaries to use on a

revolving basis. Again, private financial institutions and NGOs that provide credit/saving facilities along the lines of Grameen Bank of Bangladesh were approached to provide some service-support for the programme. Notable among them is the Country Women Association of Nigeria(COWAN). Non-Institutionalized Banks like the Peoples' Bank and Community Banks were also involved. Some of the NGOs also provided training programmes to help build the capacity of the beneficiaries of the programme. The Development Policy Centre that initiated the Ijebu-Ode programme is itself an NGO and has been involved in capacity building since its inception in 1994.

The Ijebu-Ode Local Government Council is statutorily charged with providing infrastructural facilities in the town. These are crucial to boosting the economy of the city. The Local Government was therefore involved from the beginning to see itself as a major player in the consultation process. It is also to directly execute the construction of some of the infrastructure recommended in the Action Plan as they are necessary to make industries function efficiently as well as provide easy access to consumers to patronize their outputs. However, the confidence of the people in the Local Government and its ability to lead them out of the woods was very low. This was borne out of years of military misadventure in the nation's politics and the palpable failure of government, particularly at the local government level. At the same time, it was also necessary to win the confidence of the people if all stakeholders must be involved in solving the problem of urban poverty in Ijebu-Ode. The DPC had a fore knowledge of the low esteem of the LGC with the people. Consequently, when conducting the city profile, it consciously tried to study alternative line of authority that could both mobilize the people and resources as well as manage the post-city consultation process. This it found in the traditional institution.

The UMP preferred to do business with the municipal authority represented in either the local government system or mayor. To satisfy this and the need for the sustainability of the programme, DPC agreed with the wishes of the people(stakeholders) to constitute a body named the *Ijebu-Ode Development Board* to manage the programme and implement the content of the Action Plan. The Board is made up of thirty members representing all stakeholders including the Local Government, members of the Follow-Up Committee, the traditional ruling institution, Ijebu-Ode Development Association, market women/men, co-operative societies, artisans and entrepreneurs.

This provides a forum for networking among stakeholders as all board members are responsible to their group. In addition, the DPC is the vital link between the programme and the multilateral agencies.

The Board meets every two months at the Palace of the Traditional Ruler. It however has an executive committee made up of the chairman, vice chairman, secretary, treasurer, and the chairmen of the Technical, Project Monitoring and Implementation, and the Mobilization and Enlightenment Committees that meets very frequently to manage the Programme.

Developments in the town and the activities of the Board since its inauguration on the 29th of July, 1999 has shown that the city has been taken by the UMP idea. The people, particularly the wealthy and various associations have acted as owners of the process. This has been manifested in their contribution to the successful take-off of the project. The Traditional Ruler of the city provided a well furnished and comfortable venue for the meeting of the Board. He also accommodated the City Consultation itself. In addition, he has provided the Board with a four room fully air-conditioned office space with a telephone line at no cost to the Board. An indigene of the town donated furniture worth \$5,000 while another donated a photocopier, a fax machine and a shredder all worth \$2,500. There have been cash donations worth \$2,000. The local government donated a telephone line and, while accepting its pivot role in the management of the city also donated \$1,000 for the take-off of the Board. The UMP donated a computer set and \$5,000 to the Board. The Board however decided to use the seed money of \$5,000 on the poverty alleviation programmes outlined in the Action Plan. It has depended on the voluntary donations of members of the Board and rich individuals in the city for its day-to-day running cost.

Members of the Board render services free to the community. The Board is also planning fund raising for its programmes by mobilizing funds from the community. To complement their efforts, it is expected that multilateral and bilateral donor agencies will provide financial support for some of the activities in the Action Plan particularly those on infrastructures and enterprises. The UMP is currently trying to organise a Donors Round table Meeting of multilateral and bilateral agencies with the stakeholders and the Local Government to mobilize funds and support for the Ijebu-Ode project. This support is being coordinated by the UNDP office in Nigeria.

The Board has opened an account in a Bank in the city. It has also appointed external auditors that will audit its account. There will be an annual general meeting of all stakeholders

to review project activities. The Board has a constitution that guards its operation, its relationship to the people who elected them and the general decorum of the members of the Board. Any member of the city could raise issues on the financing of projects through their representatives, at the annual general meeting or through the traditional ruler of the city. This ensures that there is openness in financial transactions. In addition, through the Board, people are able to participate in the governance of the city and raise issues on developmental activities in the town. This is already evolving and will take some time to become full blown judging from our experience of military regimentation only recently.

This approach and the experience have provided a basis for examining some of the critical issues within this conceptual framework of a Global Public Policy Network. In fact through the UMP-ROA, there is a network of similar activities in other regions. The experiences that has been gathered has been incorporated into the strategic plan which the centre is soon to replicate in another city in Northern Nigeria.

IV. PROGRAMME CONCEPT AND METHODOLOGY

Phase 3 continues the work of phase 2 of building capacity at the city, country and regional levels and adds the important dimension of follow-up to the city strategy. The capacity building draws upon the strengths of developing country experts and supports using those experts at the local and regional levels. UMP helps to transfer knowledge and experience among countries. In addition, UMP promotes the exchange of knowledge within an international pool of experts at the global level and between the global level and the regions, countries and cities. This international, regional, country and local level networking ensures that research and operational activities undertaken under the three substantive components of UMP are continually augmented, reinforced and modernised by country-level and city-level capacity building activities, and that these activities benefit in turn from this international knowledge base.

Capacity building in urban management involves initiatives by the actors themselves to improve their own ability to carry out their responsibilities more effectively and/or more efficiently. In this context, UMP emphasizes “learning by doing”, “learning by participating”, “learning by observing” and “learning by experience”.

Because the “learning by experience” model is at the centre of the approach used in the Urban Management Programme, the principal methodology is to:

- Support and strengthen institutions and networks of experts who can supply the needed technical urban management expertise within the region;
- Support consultations and policy development activities at the country and local levels where the technical urban management expertise is needed.
- Global support and synthesis of urban management experience.

The Programme is built around the concept of applied experience. Urban management knowledge and expertise accumulated in the first two phases of the Programme were drawn from experience and are now available to authorities and institutions in developing countries. This requires restating these policy options, tools, and techniques in the form of practical approaches for participating local authorities and institutions, and doing this region by region and city by city.

The principal activity of phase 3 has been convening city level consultations. The principal outputs of the process are called “action plan”. These plans are drawn up in accordance with the defined needs and priorities of participating cities. They are more than a ‘wish list’ because they involve hard choices based on realistic assessments of potential resources. These actions are the property and responsibility of the local authority, but they frequently carry the promise of continuing assistance from other parties involved in the consultation, including bilateral and multilateral development assistance agencies.

By its nature as a global and regional programme, the UMP can play only a facilitating role. Each regional office is located in a research and/or management institution that can provide an operating base for the Programme and the capacity for regional outreach. At the end of phase 3, these institutions should be able to continue UMP activities on their own.

In many cases, follow-up to UMP consultations depends on the interest and funds of other agencies participating in each consultation. Through its network of contacts, UMP assists in leveraging additional funds where this is possible and reasonable within the context of the action plans. However the emphasis of the UMP city consultations is on improving city authorities institutional capacity, and not on attracting resources for investment. Therefore, the action plans should focus primarily on things they can do themselves and for themselves.

An explanation of a ‘typical’ process of developing a city consultation would not provide much by way of detail because each one is so individually constructed. After the city has made its commitment and defined its priority areas, a thematic profile (written report) is prepared to focus discussion and identify relevant city stakeholders who can help define the city’s action plan. UMP or one of its regional institutional partners then holds a major consultation meeting, often with the help of one or more local partners. These consultation meeting may be preceded by a series of smaller or mini-consultations with individual stakeholder groups. The action plan is the expected output from the main city consultation.

At the beginning of phase 3, there were some activities such as workshops and seminars on particular policy themes, that were continued from phase 2. These activities were largely at the community and NGO level. These were phased out as phase 3 matured, in favour of larger city consultation processes. The major involvement of partner institutions in the UMP programme is in city consultations. The underlying strategy of the programme is to give the institutional partners practical experience in working with local authorities and providing substantive advice on Programme themes. This experience develops institutional capabilities so that the institutions themselves can manage this type of advisory programme in future.

V. STRUCTURE AND PROCESSES IN THE NETWORK

During the first two phases, the Programme was a joint undertaking among UNDP, UNCHS and the World Bank. UNDP provided core funding and policy guidance, UNCHS acted as the Executing Agency and the World Bank provided significant support through a joint operating agreement with UNCHS. The UNDP, as the major funding agency, took on the leadership of the Program. Because of its greater, field-oriented, operational thrust, the UNDP decided that the UNCHS should take on the primary role of promoting the Programme with the World Bank now serving as associate organization. Consequently, the Co-ordinator for the Programme relocated to Nairobi. He operated along with four Regional Co-ordinators, each of which was based in a city in each of the four continental regions in which the Programme was now meant to be articulated and implemented. Furthermore, under the leadership of the UNDP, a number of bilateral donor agencies from countries such as Sweden, Germany, Switzerland, Italy and the United Kingdom decided to buy into the Programme. A Programme Review Committee (PRC) comprising representatives of most of these agencies was set up and became the central policy organ of the Programme. This Committee met

annually with the Programme Co-ordinator and the four Regional Co-ordinators to review the progress of the Programme and discuss issues of funding. An Advisory Committee of urban specialists, one from each of the regions, was also set up to ensure some form of monitoring and quality control to the activities of the various regional offices of the Programme.

Management of the Programme proceeded at three distinct but integrated levels. These were the global, regional and country/local levels.

At the *global level*, the primary responsibility for Programme management rests with the Core team based in Nairobi and the four Regional Co-ordinators. A Global Programme Co-ordinator located at UNCHS, the Executing Agency, heads the Core Team. The role of the Programme Co-ordinator is to ensure that the elements of the Programme contained in the Programme Document are being carried out in accordance with the Document and to report to UNDP and the Programme Review Committee.

At the *regional level*, the Programme consists of a three-tier structure including: a Regional Co-ordinator, Regional Anchor Institutions, and, Regional or Local Experts and Partner Institutions. The Regional Co-ordinators are based in a regional institution in each of the regions. They are the key link between the Core Team and the regional networks/institutions and their activities. These Co-ordinators are the managers of the UMP at the regional level.

In addition, each region has several partner institutions identified to provide technical support for the Programme's substantive functions. These institutions may be leading national institutions that can also perform some regional functions and/or regional institutions that can also perform some regional functions and/or regional institutions that can also provide substantive inputs at the country level.

At the *country level* national and local organisations and institutions are identified to help carry out the consultation process. These organisations may be NGOs, CBOs, local governments, academic organisations, national governmental organisations or national cities' associations. Their selection was based on their demonstration of capacity in one or more of the substantive components of the UMP or are in a process consulting approach or are willing to develop these capacities. These organizations are given a subcontract with a detailed terms of reference and carry the UMP flag.

VI. ROLES OF DIFFERENT ACTORS IN THE PROGRAMME

There were several actors involved in the Programme at the global, regional and country/local levels. The UMP is the main actor facilitating the process. The role of other actors are best appreciated in their relationship to the UMP.

UNCHS

UNCHS contracts with UNDP as the Executing Agency and is responsible for implementing the regional capacity building strategies and mobilising the regional expert networks. The agency is also responsible for activities related the strengthening of in-country expertise. In this capacity, UNCHS provides support to the Regional Coordinators for particular consultation or capacity building exercises. The nature of specific capacity building activities emerging out of the consultations determine the type and extent of support UNCHS provides. The UNCHS also provides office accommodations and equipment for the Core Team in Nairobi and certain administrative support in its headquarters office and in its two regional offices in Rio de Janeiro and Fukuoka. UNCHS services contract with the global Programme Co-ordinator, the Regional Co-ordinators, the Regional Advisors, consultants to the Urban Management Programme and institutional partners.

UNDP

UNDP provides substantive inputs to the Programme on an ad hoc basis. UNDP representatives, particularly from the Management Development Division, participate regularly in workshops and conferences at global and regional levels. UNDP also participates through involvement of its regional bureaux, the UN Capital Development Fund and field offices, overall Programme monitoring, liaison activities with the Advisory Committee, Programme core funding, and co-ordination of Programme evaluation activities. It is also the focal point for mobilising bilateral resources for the Programme both at the global and local country try level. The UMP contact point is through the Manager of the Urban Management Team in the Management Development and Governance Division(MDGD)of the UNDP. UNDP chairs the Programme Review Committee meetings.

The Programme Review Committee

A Programme Review Committee (PRC), consisting of representatives of UNDP, UNCHS and the four Regional Co-ordinators, the Global Programme Co-ordinator and the bilateral External Support Agencies who are major contributors to the Programme meet every six months to review the programming and progress of UMP activities. These meetings are exclusively for the purpose of programme review and as such the PRC is given authority in the Programme Document to review and amend the Programme Document during the course of the Programme. The PRC meetings are organised and convened by the UNDP, which is the agency responsible for Programme monitoring, evaluation and accountability. The agenda and other arrangements are prepared in close co-operation with Programme partners. The major inputs for the meetings are the reports and strategies of the Regional Co-ordinators and the Core Team.

The major role of the PRC is to review the progress of Programme activities and discuss results that the Programme has achieved with respect to Programme objectives and performance criteria. The PRC also identifies outstanding issues and emerging strategies, and reviews resources needed. The PRC is the major mechanism to enable the donors to review the progress of the Programme and provide strategic inputs to ensure that the spirit of the Programme Document is adhered to. The Programme Document requires that the PRC approve annual regional work plans, approve all major contracts and approve all Initiating Briefs that carry a cost over \$50,000. It is the major medium through which donors have direct tab on the Programme.

Advisory Committee

The UMP Global Advisory Committee provides an independent perspective and intellectual overview on the direction and strategies of the Programme. It consist of four notable urban scientists and policy advisors from developing countries. They are appointed by UNDP in consultation with the other global Programme partners. The Committee is supposed to provide advice on the work programme presented by UNCHS and assess the progress of on-going activities. The Committee is expected to represent the perspective of developing countries in general and the UMP regions in particular through its members, and furthermore, to do this through the perspective of 'development experts'.

The Role of The Core Team

This assists the regional offices through policy and tool development in each of the thematic focus areas, including the distribution of UMP working papers. The Core Team facilitates inter-regional cooperation and cross-fertilization of ideas and provides specialists for city consultations. It is also responsible for the overall monitoring of regional operations, synthesizing the UMP experience and lessons learned, and disseminating this information.

The Development Policy Centre

This is an NGO identified first as a partner institution and later recognised as a regional anchor institution for the Programme in Nigeria and for English speaking West African Countries. It facilitate the city consultation on behalf of UMP at the local level. It also facilitates the convening of a donors meeting to support the activities of the Programme at the local level.

The Centre has now been recognised as an anchor institution that is expected to take over UMP duties of the UMP region both in Nigeria and in Ghana, Sierra Leone, Gambia and Liberia by year 2001.

Ijebu-Ode Development Board

This is made up of 30 members representing all stakeholders in Ijebu-Ode. It is the institution set up to implement the content of the action plan for reducing poverty at Ijebu-Ode. It also mobilize funds, execute and monitor the various projects contained in the action plan.

VII. REGIONAL DIVERSITY AND NETWORKING

The proportional budget allocation for each region in the original phase 3 budget was 30% for Africa, 15% for the Arab States Region, 30% for Asia/Pacific, and 25% for Latin America and the Caribbean. The relative independence of the Regional Offices and the selection of strong Regional Co-ordinators have resulted in quite diverse strategies and approaches across the four regions.

For the region of *Africa*, the Office has had to be particularly creative because of the diversity and size of the region itself. Institutions are expected to assist client cities in conducting consultation processes and work with local panel experts and local institutions that are directly responsible for undertaking much of the work, but they have no common experience with this kind of work and the results have been mixed. The Regional Office specifically attempts to encourage the formulation of gender-sensitive policies within the urban sector but this often gets lost in the translation into local plans. An on-line communication system (GTZ's URBANET) enables efficient management and dissemination of information for urban decision-making throughout the region. Also a quarterly newsletter, *African Cities* published in both English and French is also used to further disseminate findings and other information.

The *Arab States* region has no tradition of local governance at all so the process of introducing this kind of urban management innovation is long and requires a great deal of patience and coalition-building. Several regional institutions have experience in urban development but few have the capacity to provide support to municipalities. The country panels established by the Regional Office have been instrumental in introducing the very idea of change. The Programme operates an information dissemination strategy through the local media and NGOs in each country in the region to a much greater extent than any other Regional Office.

The *Asia/Pacific* Regional Office operates a limited demand-driven approach whereby the mayors of cities are asked to choose from a menu of seven technical assistance topics categorised under the three UMP themes. This approach results in a match between the city's needs and the Programme's regional expertise. At the same time, the mayors are asked to make a commitment to provide the necessary support to the city consultation process. The Regional Office views the first set of consultations as "laboratories" for refining the process, developing local action plans and implementing specific projects, so the real gains for urban

management in the region will come when this experience is disseminated to other cities through the UMP network.

In the *Latin America and Caribbean* region, there has evolved over time an urban tradition which provides some unique strengths and opportunities to improve urban management. These include strong local authority associations and networks, developed megacities, and a high level of urban expertise and resources. As in the other regions, the most important regional strategy is to improve urban management practices and policies through city consultations, but in addition, the Regional Office pursues an aggressive gender-positive perspective in all UMP activities.

UMP Regional Offices have the primary task schedules, subject to guidelines approved by the PRC and monitored by the Programme Coordinator. Within these guidelines, regional offices consult cities in their regions to establish interest and commitment and have defined plans for assistance that may extend over several years.

VIII. OUTCOME AND FUTURE PROSPECTS

The institution of the city consultation as a strategy for managing urban centres have had tremendous impact at both national and international levels.

At the local level, it led to the mobilization of both statutory and traditional authorities as well as the private sector, civil society and philanthropists in the quest to reduce poverty in the city of Ijebu-Ode. The first thing it did was to bring forward a number of well-to-do indigenes of the town who felt the programme was capable of helping to establish the poor in lines of enterprise that could sustainably yield them income. This they felt could help reduce the number of people who have to depend on them. Such wealthy individuals came out to support the programme with, business information, material and financial resources. In fact, the take-off of the programme after the inauguration of the Board was financed by them. As at the time of writing this report, more promises of assistance are been made to the Board.

One of the problems that was mentioned during the city consultation was the fact that there was no cooperation or trust among people and business operators in the town to give assistance to those who needed it. After the city consultation, within and between group meetings have been going on where business information and opportunities are shared. It has also succeeded in linking the informal sector which is large with the formal sector through the Ijebu-Ode Chamber of Commerce and Industry. The building of social trust among the different categories of actors in the town is a very important achievement of the consultation.

The building of social trust has resulted largely from the very nature and concept of the programme from its inception. The Urban Management Programme was a response to growing urbanization in resource poor developing countries. Incidentally these countries either did not appreciate the enormity of the problem of urbanization or they felt they could't have done any more than they had done. However, ones the problem was identified by the multilateral agencies - World Bank, UNDP and UNCHS - everything was done to find a solution by first building social trust among these institutions. The major advantage the programme had over programmes like the CGIAR and the WCD in terms of conflicts of interest, definition of solutions and stalemates derived mainly from this social trust. From the second phase, a separate managing institution supervised by the UNCHS was created to manage the programme. Furthermore, regionalization of the programme also ensured that even at the global level, regional experts from the developing countries were involved in the management of the programme. Even at the local level, the procedure for reaching a

consensus ensured that all views were tabled and discussed. All segments of society are represented and so there are no feeling of marginalization. Because the programme involve at any one time a city or cities, the federal and state governments have never felt they are loosing their sovereignty. In fact, these levels of governments have given maximum support to the programme implementation at the local level in the country. The local government that ought to feel it is loosing its powers following the setting up of a separate Board at Ijebu-Ode does not feel so. In fact, it feels it is been assisted to perform better.

At the international level, the founding institutions and the other external support agencies meet under the Programme Review Committee. Their function as discussed earlier is to review Programme Document to ensure that they are been adhered to, to achieve set goals. Even here, conflicts are not generated as each region is allowed to develop its programme to fit itself as long as they operate within the Project Document. At the local level, all stakeholders provide knowledge and finance but at the international level, finance and policy formulation are the critical products. The trisectoral nature of the programme has helped the success of the programme. The participation of international donors and the Local Government has given legitimacy at the local level while owning of the programme at the local level has further raised the confidence at the international level on the sustainability of the programme.

The Traditional Ruler of the city has also supported the Programme with the instrument of the Traditional Institution. Consequently, indigenes of the city who live outside the city have been contacted to contribute resources towards the implementation of the Action Plan. The involvement and the endorsement of the traditional ruler is particularly important. This is because while the local government has lost credibility among the people, although it has the statutory power to administer the town, the traditional ruler and his chiefs are loved and respected by the people. When he calls, the people, both the socially high and low, must respond. This has tremendously helped the Programme in Ijebu-Ode. The Traditional Ruler gave four rugged and fully air-conditioned offices to the Ijebu-Ode Development Board and a telephone line. He also provided two meeting venues to the Board. One to host all the 30 members, and the other which is smaller to host the executive members of the Board. Finally because his traditional authority extends beyond the Ijebu-Ode City to other towns and villages in Ijebuland, he has instructed other traditional rulers under him to go to their respective towns and implement what they have seen.

Some projects have been initiated to boost the economy of the town. These include: a central snail collection, identification and rearing unit; rabbit multiplication units and pineapple sucker multiplication programme. These are to help ensure that when the beneficiaries are to start with full production, they will not lack the necessary input to take-off.

There is currently no legal dimension with the UMP at Ijebu-Ode neither is it considered necessary. This is because after the facilitation of the programme, it becomes the property of the people. Presently, there are some guiding principles in the form of a term of reference which defines the duties of members of the Ijebu-Ode Development Board.

One important fallout of the city consultation is the agreement of various trade association to assist the local government to collect tax from their members. The local governments in Nigeria lost their credibility with the people who subsequently refused to pay taxes they were sure would not be used to their benefit. Thus, more resources are expected to accrue to the local government which will assist it in providing better services to the people. One area the DPC is working on is to ensure that the local government does not lose this credibility anymore.

The new civilian administration has demanded for a copy of the Action Plan. While not sure of its intention, one can safely say that the Programme has successfully reached the Governor of the State. Of course the erstwhile Military Administrator of the State was carried along in starting the consultation.

It is difficult to characterize the UMP with that of a powerful leader. There tend to be a leader at various levels. At the local level, there is a leadership elected by the people. At the regional level, there is a regional co-ordinator while at the global level, the UNCHS co-ordinates with the UNDP and the World Bank playing prominent roles. However, it is the local level where leadership is very crucial. But, the leader does not implement an own programme. He implements a programme - an Action Plan - agreed to by all members. All that is required from him is the ability to mobilize local resources, including finance to achieve targets. Leadership has not changed at the local level. Personnel in charge of certain aspects of the programme have changed at the global level several times but this has not in any way affected the programme. Rather, as new people come on board, the programme is energised with vigour.

It must be noted that the programme got initiated as a result of joint leadership by the World Bank, UNDP and the UNCHS. Overtime, the leadership was conferred on a new organization - the UMP. The change in leadership along lines of regional decentralization became very crucial to the very tremendous achievement made later especially at the local level. The leadership role played by international organisations was in the development of the programme concept and putting necessary structures (as in the Programme Review Committee, Advisory Committee, Regional Offices) in place to ensure that the Programme Document is followed. At the local level, they withdraw to the background for identified local institutions like the DPC to carry the UMP banner while backing them up with financial and logistic support. This has been very crucial in ensuring that the people are able to own the programme.

From inception, the programme was designed for developing countries, consequently, the actors outside the founding institutions and donor agencies were from the locality. In fact where donor countries bought into the programme as in the German aspect of URBANETZ , they only limited their interest to providing financial and technical support. They employed regional experts to work for them on the programme. This eliminated the fear of characterizing the programme as a form of neocolonialism project. The linkage was in phases. At the first phase of the programme, it was mainly multilateral and bilateral networks. During the second phase, networks at regional levels were linked in the six regions while at the third phase networks at the country and city levels were incorporated. Each level of network was added as need for expansion and implementation at the local level arose.

At the international level, there has been exchange of ideas and information via several channels. Through e-mail facilities, internet, the GTZ-UMP URBANET, and various publications particularly the African Cities, developments in different countries, and regions are quickly shared.

The future of the programme in Ijebu-Ode is very bright. It is not often that one derives the feeling of success from an outreach programme as we do on the Ijebu-Ode project. The people have totally owned the programme and are already putting resources to make it sustainable. With the lessons learned here, the DPC with the assistance of the UMP is ready to implement the city consultation process in another town in Nigeria. In fact, the DPC has already started the process of networking all cities in Nigeria with a population of 100,000 to exchange information and strategies in urban management based on the UMP methodology of

city management. The city consultation method has recorded tremendous success in all the regions they have been used.

The future of UMP as an institution is what is not yet certain. The current phase will end in year 2001 when the anchor institutions are supposed to take over the functions of the Regional Offices. The problem is with the readiness of the anchor institutions. While funds were provided for city consultations, adequate plan for capacity building of the staff in the anchor institutions were not made. Yet it is the staff of these anchor institutions that will take over from well trained staff of the UMP regional offices. While noting that the anchor institutions as typified by the DPC boasts of highly skilled experts in the area of urban management and information technology, there is still the need to put them through the workings and procedures of the Regional Office.

Another area of concern is the availability of adequate infrastructural support to enable the anchor institutions become global in its anticipated role of giving and using information globally.

IX. OUTLOOK

One important lesson that is replicable in other parts of the world was how an institution that was acceptable to the people but which incorporated the local government, civil society and the traditional institution was set up to manage the Action Plan. In Nigeria, prolonged military adventure into national politics and their glaring misrule have made people to lose confidence in statutory authorities. It will take some time to rebuild the confidence required for local governments to be able to mobilize the people. This scenario is common in most developing countries of Africa. An insistence on the local government to manage that aspect of the Programme could lead to its failure. Since the local government is made up of elected officers from the city, they should not insist but, allow such an institution to complement their efforts at city management. It has also been observed that there are some instances where the boundary of a local government transcends a city to include smaller towns and villages in the suburb. Allowing the local government to solely manage this kind of programme could generate problems in a politically volatile region as we have in most third world countries.

The traditional institution cannot be separated from the development of the cities in Africa. Their involvement not only brings credibility to the programme in the eyes of their people, it is also important to mobilize people and resources to achieve the goals of urban development.

Local governments in Nigeria do not have much income. In fact, after the payment of staff wages, little if any is left for investment in city infrastructures. This was the experience we had in Ijebu-Ode. There was thus the need to organise a Donors Round Table Meeting of multilateral and bilateral agencies to help finance the programme. The UNDP is currently taking this in hand as it is trying to coordinate donor agencies with offices in Nigeria. A highly placed official in the UNDP has been designated to carry this task out. The UNCHS is providing financial support for this initiative through the UMP Regional Office for Africa. In addition, contributions from indigenes of the city who live elsewhere was mobilized to implement the Action Plan. The Board is planning a fund-raising programme for early next year to raise N25million (\$250,000) for the programme. These sources of funds should not be overlooked elsewhere.

The Case Study on Microcredit Public Policy Network have similar goals as the UMP programme. However the UMP recognises that the issue of poverty is multidimensional in terms of causes and consequently, solutions cannot be compartmentalized. Hence, the city and its inhabitants are taken as a unit. Solutions to city poverty becomes an integrated concept.

While looking after increasing the income of the individual particularly the poor in the city by providing them credit, the city environment, particularly infrastructure - roads, water, electricity, etc, - are considered crucial in any poverty alleviation programme. Thus, micro lending institutions are brought in to provide credit support to the various enterprises being promoted while the assistance of donor agencies and government are sought in the are of infrastructural provision.

Like the micro-credit, CGIAR and the WCD, the UMP has also been growing in phases. This has ensured that new responsibilities are added when the existing ones are well achieved. Unlike these other programmes however and very significantly too, the UMP programme is to be owned by the people. The UMP thus help the people to realise their potentials and move ahead to other cities to begin the process all-over again.