

# 04

## mentoring story: Lilongwe & Johannesburg experience 2008 - 2012

" Adopting the oriental philosophy of harmony and inclusion, their project raised the occidental practices of mutual learning to a new height, improving their urban management capabilities in the process. The project is rightly named as a mentorship program"

Mayor CHEN Jianhua  
announcing Guangzhou  
award winners 2012



# THE JOHANNESBURG LILONGWE MENTORSHIP PROGRAMME

December 2012

## Foreword

On behalf of the residents of the City of Lilongwe, I would like to recognize and acknowledge most profoundly the support that we have received and continue to receive in assisting the Lilongwe City Council in fulfilling some of its goals and objectives. Without the support and guidance and those of the mentoring team we would not have achieved this.

We are grateful that the process supported by the City of Johannesburg and the associations: UCLG and Cities Alliance has led to increased performance and an increase of professional preparedness and motivation of our city staff.

This publication is an appreciation of the process and success of the partnership with the City of Johannesburg through which we shared many lessons on governance and excellence.

I therefore would like to convey special thanks to the mayors of Johannesburg: Amos Masondo and Parks Tau, the mentoring team lead by Jan Erasmus and the consultant Wendy Ovens of the Central Strategy Unit of Johannesburg, to Sara Hoeflich, programme manager of UCLG and Adele Hosken, regional representative of Cities Alliance, we salute you for your untiring efforts to support the process.

I also wish to acknowledge our leaders of the process: my predecessors: Late Prof. Donton S.J. Mkandawire and Mr. Kelvin Mmangisa and not forgetting the Task Managers: Late John Kalimujiso Banda, Gift Dalitso Kasamira and the City Council teams of both cities that have made the City Development Strategy (CDS) of Lilongwe "A Shared Future" possible.

Through this process, we have been able to understand how a CDS is helpful for improving internal institutional performance but also how it can impact on city management and service delivery. Some of the significant achievements of this process are as follows:

- Implementation of the Informal Settlement Up-grading Project (ISUP) funded by the Bill and Melinda Gates Foundation.
- Received the Guangzhou International Award for Urban Innovation in 2012.
- Zero Cholera Cases for the period from 2009/10; 2010/11 and 2011/12 financial years respectively.

We will share more lessons and highlights through this report and hope you will enjoy reading our mentoring story.



**Vitto PV Mulula**  
Acting chief executive

## BACKGROUND

Lilongwe is the capital city of Malawi and Johannesburg is the economic heartland of South Africa. Both cities are part of the Southern African Development Community (SADC): an important body for supporting growth and development within the southern region of Africa.

**The mentorship programme between the Lilongwe City Council and the City of Johannesburg** for the preparation of a City Development Strategy (CDS) for Lilongwe should be seen within the context of promoting broader regional integration and cooperation.



## STARTING THE PROCESS

United Cities and Local Governments, the world organization of local governments, and Cities Alliance undertook a joint effort through the City Future programme to promote City Development Strategies (CDS) in Southern Africa. A City Future Workshop was held in Johannesburg in July 2007 at which the City of Johannesburg presented its **Joburg 2030 Growth and Development Strategy**. It was one of the first of its kind in South Africa with significant interest shown by both internal and external participants.



The erstwhile Chief Executive of Lilongwe approached the City of Johannesburg requesting that a mentorship programme be initiated with the Lilongwe City Assembly (now Council) for the preparation of a City Development Strategy for Lilongwe. Importantly, unlike many other city to city initiatives, the programme was defined and initiated by Lilongwe. This was the first example of city to city mentoring initiated within the context of the City Future programme in Africa.

Prior to commencing the process, the mentorship programme was approved by the City of Johannesburg's Mayoral Committee and the Malawi national government and as such, received full political backing. Other key stakeholders such as the South African Local Government Association (SALGA), United Cities of Local Government Africa (UCLGA),

provided support for the programme. UCLG provided terms of reference for the initiative and accompanied the mentor team to support the commencement of the cooperation.

One of the first activities of the City of Johannesburg and UCLG was to encourage the Lilongwe City Assembly to apply to the Cities Alliance for a grant to facilitate the commencement of the programme. The request was approved in June 2008, the funds disbursed in October with work commencing in November of the same year.

### **NATURE OF THE AGREEMENT BETWEEN THE CITIES**

There was no formal signed agreement between the two cities for the implementation of the Johannesburg/Lilongwe mentorship programme. The relationship was initiated and formalised at the administrative level but with the necessary political backing. Each party was responsible for its own expenditure with the processes based on mutually agreed steps and timeframes.



Within the Lilongwe City Council, the city manager took responsibility for the management of the mentorship programme. The Central Strategy Unit within the City of Johannesburg provided the mentorship support to Lilongwe. This unit is strategically located within the City and is able to connect and draw resources from other departments and entities within the city. Frequent reports on the mentorship programme retained the political and administrative commitment to the initiative and as such ensured the financial and on-going human resource support.



As the process was dependent on technical interactions and building of leadership within the Council, the involvement of council officials, especially at the management level was a prerequisite within Lilongwe. In order to ensure local accountability, consultation with key stakeholder groupings was an important component of the agreement reached between the two local government structures.

## OVERVIEW OF THE CDS PROCESS

The Johannesburg Lilongwe CDS Mentorship programme included the following three phases:

### 1 *The Preparatory Phase*

The key objective for this phase of the programme was to consolidate the background information informing the preparation of the CDS. With the seed funding from Cities Alliance, locally based consultants were appointed to prepare reports on an institutional analysis, donor assessment, stakeholder assessment and an analysis of the available information.



Frameworks (TOR) containing key-questions were developed by the mentors to support the preparation of the reports. Internal working sessions were held between the mentors and the management of the Lilongwe City Council for consolidating the information required for Phase 2 of the development of the CDS and the preparation of the report presentations for stakeholder engagement.

The preparatory phase exposed the poor state of the Lilongwe City Council. There was no political structure in place, there was an acting Chief Executive, many Directors were also in acting positions, there was low staff morale, no management plan, ad-hoc spending, poor revenue collection, corruption and with much of the equipment in a state of disrepair.

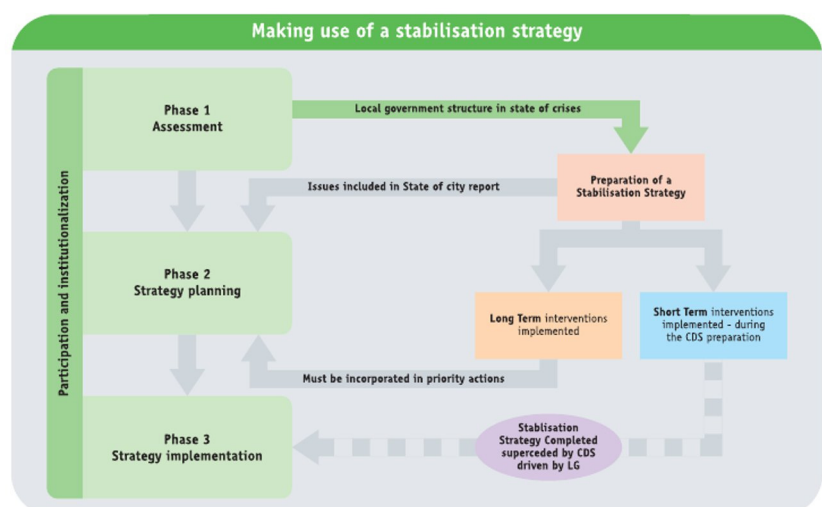
Immediate action was required to improve the conditions within the Council and as a result, and with the assistance of the mentors, a stabilisation strategy was developed.

### *The Stabilisation Strategy*

The stabilisation strategy was a tool developed by the mentorship team and UCLG in order to mitigate the lack of accountability and the general underperformance in the Lilongwe City Council.

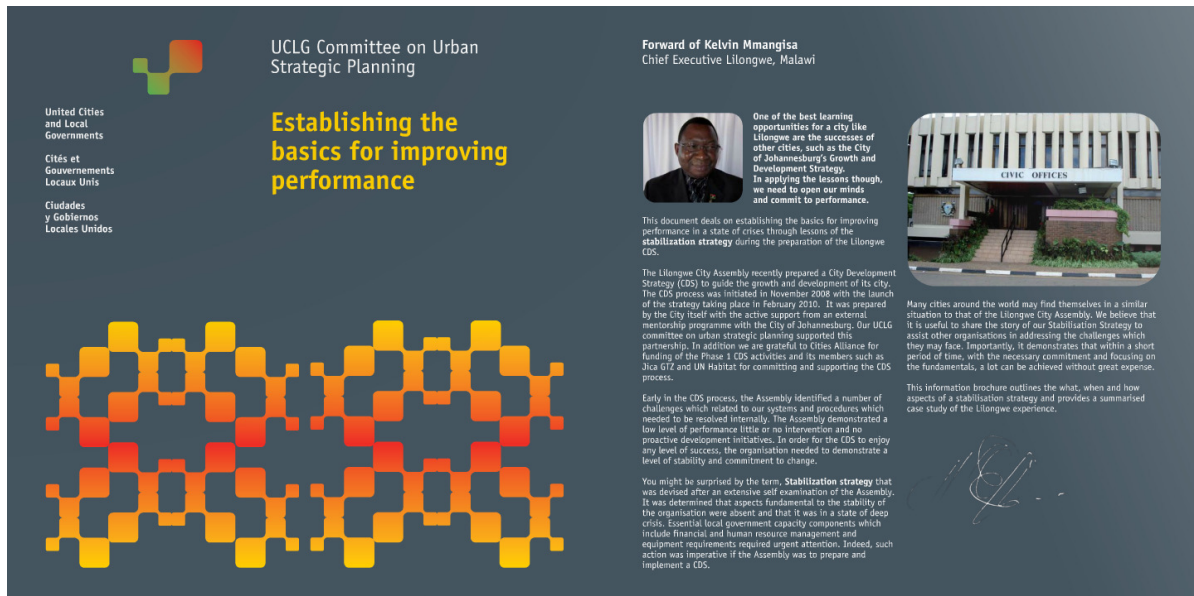
*The status quo assessment revealed the need to urgently address the core challenges facing the City Council in order to provide a foundation for the development of the CDS.* The broad interventions included aspects relating to:

- financial management;



- human resource management, and
- the reparation and upgrading of equipment.

The stabilisation strategy was drafted as an example of better practice and has been published and promoted by UCLG and Cities Alliance as a possible tool in the process of CDS preparations. Certainly, the stabilisation strategy within Lilongwe was highly successful and set the foundation for CDS.



Click image to see brochure – available at [www.uclg.org](http://www.uclg.org) - publications

## 2 Preparation of the CDS

Phase 2 saw the preparation of the CDS. The strategy was based on the information obtained in phase 1, internal working sessions between the mentors and the management of the Lilongwe City Council and monthly feedback workshops with stakeholders. The drafting process was completed within a 6 month timeframe and was self-funded by both Councils. The CDS document is available in PDF format on request via UCLG.

The CDS document included the following information:

- The Lilongwe context
- The state of the city and the identification of key challenges
- Understanding the Lilongwe CDS
- Stabilisation strategy Requirements
- A vision for the City
- Goals and objectives, activities and timeframes
- A high level strategy for performance management
- Requirements for Implementation



The CDS was officially launched at a stakeholder workshop in February 2010. The launching included public, private and community stakeholders and partners involved. The participation of the Mayor of Johannesburg was celebrated as a milestone for the city's partnership and the international relations between Malawi and South Africa.

***"Nobody stays in a continent or in a province, everybody stays in a city. A city is like a human being, first a child, then it grows, gets old and might die. Local governments are the key for achieving broader political goals. You cannot have sanitation unless there is local government commitment. I am a fan of cooperation between local governments; we learn from each other, we avoid failures. (Amos Masondo, Mayor of Johannesburg during the CDS launch in Lilongwe)***

### **3 Implementation of the CDS**

The CDS implementation commenced immediately after the launch. This included the identification of key projects for which the City of Johannesburg would be able to provide sector based support. These included the following:

- The preparation of business plans
- Departmental scorecards and the City scorecard
- A credit worthiness assessment – supported by the South African Cities Network
- A 10 year capital plan – again supported by the South African Cities Network
- A GIS business plan
- An investigation into the establishment of city policing
- The preparation of a waste management strategy for the city developed and funded by a private South African company
- The by-law review programme.

Funding support was provided by the Bill and Melinda Gates Foundation for the implementation of an informal settlement upgrading project – one of the priority initiatives identified in the CDS.

The Lilongwe City Council also established a dedicated CDS unit located in the office of the Chief Executive for the management of the CDS activities. Importantly, the Departments

commenced with the implementation of projects and programmes in line with the requirements of the Strategy. The activities also complemented and expanded those activities outlined in the Stabilisation Strategy.

A funding application has also been submitted to the Cities Alliance for a grant to support the implementation of the CDS, funds are expected to be transferred in 2013.

## LILONGWE CITY DEVELOPMENT STRATEGY PROCESS AND CONTENT

The table indicates the phases of the CDS and project development that overcame two critical moments: the shortcoming in preparation of the institution through the stabilization strategy and the delay of the funding through Cities Alliance (instead of phase 2, the grant will be used during the Implementation phase). Johannesburg and Lilongwe principally funded phases 2 and 3 with own resources.

PHASES	KEY OUTPUTS	MAIN ACTORS	FUNDING
Phase 1 Preparatory Phase	<ul style="list-style-type: none"> <li>Institutional analysis</li> <li>Donor assessment</li> <li>Stakeholder assessment</li> <li>Information assessment</li> <li>Power point presentations</li> <li>Stakeholder engagement</li> <li>Work packs</li> </ul>	<ul style="list-style-type: none"> <li>LCC</li> <li>Locally based consultants</li> <li>COJ</li> <li>UCLG</li> <li>Stakeholders</li> </ul>	LCC – Cities Alliance USD 80 000  COJ – including the appointment of service provider
Stabilisation Strategy	<ul style="list-style-type: none"> <li>Key areas for immediate intervention</li> </ul>	<ul style="list-style-type: none"> <li>COJ initially</li> <li>LCC mainly</li> </ul>	LCC – Self COJ - Self
Phase 2 Development of the CDS	<i>CDS Report</i> <ul style="list-style-type: none"> <li>Context</li> <li>State of City and key challenges</li> <li>Vision</li> <li>Goals, objectives, activities, timeframes</li> <li>Strategy for performance management</li> <li>Stakeholder engagements</li> </ul>	<ul style="list-style-type: none"> <li>LCC</li> <li>COJ</li> <li>UCLG</li> <li>Stakeholders</li> </ul>	LCC – Self funded COJ – Self funded including the appointment of the service provider
CDS Implementation	<i>Project implementation across sectors</i> <ul style="list-style-type: none"> <li>Governance</li> <li>Shelter and Land</li> <li>Infrastructure and Environment</li> <li>Community Development</li> <li>Economic Development</li> </ul>	<ul style="list-style-type: none"> <li>COJ initially supported the process</li> <li>Now mainly LCC</li> </ul>	LCC: <ul style="list-style-type: none"> <li>Self funded</li> <li>Gates Foundation USD5M</li> <li>UN funding</li> <li>Cities Alliance USD250000</li> </ul> COJ – Self funded

LCC: Lilongwe city Council  
 COJ: City of Johannesburg



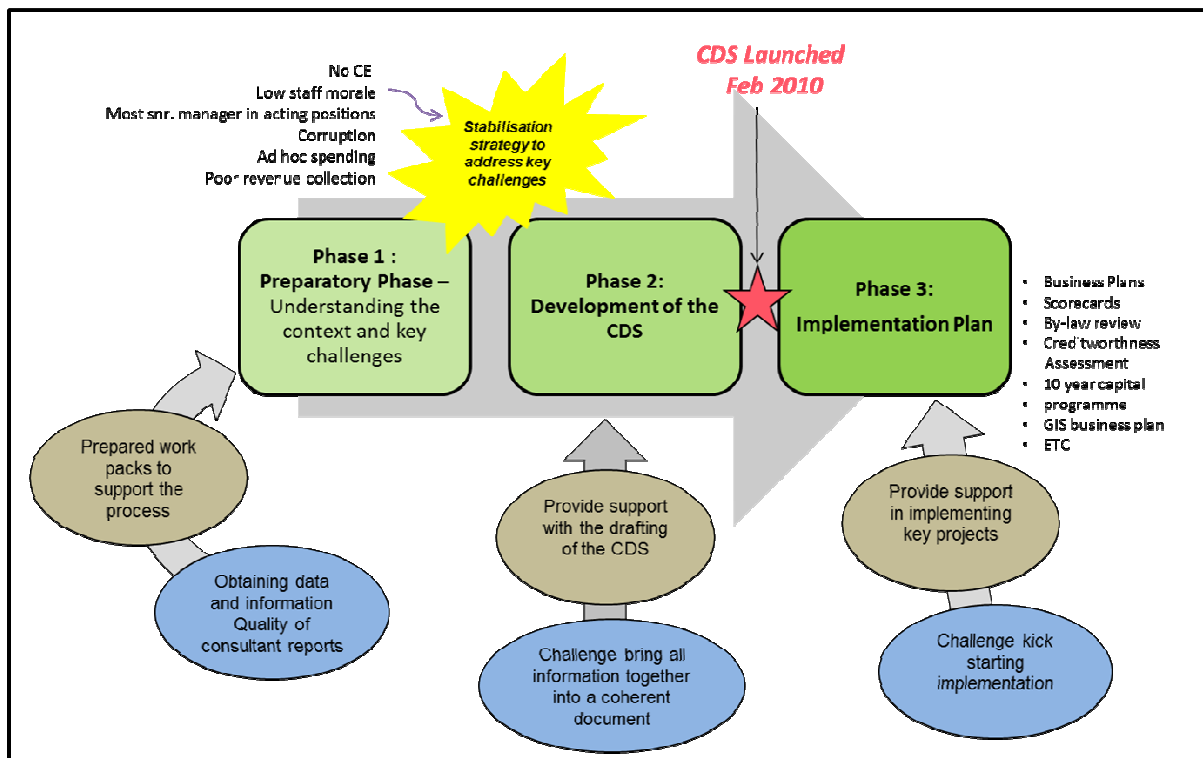
## KEY POINTS FOR MENTORSHIP INTERVENTION

The City of Johannesburg mentorship team worked on a system of rapid appraisals that included problem identification and the development of an appropriate response. There was an active working relationship within the City of Johannesburg team both during project visits to Lilongwe and when stationed in Johannesburg. A total of 14 contact sessions were held between the two cities. As far as possible, the interventions also resulted in the preparation of learning or support materials that could assist the Lilongwe City Council when the mentors were not present and/or for use in future work.

Besides the on-going support, the mentors assisted with the following aspects:

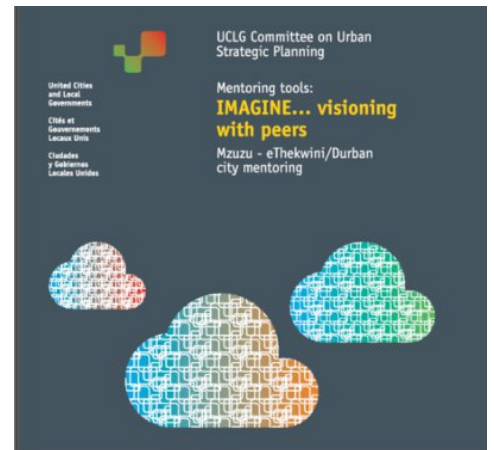
- Preparation of TOR and key questions for guiding the preparation of the reports in phase 1
- Drafting support for the preparation of the CDS in phase 2
- Support material for the programmes identified for City to City collaboration in phase 3
- Guidance with the preparation of the various inputs for stakeholder engagement.

The following Table shows: key mentor interventions during the different phases and interventions addressing the main challenges



## UPSCALING AND NATIONWIDE MENTORING APPROACH WITHIN MALAWI

Based on the success of the Johannesburg Lilongwe mentorship programme, the Lilongwe City Council encouraged the three Malawian cities of Zomba, Blantyre and Mzuzu to equally consider forming mentorship arrangements with other South African cities. UCLG facilitated two workshops held in 2009 and 2010 with these three cities and three cities from South Africa, namely, Johannesburg, Ekurhuleni (East Rand, Gauteng) and eThekweni (Durban). Blantyre and Ekurhuleni explored the possibility of forming a relationship but was unable to proceed due to a lack of political support within the latter's municipality. However, a productive relationship was created between the Mzuzu City Council and the eThekweni Metropolitan Municipality.



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**The Mzuzu/eThekweni relationship commenced** with a visit by a group of Mzuzu delegates to the eThekweni Municipal Institute of Learning (MILE). Here delegates were exposed to the process of building a city vision, the effective use of city assets and infrastructure, the importance of strategic planning and stakeholder participation. Arising from a coaching session between the chief executive for Mzuzu and the municipal manager for eThekweni, the Mzuzu Chief Executive was motivated to lead the process for change within his home city.

On returning to Malawi, Mzuzu City Council with the support of the eThekweni Metropolitan Municipality, held a visioning workshop that included the preparation of action plans for supporting implementation. Not only did the process result in tangible improvements in service delivery but more importantly supported the turnaround of the Council's senior management. The visioning exercise and the resulting implementation have been published as a UCLG mentoring tool. (Click image above to see brochure)

To date, the achievements of both the Johannesburg/Lilongwe and the eThekweni/Mzuzu partnerships have been similar however the sustainability of the two processes is yet to be tested. A third workshop for evaluation of the two experience was held by the Lilongwe City Council and City Future (UCLG and Cities Alliance) in November 2012 providing key information for this report and suggestions to be taken into account in the Lilongwe CA grant for the third phase.

## CDS IMPLEMENTATION HIGHLIGHTS

### *Governance*

**The Lilongwe CDS provided a management tool, outlining priorities and action areas.**

The Lilongwe City Council installed hardware and software for the development of an electronic financial system which has resulted in the partial computerisation of the accounting and billing system. A valuation roll was prepared, new rates introduced and the collection methods of the Council improved significantly, hereby increasing the revenue generated. Importantly, the LCC finances were audited for the financial periods 2010/11 and 11/12. Prior to this the last audit was completed in 2002/03.

**A rigorous process of identifying and eliminating ghost workers** was undertaken which has not only largely halted the practice but also resulted in disciplinary action being taken against those involved in the practice.

A number of **critical vacancies were identified** during the preparatory phase which was confirmed in phases 2 and 3 of the CDS preparation and implementation. By the first quarter of the 2012/13 financial period, approximately 60% of the posts have been filled. A draft performance management policy has been prepared and the Council is steadily introducing annual departmental business plans and related scorecards.

**In conjunction with Blantyre and Mzuzu City Councils, a review of the by-laws has been undertaken and is now awaiting national government approval.** In addition, an anti-corruption bureau has been established focussing on reducing the extent of graft within the LCC.

### *Shelter and Land*

Based on the CDS **the Bill and Melinda Gates Foundation allocated USD2.5 million for the upgrading of two informal settlement areas within Lilongwe.** The project commenced in 2010 with an Informal Settlement Unit, a separate entity established in the Council for the management of the project (Informal Settlement Upgrading Project (ISUP).

In addition, the Council has allocated 1619 residential plots to residents within the city.

The allocations are in line with the requirements of the City's Master Plan and one of the CDS Key Priority Areas which calls for "*Acceleration of access to land for all*".





### ***Infrastructure and Environment***

**The roads within the high density areas have been upgraded** and a number of gravel roads have been converted to tarmac within the City.

**A programme has also been implemented to improve the management of solid waste.** The latter was supported by a mentorship initiated by the City of Johannesburg. LCC has also taken measures to improve liquid waste management in

the city. It has facilitated many connections to the city sewer line, improved operations of the main city's sewerage treatment plant. LCC sewerage laboratory has also been fully furnished with equipment and has staff.

LCC is also undertaking medium-term water reticulation programme to select unused land with support from Melinda Gates Foundation.

### ***Community Development***

At the beginning of the CDS process, all the city's primary health care clinics were closed due to a lack of funding and resources. Subsequent to the implementation of the strategy, two clinics have been reopened and are functioning well.

For a number of years prior to the implementation of the CDS, the city struggled with cholera outbreaks and related deaths at the beginning of each rainy season. However, due to the rollout of a cholera campaign, a key CDS project within the sector, no further outbreaks have occurred within the Lilongwe City area, achieving Zero Cholera Cases for the period from 2009/10; 2010/11 and 2011/12 financial years respectively.



Within the education sector, 345 teachers have received training. Additionally, a number of teacher houses have been rehabilitated with some additional units constructed.

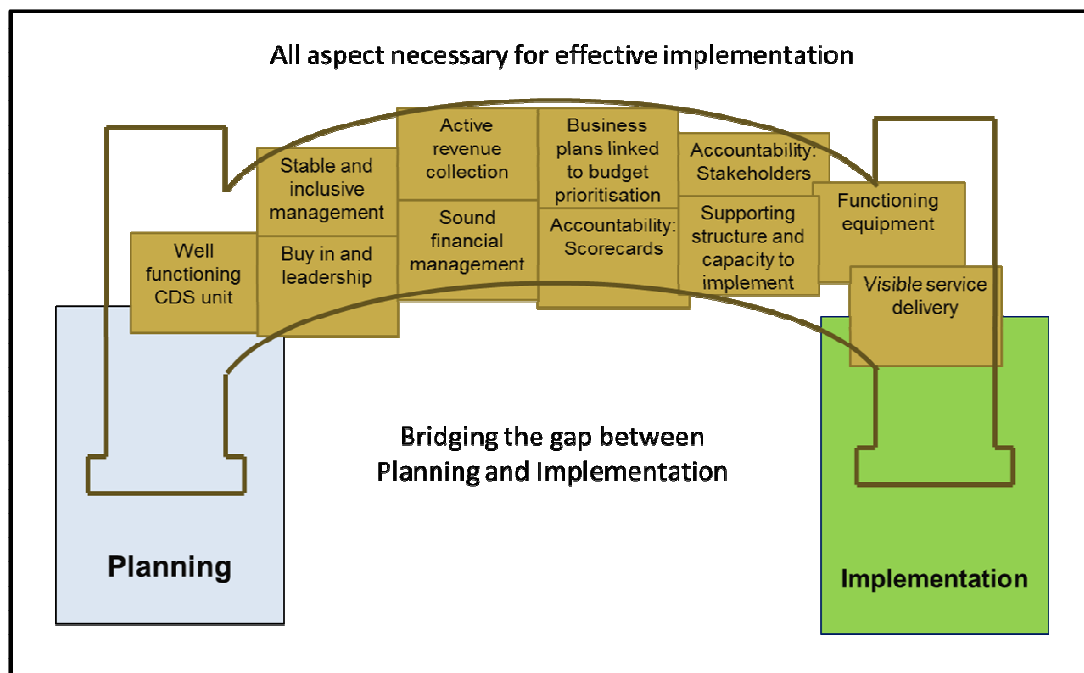
In relation to safety and security, the City has extended street lighting to the entire inner city area and repaired and extended traffic lights.

### ***On-going management of the CDS implementation***

Notwithstanding the successes to date, the historical vulnerability of the Lilongwe City Council means that a significant change in any of the fundamentals required for managing the process from planning to implementation remains a significant risk. Hence the City Council needs to continue its focus on at least the following:

- strengthening the CDS unit
- improving financial management and active and improved revenue collection
- ensuring the inclusion of CDS projects and programmes within the annual budgets through the preparation of sector business plans
- the management of performance through departmental and city scorecards
- ensuring stakeholder accountability
- strengthening capacity building initiatives and ensuring the City has functioning equipment essential for service delivery
- ongoing visible service delivery within the City

### ***Bridging the gap between planning and implementation***



## KEY LESSONS LEARNT – MENTORSHIP PROGRAMME

- Profile of the mentorship team
- Managing Capacity Building through peer learning approach
  - Planning Using Internal Resources
  - Developing a Pro-Poor Approach
- Productive Management Environment
  - Knowledge and Information
  - Purpose designed process
  - Pride, self-esteem and ethics

### *Profile of the mentoring team*

Mentorships are a form of decentralized cooperation where the two partner cities commit to strategic outcomes to be reached in only one of the cities. Conversely to an open partnership where cities help each other without sharing challenges inside the municipal teams, mentoring is linked to the provision of technical and political skills and knowledge to build the capacity and skills at the local level. **Mentors, in this case, were not just limited to single individuals in the traditional sense of mentoring, but rather expanded to include a collective of politicians and city administrators to provide political and technical skills drawn from a range of sectors and actors, from different departments, networks of political leaders or other partners that may be involved with relative ease.** As in other forms of mentoring, the interest of the mentor city is to coach critical processes of change, in this case towards higher performance and the CDS.

The experience gained also assisted in building the technical skills of the mentors for not only growing the body of knowledge but also for supporting the role out of similar initiatives elsewhere.

A successful programme should positively enhance the overall performance of the organisation. Hence, the decision to provide mentorship from one city to another must be taken seriously and as such an experienced and skilled team should be assembled. The mentors should have a broad-based understanding of all functions of local government and have the ability to communicate at all levels within the Council.

### *Managing Capacity Building through peer learning approach*

The Johannesburg Lilongwe experience demonstrated the **need for active mentor team members who can illustrate through action.** This resulted in the developing of local capacities and the gradual handing over of responsibilities to the Lilongwe City Council. Within this relationship, the Johannesburg team needed to create and ensure the momentum of the programme and thus reinvigorate the core functions of the City.

Certainly, it would appear that a mentorship programme without capacity building would result in a limited impact at the local level.

In order for the capacity building to be successful, the management of the Council must take collective responsibility and be drivers of the process. More importantly, **the mentorship programme demonstrated that the consistency in participation of the senior management is essential for the transfer of necessary skills to take place.** Capacity building is a slow process requiring ongoing and active participation of both those receiving and providing the mentorship.

### ***Planning Using Internal Resources***

There is a perception that the preparation of strategic plans requires extensive capacities, funding and time to achieve the optimal outcome. Importantly, planning is part of the authority and responsibility of local governments and as such outsourcing of the function should be avoided.

**The Lilongwe and Mzuzu experiences demonstrated that it is possible to prepare a strategic plan making use of the internal resources of the Council.** For example, Phase 2 of the Lilongwe CDS process resulted in the development of a credible plan within the timeframe, using internal resources and self-financed. While the strategy was not a perfect product, it was good enough to guide growth and development of Lilongwe for at least a five year period.

**Internally prepared plans also promote local ownership, ensuring that the City sets the development agenda and as such creates the conditions for successful implementation.**

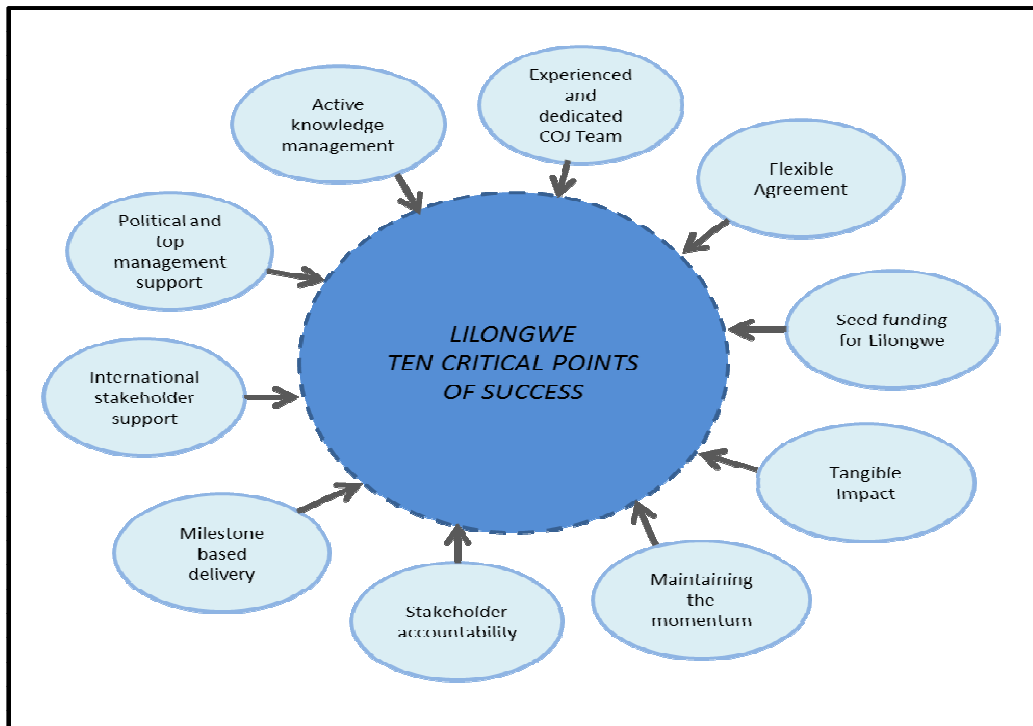
### ***Developing a Pro-Poor Approach***

Through the mentorship programme, the benefits of pro-poor interventions were promoted resulting in, for example, an emphasis on the provision of services for supporting improved health conditions within Lilongwe. **The consequence of the interventions has resulted in a cholera free city for three consecutive years.**

Furthermore the integration of stakeholders and the active involvement of the NGO Centre for Community Organisation and Development (CCODE) and the Malawi Homeless Peoples' Federation in the CDS process, assisted in lobbying for slum upgrading and ensuring the interests of the poor communities were prioritised. Funding from the Bill and Melinda Gates Foundation allowed this strategic priority to result in concrete projects and visible service delivery.

### ***Productive Management Environment***

**The introduction of a performance management system has significantly improved the levels of accountability amongst managers and the related sector departments.** This was achieved through the introduction of scorecards and the preparation of a performance management system. The strategy has already resulted in increased levels of productivity within the Council.



### ***Knowledge and Information***

Access to reliable data and information was a major challenge within Lilongwe. Particularly through a workshop process, it was possible to tease out the wealth of knowledge embedded within the Lilongwe City Council officials and stakeholders. **The mentorship programme was able to demonstrate that it is possible to work with what was available, which proved to be sufficient for decision making and planning.**

### ***Purpose designed process***

A CDS can adopt many forms reflected in its content, emphasis and scale. Lilongwe required a tangible commitment to delivery and change which necessitated the inclusion of a fairly detailed medium term implementation plan. **While it is possible to learn from CDS preparation in other cities, the temptation to develop "blue prints" for the development of CDS's should be avoided.**

The Lilongwe experience also demonstrated that flexibility is required to adjust the process as it unfolds to overcome obstacles without changing the intent and time frames. This was reflected for example in the implementation of the Stabilization Strategy.

### ***Pride, self-esteem and ethics***

**The management team, under the strong leadership of a new Chief Executive, attracted the attention of the local media and stakeholders.** The recognition and attention contributed to an improved sense of pride and self-esteem amongst the managers and the Council officials. The stakeholders within Lilongwe as well as National Government took note of their rediscovered identity, hereby changing the public perception and the overall image of local government.



### **International engagement and visibility**

The Lilongwe senior management participated actively in the UCLG agenda, and both Johannesburg and Lilongwe became core members of the UCLG Committee for Urban Strategic Planning. Internationally, this allowed constant reflection on the process, strengths and weaknesses of the partnership, sharing of experience as well as the promotion of the participating cities. Throughout the process, UCLG acted as objective voice, troubleshooting as and when it was necessary.

In addition, Cities Alliance provided a platform for promoting the outcomes of the Lilongwe CDS. **The Johannesburg/Lilongwe partnership was presented in a Cities Alliance forum in India, which resulted in funding being made available by the Bill and Melinda Gates Foundation for slum upgrading within the Lilongwe.**

**In November 2012, the partnership was awarded the Guangzhou award on urban innovation<sup>1</sup>** (see photo below: Istanbul mayor Kadir Topbaş



handing over award to Lilongwe city representative) as an example of effective urban management and partnership. This is in addition to a national Malawian UN Habitat award<sup>2</sup> also received in 2011.



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<sup>1</sup> On October 24, 2012, Lilongwe City together with other fourteen world cities was shortlisted to showcase its innovation entitled; **Lilongwe/ Johannesburg Mentorship Program** at a Guangzhou International Urban Innovation Conference in China. This innovation/project is an example of developments that come with partnership between/among regional cities. This Award means that the city of Lilongwe has a viable and innovative strategy which if implemented well CAN enormously change both the landscape of the city and the lives of citizens therein

<sup>2</sup> To recognize outstanding contributions aimed at improving the living environment in Malawi, UN-HABITAT Malawi office in partnership with Malawi Local Government Association (MALGA), Ministry of Lands, Housing and Surveys, Ministry of Local Government and Rural Development and the Malawi Institute of Physical Planners (MIPP) and others initiated the establishment of the Malawi Award for Human Settlements (MAHS). Lilongwe submitted an application and made a presentation on 27<sup>th</sup> October, 2011 emphasising on the Lilongwe CDS as a development tool that would bring about improvements on the quality of living environment. Lilongwe and Blantyre cities won the Award (see attachment).

## Highlights

- International encouragement through UCLG and CA to identify CDS as a tool
- CA seed funding and the assistance of UCLG in the beginning helped to work towards concrete outcomes and processes
- Oversight as well as the objective and constructive criticism from the Johannesburg team helped the Lilongwe team to manage knowledge and capacitate its members.
- The orientation of the work towards clear milestones and stakeholders commitment were quite important as well as the several stakeholder workshops carried out.
- Press and communication work confirmed the accountability of the LCC to the CDS commitment.
- Flexibility of the Johannesburg team to react to the needs detected and mobilize support accordingly.

## CONCLUDING REMARKS

**The Johannesburg/Lilongwe City Council CDS mentorship programme has been recognised internationally as an example of “innovation and living practice”.** The proximity between the two cities allowed for this type of engagement as both were on the same continent and within the same region. However, it should be noted that the process undertaken by both City teams was resource and time intensive, especially in comparison with the experience of Mzuzu and Durban.

UCLG and Cities Alliance announced the need for possible exit points of the partnerships between Malawi and South Africa during the last evaluation workshop in November 2012. Once the mentor city has withdrawn, the implementation of the CDS is left to the City and its stakeholders. This brings a new set of challenges which must be managed and overcome. **On-going support from national associations, networks or international organisations such as UCLG and Cities Alliance remains critical for ensuring the support required is maintained.**

**Finally, the Lilongwe CDS demonstrates good planning** which, when managed correctly, **can have a significant impact on the performance of the Council and more importantly, on improving the lives of the citizen** who live and commute to the City on a daily basis.



## **FOLLOW UP OF THE MENTORING AGENDA by UCLG and Cities Alliance**

**The Johannesburg/Lilongwe City Council CDS mentorship programme was an important experience of South-South city cooperation in Africa. This is especially important as the supporting partners have constructed more joint work around peer learning and mentoring.**

1. The mentoring of Johannesburg and Lilongwe has been instrumental to promoting the urban agenda in Malawi in general as well as to introduce the value of strategic urban planning. Other Malawian cities followed the progress with great interest; they benefitted from several national learning exchanges and in some instances directly benefitted from a mentorship programme such as the case of Mzuzu.
2. Lilongwe will use the Cities Alliance grant support to prepare the CDS implementation and set up iconic projects for the city council and this is expected to be done through the engagement of international experts. The proposed way forward intends to build upon the lessons learnt during the mentorship programme. The relationship between Lilongwe and Johannesburg will continue on a friendship basis.
3. The methodology adopted in the mentorship programme was empirically developed. The programme proved to be a steep learning curve for both cities, UCLG and Cities Alliance. Mentoring can be considered as an important method for building capacity and local leadership. Today, UCLG and Cities Alliance, through a new joint work programme provide support to more cities and their associations with the ability to plan, invest and appreciate peer learning to support the achievement of local development agendas. UCLG has extracted innovative lessons and approaches for promoting learning amongst cities and their associations. Examples of these include the two CDS mentoring tools ([www.uclg.org/en/resources/publications](http://www.uclg.org/en/resources/publications)) namely the stabilization strategy (Lilongwe) and vision with peers (Mzuzu).
4. UCLG is preparing an overview and extraction of lessons of other types of partnerships and peer learning methodologies used by associations and networks, such as the peer review methodology promoted by UCLGAfrica.
5. Mzuzu and Lilongwe are willing to act as mentors to other cities. Consequently, Mzuzu is already part of the Pan African peer review team of UCLGA.
6. Lilongwe has received many international requests for support. Notwithstanding the success of the programme and its international relevance, Lilongwe has remained committed to prioritising support to other cities in Malawi in the first instance. It is hoped that the City Development Strategies for Lilongwe and Mzuzu will contribute to a more prepared and visionary citizenry, enhance local political structures, improve city management and support more transparent dialogue amongst stakeholders. It is also anticipated that as service delivery improves and the importance of effective and efficient local government is realised, the need for local government elections will once again be instituted in Malawi.

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