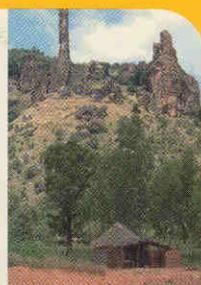
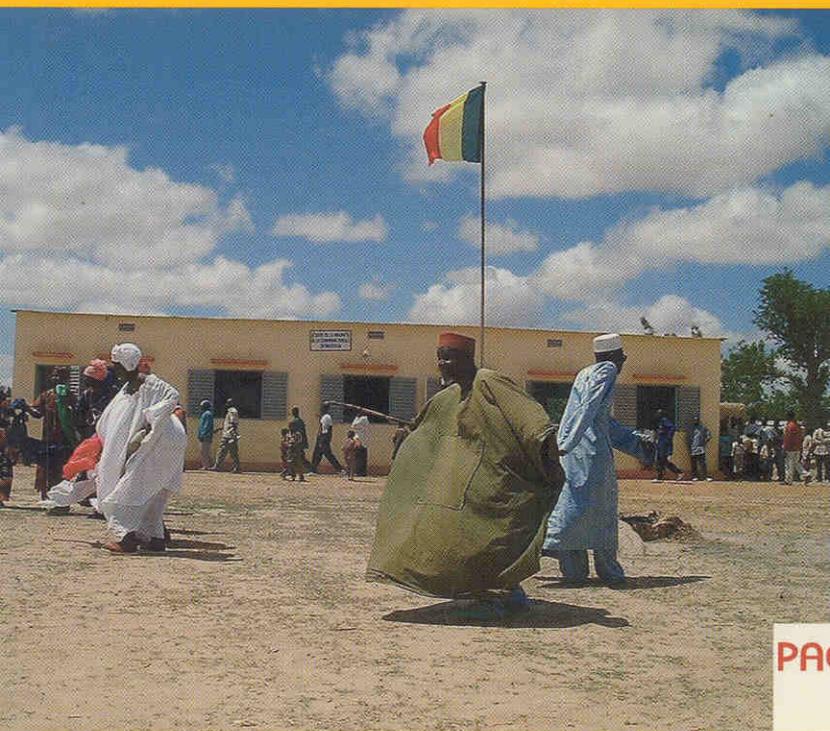


## Orientation vers les effets et contribution à la lutte contre la pauvreté du Programme d'Appui aux Collectivités Territoriales (PACT) au Mali



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## **Impact Orientation and Contribution to Poverty Reduction of the GTZ-Programme for the Promotion of Municipal Structures (PACT) in Mali**

### **Summary**

#### **Background to the study**

One of the new challenges facing German development cooperation (DC) is the mounting focus on **managing for development results** with regard to planning and evaluation. In the following text, the term *result* is used to denote those changes that can be attributed to a project/program as prescribed by the GTZ. Managing for development results within a development intervention ensures that available funds are applied effectively and that German DC makes a relevant contribution to the economic and social development of its partner countries. An integral element anchoring management for development results was brought about in August, 2002 when the GTZ, through contract procedures between the GTZ and the German Ministry for Economic and Social Development (BMZ), introduced AURA, a new framework for contracts and cooperation. Success of a development intervention is now measured by the goals achieved and their previously defined results. Reaching international **development goals** also has become more of a focal point. Among these goals are the Millenium Development Goals (MDG), which include halving the proportion of people whose income is less than one dollar a day by 2015. It follows that development interventions of the German DC are committed to monitoring and demonstrating their contribution to the attainment of these highly aggregated development goals. These new challenges were the impetus for the following study prepared by the Centre for Advanced Training in Rural Development as commissioned by the GTZ – in particular by the Program for the Promotion of Municipal Structures (PACT) in Mali.

**PACT** is a program commissioned by the Ministry for Interior Affairs (Ministère de l'Administration Territoriale et des Collectivités Locales, MATCL) and is implemented by the technical (GTZ and the German Development Service, DED) and financial (KFW Development Bank) cooperation. The program supports the implementation of the Malian national decentralization policy in five circles within the regions Koulikoro and

Ségou. While the GTZ and DED contribute consultative services and personnel expertise, the KFW Development Bank promotes investment measures in the municipalities in which PACT is active, via a national fund (Fonds d'Investissements pour les Collectivités Territoriales, FICT). The research for this study is limited to the technical and personnel contribution of GTZ and DED.

The objective of the program states that the local autonomous administrative bodies, the population and service providers effectively perform their role in economic and social development. PACT consists of four technical components: Local Municipal Administration and Management, Participatory Development Planning, Natural Resource Management and Municipal Waste and Waste-Water Management, and a fifth component provides for the capitalization of results.

In the course of the study, the SLE-Team developed results chains and indicators for the program. The results chains were based on the model in the Results-based Monitoring Guidelines of the GTZ (GTZ, 2004a). Starting from the individual outputs of each component, result levels were as follows: the use of outputs (whether and how the project outputs are used by the target group), the outcome (direct benefit - the likely or achieved short and medium-term effects of an intervention's outputs) and impacts (indirect benefit - positive results for the target group that can be plausibly but no longer causally linked to the development intervention). At the end of this chain is the so-called „high level development result“, which includes issues such as poverty reduction. Project results can be intended or unintended, expected or unexpected, positive or negative.

The next step consisted of establishing a plausible relationship between the results chains identified for PACT and the national Poverty Reduction Strategy (Cadre Stratégique de la Lutte contre la Pauvreté, CSLP), or the MDGs. Furthermore, the SLE team was asked to develop a methodological approach to adjust the existing CSLP indicators to a regional and municipal level. The analysis gave rise to several concrete recommendations which are relevant for PACT's future planning and monitoring system, as well as for the transferability of the methodological approach.

## **Methodological Approach**

The methodological approach included the use of semi-structured individual and group interviews and the Impact-Flow Diagram. The SLE Team placed an emphasis on including the various target groups in the communities as well as including relevant resource

persons. As the Impact-Flow Diagram, which was developed by the International Fund for Agricultural Development (IFAD), normally applies a problem analysis to identify impacts, the method was adjusted to suit the needs of researching the program outputs. A mode of questioning was also devised by the SLE team to facilitate the investigation of numerous outcomes and impacts, as well as potential indicators in the communities. The data was categorized as per the results model (GTZ, 2004) and was supplemented with a new category, that of "*results fields*". These results fields aided in bundling the outcomes and facilitated the handling of the data mass collected. In addition, the results fields allowed the identification of synergies between components of the complex program and focused the development of indicators. Proposals for indicators were made during the analysis phase and further indicators were worked out with program employees in an internal PACT workshop. Lastly, the quality of the indicators was verified with the help of SMART criteria.

The results fields were compared with the following three strategic pillars of the CSLP: (1) the Institutional development and improved governance and participation, (2) Human development and strengthening the access to basic social services, (3) Development of infrastructure and support for key productive sectors. Not only were the strategic pillars of poverty reduction incorporated into the analysis, but also the CSLP indicators.

## Results

The **results chains**, which were based on fifteen outputs of the program, consist of direct, indirect, hypothetical and realized results. The most common and therefore, most relevant outcomes were summarized in the following nine **results fields**: quality of services, strengthening of coordination and cooperation, mastering and appropriation of processes, strengthening the sense of citizenship, knowledge management, promoting municipal and private income, condition of natural resources, condition of municipal infrastructure and the condition of environmental sanitation. Indicators for the overall program objective were devised from those results fields which are important for all components. For the component objectives, indicators were devised from the results fields that were the most important to the respective components. The results analysis showed that all results chains contribute to the development goal of poverty reduction.

The analysis of the **relationship between PACT and the Malian Poverty Reduction Strategy (CSLP)** demonstrated that there are direct and indirect or plausible linkages between the program and all three pillars of the Poverty Reduction Strategy Paper

(PRSP). However, the strongest connection between PACT exists in the following components: *Local Municipal Administration and Management* and *Participatory Development Planning* and the first pillar (the institutional development and improved governance and participation). While the component *Municipal Waste and Waste-Water Management* features linkages to the second pillar (Human development and strengthening the access to basic social services), the component *Natural Resource Management* as well as again the component *Municipal Administration and Management* are closely connected to the third pillar (Development of infrastructure and support for key productive sectors). Only in certain cases could the indicators of the CSLP be matched with components of PACT, for instance, the indicator "degree of satisfaction with the services of the public administration", could be applied to several components. In principle, the currently available CSLP indicators – of which ten are relevant to outcomes of PACT – are not adequately specified.

To date, there has been no aspiration on behalf of Malian authorities to regionalise the CSLP or its indicators. Consequently the development of a methodological approach proved difficult. However, preliminary measures for the **regionalisation of the CSLP indicators** were created. The methodological approach to adjust CSLP indicators to the municipal or regional level was elaborated using the CSLP indicator: reforested area. The first step included examining the indicator with regard to its regional specification and the degree to which the regions contribute to the reforested area. The indicator was then examined in the context of its external conditions. For example, this included considering legal and administrative conditions, climatic, economic and social circumstances, as well as regional capabilities. Analysing the characteristics of the indicator and the region is a prerequisite for adjusting indicators from a national level to a municipal or regional level.

## Recommendations

### Recommendations for the next phase

According to the findings of the analysis, the following recommendations for the next program phase were derived:

(1) The wording of the **overall program objective** (compare p.1-2) should be augmented with "quality of services", as this was identified as one the most important results fields of PACT. In addition, it is recommended that "institutional development" should be integrated into the objective of "social and economic development" as the

results of the different components are strong in this area and a direct link can be established with the CSLP. As discovered during the analysis, the program's direct benefits are not realized at the level of the population and service providers and therefore, the latter should be omitted from the current overall objective of the program.

(2) The **outputs of the program components** should be restructured with a view to better managing for development results as in, for example, the component Natural Resource Management; new wording of specific outputs is suggested for the component Municipal Water and Waste-Water Management. In addition, certain outputs should be added to the component Participatory Development Planning.

(3) At the decentralized level, national **sector authorities** should be involved more in the planning, developing and implementing of PACT's activities, for example, in the development of municipal development plans.

(4) Further **component-specific** recommendations were made and a stronger consideration for gender issues was suggested.

## **Recommendations for the Monitoring System**

A system for monitoring was recommended that should be based on identifying results chains and results indicators. It encompasses three levels with different responsibilities and methodological approaches. The levels correspond to the program components, the overall program and the regional levels.

At the **component level**, the responsibility for monitoring lies with the component's department head. In order to better promote the learning process and ownership among those concerned, it is recommended to primarily apply participatory methods and to ensure a large number of participants. At the **program level**, an internal results monitoring has been suggested that places the responsibility for its implementation with PACT. At the **regional level**, the monitoring should include several national and international players. The international organizations should, at the onset, provide major contributions to the regional monitoring. In order to achieve a coherent regional planning and monitoring, a high level of communication and coordination of the parties involved is crucial.

## **Transferability of the Methodological Approach**

The methodological approach is transferable to other programs. Particularly, the **Impact-Flow Diagram** facilitates the analysis of different perspectives regarding the objectives and possible project or program results. Furthermore, this study demon-

jectives and possible project or program results. Furthermore, this study demonstrated that the method is also applicable to planning (hypothetical results) and evaluation (results that have already occurred) of program outputs. While analysing hypothetical results, however, the identification of negative results and the underlying hypotheses proved difficult with this approach. As a consequence, particular attention should be paid to this area in the future.

The addition of **results fields** to the results model proved to be very helpful as the bundling of outcomes not only eased the analysis of synergies between the program's components but also made the links to the CSLP clearer.

The **results model** of the Results-based Monitoring Guidelines (GTZ, 2004) is well suited to structure the various result levels, however, some difficulties were encountered while applying the guidelines in practice. It was not always possible to differentiate clearly between the individual levels (outputs, use of output, outcomes, impacts).

Finally, it remains to be said, that the transferability of the methodological approach calls for **sufficient time and personnel capacities**. The comprehensive work of this study was made possible only through the three-month commitment of a six member team.