5TH URBAN & CITY MANAGEMENT COURSE FOR AFRICA
FACE – FACE AND DISTANCE LEARNING VERSION

MODULE II
Organizational Development as a Framework for Creating Anti-Poverty Strategies and Action Including Gender Mainstreaming

BY KINUTHIA WAMWANGI
Senior Programme Officer
Training and Human Resources Development
Municipal Development Partnership Eastern & Southern Africa
kinuthia@mdpesa.org

Presented on 21 October 2003
Global Distance Learning Centre, Tanzania
ORGANIZATIONAL DEVELOPMENT

1.0 INTRODUCTION

1.1 Overview

Organizational development (OD) is a change management strategy which has been in operation for the last forty or so years. It is based on the understanding of behavioural sciences and is concerned with how people and organizations function and how they can be made to function better through effective use of human and social processes. The turbulence facing the modern man and organization is at a level that may not have been experienced before in human history. Both man and organization are faced by constantly mutating environments that defy any explanation or rationale. Modern changes are more revolutionary than evolutionary as we have understood historical changes. The changes may be influenced by changing customer tastes, competition arising from new technology, changing cultures and processes and higher demands for efficiency, effectiveness, profitability and sustainability. Change may also arise from government legislation or demographic shifts in age in society and workplace. New work patterns render old knowledge and skills redundant, new structures destroy established self – esteem and status patterns. Abrupt lay offs impinge on human dignity and quality of life expectations.

Several questions may be asked here. What changes do we recognize in our environment or organizations? What strategies have we employed to cope with these changes? Is OD model our option for dealing with change? What is our perception of OD, a fad or a useful tool for combating change? Is OD different from other change models?

In this paper attempts will be made to define change and illustrate change models before making a distinction between those models and OD. In the 1990s OD has increasingly become popular especially in resolving problems or conflicts in local governments. The concept is not yet well understood especially in African local government discourse. But there are indications that it is a suitable model for resolving many problems plaguing local governments in Sub - Saharan Africa including, poverty reduction, gender mainstreaming, HIV/AIDS response strategies and environmental sustainability.

1.2 Definition of Change

Change can occur in society, organization or in individuals. Change implies a perceived difference or transformation in a situation, person, work team, a relationship or an organization when viewed from two different points of time. Change is part of human nature and therefore continuous. But modern change has changed in speed, depth and complexity bringing with it a new phenomenon in technological, social, political and economic pace adaptation to which becomes a fundamental condition of survival for individuals and organizations. In our lifetime we have witnessed the fall of Berlin Wall, the collapse of the Soviet Union, the vanishing of the Twin Towers in New York. In economic terms we have seen the overrun by globalization which has overwhelmed central planning ideologies and dictated privatization of state owned and state controlled enterprises to facilitate fast transition to a market economy.
Change brings with it new social values, new ways of doing things and new possibilities. One question we should ask as we attempt to define change is whether we see change as something external to us, to our organizations or to our families? Do we feel change in us, around us and within us? How many types of changes can we identify?

1.3 Organizational Change

There are many forms of planned change innovations such as technological innovations, new product development or training and development. But the two types of change that have attracted analysis in the study of organizational behaviour are organizational change and organizational development (Buchanan and Huczynski, 1997). This paper is more concerned with the latter. But a definition of both will strengthen the understanding of each.

Organization change discusses the interrelationship between the organizational change and human change. Kubr (1996) states that organizational changes can involve; products and service, technologies, systems, relationships, organizational culture, management techniques and style, strategies pursued, competences and capabilities, performances and other features of a business. These change further affects features in an organization which may require further changes in structure, legal framework, ownership, sources of finance, networks and impacts. But he argues that the behaviour of organizational workers at all levels determines what organizational changes can be made and what real benefits will be drawn from them. People must therefore understand change and be willing and able to embrace it. This can only be done if they are willing to learn new knowledge, absorb more information, upgrade their skills, and modify their work habits, values and attitudes. No real lasting changes can occur without a change in attitude and behaviour as illustrated in figure I below.

Figure I

[Diagram showing the relationship between organizational or group behaviour, individual behaviour, attitudes, and knowledge with difficulty and time involved.]


Adapted from Kubr 1996
The approach to change management in this model sometimes leads to what is described as organizational dilemma i.e. the problem of meeting individual employee needs and aspirations whilst meeting the performance, survival and growth needs of the organization as a whole. This occurs when change is decided and imposed (with good justification) on the organization by management (Buchanan and Huczynski, 1997).

This approach is preferred by organizations - including public sector organizations – operating in a fast moving competitive environment and faced with immediate threats that need rapid change and improvements within tight timescales. This marks a good point of divergence between organizational change and organizational development which on the other hand promises improved effectiveness within the long term. The difference between the two is that one is described as ‘results driven programmes’ (espoused by organizational change) and the other as ‘activity driven programmes’ (promoted by OD). The first targets results now while the latter aims at gaining sustained commitment to the pursuit of intangible goals such as attitude change and new sets of values (Schaffer and Thompson, 1992) which are long term.

1.4 Organizational Development

The above illustration describes vividly the OD approach. There are many definitions that have been given to describe the process none of which are likely to be understood in the context of this paper. Instead it is preferred to give the attributes that constitute the various definitions so that the entire concept is deconstructed and understood in context. But OD may simply be described as a methodology or technique used to effect change in an organization or section of an organization with a view of improving the organization’s effectiveness. It has the following attributes:

- A planned process of change.
- Applies behavioural science knowledge.
- Aims at the change of organization culture.
- Aims at reinforcement of organization strategies, structures and processes for improving organization’s effectiveness and health.
- Applies to an entire system of an organization, department or group as opposed to an aspect of a system.
- Targets long term institutionalization of new activities such as operation of self managed or autonomous work teams and other problem solving capabilities.
- Encompasses strategy, structure and process changes.
- A process managed from the top.

Behavioural science knowledge and practices incorporate concepts such as leadership, group dynamics, work design and approaches such as strategy, organization design and international relations (Cummings and Worly, 1997). OD is not a business planning or technological innovation model but rather an easy and flexible process of planning and implementing change.
2.0 CHARACTERISTICS OF ORGANIZATIONAL DEVELOPMENT

2.1 Values of OD

This model places human centered values above everything else. They are the engine of its success. These values include mutual trust and confidence, honesty and open communication, sensitivity and to the feeling and emotions of others, shared goals, and a commitment to addressing and resolving conflict (Buchanan and Huczynski, 1997, p.489). There are organizations who value these human attributes above all other quick fix benefits. Stephen Robbins (1986, p.461) expresses these human values more concisely as follows:

- a) The individual should be treated with respect and dignity.
- b) The organization climate should be characterized by trust, openness and support.
- c) Hierarchical authority and control are not regarded as effective mechanisms.
- d) Problems and conflicts should be confronted, and not disguised or avoided.
- e) People affected by change should be involved in its implementation.

These values make OD a unique model and it will be shown later why it is the most suitable approach in resolving human afflictions and problems such as poverty alleviation.

2.2 OD Approaches

There are at least three planned change models that have been identified by Cummings and Worley (1997) as shown in figure II below. The first and the second are principally different but the third one is an improved version of Action Research methodology which has taken centre stage in the 1990s to take care of the trend of emerging mega organizations, strategic alliances, mergers and public – private partnerships. The improved version named the Contemporary Action Research model is of great interest to the workshop participants as it can be used to promote projects in both public and private organizations. Later in this paper it will be shown how it can be used to promote Poverty Reduction Strategies and gender mainstreaming in local government.

The distinction between Lewin’s model and Action Research model is in the repetitive nature of action research. Lewin’s model is a once only intervention. Buchanan and Huczynski, (1997) give seven steps that are followed in this intervention.

1. **Scouting** – the initial stages of consultant and client exchanging ideas on the problem and the appropriate approach.
2. **Entry** – contract is entered into to formalize the relationship of consultant and client.
3. **Diagnosis** – information gathering to define the problem and identify causes.
4. **Planning** – consultant and client members jointly establish the goals of an OD intervention and the proposed approach
5. **Action** – the intervention strategies are implemented.
6. **Stabilization and Evaluation** – the change is stabilized (freezing takes place) and the outcomes are assessed.
7. **Termination** – The consultant withdraws from the assignment.

The action research model differs in several particular ways with the Lewin’s model. In action research the outcomes are fed back so that further improvements and changes can be made. This distinguishes this model as a cyclical and iterative process. The research aspect connotes a search
for knowledge that may be used elsewhere. It is also a collaborative effort between the consultant and the client’s members who engage in joint planning diagnosis, implementation,

Figure II

<table>
<thead>
<tr>
<th>(A) Lewins’ Change Model</th>
<th>(B) Action Research Model</th>
<th>(C) Contemporary Action Research</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unfreezing</td>
<td>Problem Identification</td>
<td>Choose Positive Subjects</td>
</tr>
<tr>
<td>Movement</td>
<td>Consultation with a Behavioral Science Expert</td>
<td>Collect Positive Stories with Broad Participation</td>
</tr>
<tr>
<td></td>
<td>Data gathering and Preliminary Diagnosis</td>
<td>Examine Data and Develop Possibility Proportions</td>
</tr>
<tr>
<td></td>
<td>Feedback to Key Client or Group</td>
<td>Develop a Vision with Broad Participation</td>
</tr>
<tr>
<td></td>
<td>Joint Diagnosis of Problem</td>
<td>Develop Action Plans</td>
</tr>
<tr>
<td></td>
<td>Joint Action Planning</td>
<td>Evaluate</td>
</tr>
<tr>
<td></td>
<td>Action</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Data gathering after Action</td>
<td></td>
</tr>
</tbody>
</table>

Source: Cummings and Worley (1997)

evaluation and further planning. Another distinction is that the Lewin’s model pursues personal and organizational effectiveness goals only while in addition action research is concerned with generating new knowledge for application elsewhere. The stages of action research will be discussed later in the paper.

2.3 OD Toolkits

The above outlined procedure is the process through which results are achieved but action research methodology has what are described as toolkits. These are used to address specific areas of problem. Once diagnosis is complete and the problem identified one or more of these kits or interventions are employed to solve the problem. Some of these include; process consultation, change the structure, survey feedback, team building, inter-group development, role negotiation and sensitivity training. These are just a number but action research allows flexibility for the consultant to formulate a package of his own interventions to suit the client’s
needs. Such flexibility was illustrated through an OD consultancy in a local government organization. The consultant packaged the interventions shown in figure III below.

Figure III

2.4 Organizational Development Interventions

The Existence of certain conditions in an organization which may be described as the internal environment is sometimes assumed. Those who have been in an organization for too long cease to be conscious of such an environment and probably only newcomers notice such conditions. Different interventions are used when a need arises to change those conditions. Some of those interventions which are mentioned above deserve further explanation here.
2.4.1 Cultural Analysis

This is perhaps one of the most complex change action. Corporate culture is the result of long term social learning and constitutes of basic assumptions, values, norms and artifacts that have worked well in an organization. These are passed on to succeeding generations of employees (Cummings and Worley, 1997). Some of these may have arisen from the principles of the founder and subsequently reinforced by succeeding top hierarchies of the organization. They may have an emphasis on product quality, customer care or employee relations. When problems arise the first question which would arise is how do we do things here? The answer will inform the type of solution that emerges. Therefore the organizational culture influences organizational strategy, performance and policies. To change organizational culture may be a traumatic experience and will require careful analysis and handling. Such is the trauma that was experienced by American companies in the 1980s when they adopted the Japanese approach which was influence by a strong organizational culture of employee participation, open communication, Security and equality.

2.4.2 Process Consultation

People conceive consultation as that situation where an expert is invited to advise an organization that is experiencing a problem. Edger Schein, (1998) has distinguished three types of consultations as; the expertise model, the doctor – patient model and the process consultation model. The first model assumes that the client purchases from the consultant some expert information or service that he is unable to provide for himself. In the doctor – patient model involves an activity similar to sickness diagnosis. The client who suspects or feels there is something wrong in the organization invites the doctor (consultant) to diagnose the organization so that he can advise on what is not right. The symptoms of the sickness may be low sales, employee instability or falling product quality. The doctor (consultant) diagnoses, prescribes and administers the cure. In this two models the knowledge and expertise remains with the expert and leaves the client fully dependent on the expert for future problems. OD advocates process consultation promoted by Schein who defines the process as:

“The creation of a relationship with the client that permits the client to perceive, understands, and act on the process events that occur in the client’s internal and external environment in order to improve the situation as defined by the client (Schein, 1998, p.20)”.

Schein argues that both the expert and the doctor models are remedial models while as the process consultation model is both remedial and preventive. The purport of this model is to engage an external consultant on a flexible advisory capacity to work with the clients members in diagnosing the problems, planning the actions and finding the solutions together. This way the consultant helps the organization’s individuals to understand internal problems and build capacity to identify appropriate problem – solving action. The consultant need not be an expert in the problem at hand but his expertise is in facilitating a process that carries everybody in the search for solutions. This approach follows the rationale that the answers are with the people. So the only help required is leadership in diagnoses and in the process through the various stages. The purpose also is to ensure that once the consultant leaves the people have the capacity to solve the next round of problems. In the first two models the consultant will have to be recalled each time a new problem arises or an old one recurs.
2.4.3 Structure Change

This is an intervention that helps change the structure of an organization to make the work more interesting, challenging or productive. It may involve such activities as job enrichment, job enlargement, formation of autonomous work teams or business re-engineering. Other actions may involve decentralization/centralization in an organization, flattening or extending of an organization's structure or even redesigning of focus from region to product or vice versa.

2.4.4 Team Building

Team work is vital to the functioning of modern organizations. Members of teams bring different strings to the group such as leader, investigator, motivator, finisher, clown, coordinator, thinker, negotiator or politician. These roles are used at different stages of production when such role play becomes essential in the groups work. Teams take over from hierarchical systems where individuals are assumed to know everything depending on their level in the authority ladder. This system denies the organization the cumulative advantage of skills and strengths in different individuals.

2.4.5 Role Negotiation

A misunderstanding between two individuals in an organization or group can affect its effectiveness. This is usually caused by lack of shared awareness, misunderstanding or lack of trust. This intervention helps to clarify individual perceptions and mutual expectations so that differences can be identified and reconciled or resolved.

3.0 ACTION RESEARCH METHODOLOGY

3.1 Action Research

The action research model is the more preferred OD methodology. It focuses on planned change as a cyclic process. Initial research about the organization is used to determine the action to be taken. It is an iterative cycle of research as indicate in Figure IV below. According to figure II above eight steps can be identified as follows:

1. Problem identification.
2. Consultation with a behavioural science expert
3. Data gathering and preliminary diagnosis (with the client group).
4. Data feedback to the key client or group.
5. Joint (evaluation) diagnosis of problem.
6. Joint action planning.
7. Action or implementation of proposals for change.
8. Repeat the cycle – fresh data gathering and feedback of results of change

According to Cummings and Worley a new model has emerged from this traditional version of action research at section 3.2 below. This new adaptation helps to address political issues of governance and participatory processes in management and governance. It is through it that city consultations and citizen participatory processes are explained and understood.
3.2 Contemporary Adaptation to Action Research

The difference of this model from traditional action research is that it shifts attention from smaller sub units of organizations to total systems and communities. In this setting it becomes more complex and political and involves multiple change processes and a diversity of stakeholders with different interests in the organization (Cummings and Worley, 1997). It is in this context that this methodology has been adopted internationally especially in the developing countries. At this mega level action research is tailored to fit local cultural assumptions. Action research is commonly used to promote social changes and innovations through community development projects.

One of the unique additional dimensions to traditional action research is the increased involvement of organization members in learning about their own organizations and how to change them. This is within the participatory management discourse and is variously referred to as ‘participatory action research’, ‘action learning’, ‘action science’, or ‘self – design’ (Cumming and Worley, 1997, p. 30). In this new context the consultant’s role is to help members in the learning process. In this regard the consultant becomes a co - learner with the members in diagnosing the organization, designing changes and implementing and changing them. From this understanding OD becomes a powerful tool for creating anti – poverty strategies and action. The MDP ESA experience in the region shows that OD processes help to ensure cross functional team building in municipal projects and facilitating the engendering process by involving
women, men girls and boys as participants in organizational processes. This is illustrated by an MDP ESA case study below.

4.0 A CASE STUDY

This case study is part of a series of MDP ESA’s Civic Participation in Municipal Governance projects which were carried out in different countries in the region. They represent a good illustration of how the Contemporary Adaptation to Action Research works at municipal level in promoting community participation in local economic projects aimed at improving the quality of life of the citizens. Through this projects men, women, boys and girls are involved either as community participants or community project leaders. The processes become inclusive and address gender equity needs.

Strengthening Civic Participation In Municipal Governance

THE MANHICA PILOT PROJECT

a) Introduction

Manhica is a small Mozambican town in Maputo province approximately 85 km from the capital Maputo (to the north east) along the main national highway to the North. It is situated on the banks of the Inkhomari River. Its main economic activity is agriculture and related activities. It has a population of approximately 150,000 inhabitants. The Municipal Assembly consists of 13 members of which the majority (8) represents the ruling party Frelimo. The remaining five belong to Naturma, a civic group. That mixture makes Manhica one of the rare multi-party local authorities in Mozambique. Another unique feature of Manhica is the fact that it has the only female mayor in the whole of Mozambique; Laura Tamele, a teacher by profession, was elected from the Frelimo list to be the first mayor of Manhica. Despite initial difficulties between the two parties in the Assembly, the municipal organs are working together towards common objectives for economic, social, and cultural improvement of the newly proclaimed municipal area. Urban residents make important contributions to the provision, operation, and maintenance of infrastructural services. These contributions occur within development projects and in the daily service provision and consumption. Participation is essential for the realization of demand-oriented service delivery.

b) The Project

The Municipal Council of Manhica and an umbrella civic organization called Naturma, with the assistance of the Municipal Development Program for Eastern and Southern Africa (MDP ESA), embarked on a project to mobilize the support of civic groups and the private sector to participate in the provision of infrastructure within the town. The period of the pilot project coincided with the peak of the rainy season, which later led to flooding in the greater part of Mozambique. The pilot project was therefore deliberately focused on the construction of a boat that was to be used for residents of the small agricultural town to cross the Inkhomari River as they go to and from their fields. A clean-up campaign was also launched to help residents in cleaning up waste from neighborhoods on selected days of the week.
c) Participation

The pilot project sought to promote civic participation in all the stages of infrastructure service provision and management—which includes planning, programming, and monitoring, as well as implementation and operation maintenance. The objectives of the pilot project included:

- To build the capacity of civic groups, different communities and the Municipal Council to work together on development projects.
- To build the capacity of residents to engage in debate with the Municipal Council and negotiate issues of concern.
- To enable residents to understand the role and functions of the Municipal Council and get them to appreciate the constraints and opportunities during implementation of the pilot project.

The pilot was launched in Manhica during the MDP Mission to Mozambique on February 4, 2000. After launching the Pilot Project in Manhica, heavy rains fell over Mozambique. The flooding hampered the municipality’s ability to engage itself in any work other than rescue and relief activities. As a consequence, the flood caused a short interruption in the project in Manhica. On the other hand, the flood situation speeded up the construction of the boats.

d) Project organization

A cooperation agreement was negotiated and signed by three parties (MDP, Manhica Council, and Representative of Civic Group aturma). A Management Committee was set up to oversee the pilot project activities. It consisted of the Mayor, Ms. Laura Tamele (representing the Municipal Council), Mr. Denis Antonio Ernesto Muianga (member of the Municipal Assembly, representing the MA), Mr. Alberto Armando Xerinda (member of the Municipal Assembly, representing the civic group Naturma), and Project Coordinator Ms. Lina Soiri (ex-officio member). The Management Committee was responsible for the design, planning, and decisions of various project activities, their management and implementation, as well as follow-up and reporting (including bi-monthly financial reports) of its progress and problems. The management committee decided in its first meeting on March 2, 2000 to implement a set of activities in various areas of the municipality. The activities are described under the subheadings below.

i) Construction of the Boats

The most important and urgent task was the construction of the boats. An initial community meeting was held with small entrepreneurs and carpenters (60 invited participants, out of which
45 attended) in order to get the boat construction underway. Several other issues of concern were also discussed in the meeting such as the level of crime, problems of law and order, land concessions and waste management.

Although the original idea of the pilot project was to engage as many residents and civic groups as possible in infrastructure provision and management, and in boat construction in particular, an important readjustment had to be made at the very beginning of implementation. The floods and the need for rapid access to the fields under the water hastened the construction work and the management committee decided to start the work as soon as possible even though there was nothing like a comprehensive mobilization of communities. Instead of building one boat, it was decided that two wooden boats should be built. Some residents participated in logging the trees needed for the bodies of the boats and a carpenter with his assistants was assigned to complete the construction work. The Municipal Council followed the progress of the work actively and provided necessary material (nails, tar, and paint). The first boat was presented to the population during Manhica Day on May 18, 2000. After completion, the two boats were transported to the river where they were launched.

This necessary readjustment in the implementation of the pilot project released resources for other activities in the program. Since the existence of the municipalities is a very new idea in Mozambique and since there is a serious lack of information and understanding about the role and functions of the municipal organs, the Management Committee decided to embark on a series of civic education activities in various communities. The Municipal authorities decided to be responsive to communities' needs in order to gain acceptance and trust among the population.

d) Community Civic Education Meetings
It was agreed that there would be a series of civic education events every second Thursday of the month. Each meeting consisted of about 100 representatives of a selected housing area. The issues addressed at the community meeting were as follows:

1) Definition of the Municipality and its importance in the lives of the residents and in the country in general
2) Participation of the residents in the political, social and economic life of the Municipality
3) Democracy and development of the Municipality
4) Floods and their consequences

Selected members of the Municipal Council and Assembly as well as representatives of the Municipal staff were invited to the Community Meeting (according to a system of rotation) to allow them to
consult the people in their work. After the conclusion of the meeting, a light snack was served (a cool drink and a sandwich) and participants were provided with a small transport allowance. During the pilot project, a total of 20 community and other meetings covering 29 bairros (housing areas) have been held in Manhica. This number also included a debriefing meeting for the municipal organs on December 5, 2000, two meetings with NGOs (July 13 and December 12, 2000) and a youth meeting on December 9, 2000 (see below). On average, participation was 80-90 representatives of the selected population groups. After a short introductory note by the Mayor and Project Coordinator, the residents had an opportunity to voice their concerns and grievances. Finally, the ways that communities and municipalities can cooperate in improving the well-being of the municipality were discussed.

ii) Cleaning and reconstruction campaign

One important activity in which the citizens engaged themselves after community meetings was the clean-up campaign, which first started in their own bairros and then spread into the town center. During the war, the condition of the public roads in the municipal area seriously deteriorated, prohibiting the proper circulation of traffic and the use of public facilities by the residents. By the initiative of some (mainly female) residents, a regular clean-up campaign was started. Starting from May 2000 every Wednesday morning, a selected group of residents came with their own tools to work in town. On average, participation was 30 residents. It was decided that part of the project funds could be used to provide a light snack for the volunteers after a morning's work. As a result of the clean-up campaign, the municipal park was renovated (old trees cut, weeds removed and new fence planted) and some secondary roads cleaned and opened at the river bank. All participants of the campaign were registered by the bairro secretaries and records were kept in the municipal council.

iii) NGO Meetings

In the spirit of the cooperation agreement the three signatories decided that civic groups and NGOs would be invited to participate in project activities. The first meeting with the NGOs active in the Municipal area was held on July 13, 2000. The eleven participating NGOs and groups were as follows: AMETRAMO (Association of Traditional Healers), ACTION AID, Auxrio Mundial, CISM, ConselhoCristao, CVM (Red Cross of Mozambique), Liga da Juventude, Naturma, O.J.M. (Mozambican Youth Organization), O.M.M. (Mozambican Women's Organization), and O.N.P (National Organization of Teachers). This list represents the majority of the NGOs active in Manhica (excluding foreign NGOs engaged in short-term relief
activities). During the meeting it was agreed that participants were free to take active part in the tasks and sessions of the Municipal Assembly. This participation would promote the rapid development of their municipality. The participants appreciated that they were invited to the first meeting that took place after the Municipality was established in order to know what its role was in the life of the residents. At the end of the meeting it was decided that all participants could discuss together what kind of projects they would like to be supported by MDP funds. Only the teachers Union made a proposal and funding was given.

iv) Debriefing after the Regional Workshop, December 12, 2000

Another meeting with the NGOs was held after the Regional Seminar in Kabwe, Zambia on December 12, 2000. There were 21 participants representing the following organizations: ONP (Teachers Union), three youth organizations (OJM, IJIMA, Liga da Juventude), OMM (Women's organization), the Christian Council, and the Catholic Church. The objective of the meeting was to report back from the Regional Workshop and mobilizes NGOs and other citizen's groups for active participation in municipal development. Examples of how NGOs engage and cooperate with municipalities in other countries were described, and cooperation with the Manhica municipality was called for. Participants also pointed out practical problems in municipal areas such as shortages of electricity in some areas, unpaid business licenses and personal municipal taxes, as well as water shortages. It was decided that these NGO meetings would become a regular feature in order to continue the interaction between municipal organs and civil society in Manhica. The groups were also invited to present projects and proposals to the Management Committee for funding, following the example of the Teachers' Union.

i) Capacity-building for local organs

Training of the Assembly members

As agreed among the Management Committee members, training of members of the Municipal Assembly and Council on various issues could also be part of the project's activities. The first training session of the Municipal Assembly was held on May 30, 2000. It dealt with Municipal Legislation.

Training for Council Staff

The second capacity-building session for municipal organs and staff was held on December 5, 2000 after the Regional Workshop in Kabwe. Apart from hearing a report back from Kabwe, the meeting also heard a presentation from the Management Committee about the activities implemented during the MDP pilot project. It was generally agreed that the pilot project has made a significant impact in terms of raising the awareness of municipal residents about the role and responsibilities of municipal organs and citizens. It was also noted with satisfaction that residents had been engaged in various activities and had given ideas and feedback for the municipal organs to develop and improve their work.
However, the meeting generally agreed that the pilot project was only a start to the practice of active and regular cooperation between the communities, civil society, and local authorities. It was recommended that a proposal would be made to MDP to continue the activities in Manhica after the pilot phase. It was also recommended that MDP should spread its activities to another municipality in the nearby provinces (e.g. Gaza or Inhambane) to replicate the process and to permit Manhica to enjoy an exchange of experience with another Mozambican municipality. This exchange was seen as a necessity especially when the pilot project in Maputo did not materialize.

Training of Municipal Police

Lack of law enforcement authority was pointed out in the meeting with the local business people and in other community meetings as one of the persistent problems in the municipal area. The first 5 candidates for the Municipal Police force were already selected and funds for their recruitment obtained. But the force was not yet trained. Therefore Mayor Tamele proposed that the MDP pilot project would support training of the Municipal Police. A letter was sent to the Police Department requesting training assistance. The training was proposed for the near future.

j) The National Workshop

The workshop which was jointly organized by MDP and members of the Manhica Municipal Council took place on October 24, 2000 at the Festive Hall of Manhica Administration. The participants came from the Ministry of State Administration, two organs of the Maputo Municipality, as well as from local organizations and residents. The objectives of the workshop were:

- To balance the activities developed by the two Municipalities of Manhica and Maputo, in connection with projects financed by MDP.
- To analyze in depth the positive and negative aspects of the projects.

Mr. Arao Antonio Xerinda, the spokesperson of the municipal council, gave an opening speech and welcoming remarks on behalf of the hosts. He emphasized the importance of the role of MDP in the Manhica territory and in the other countries where it is operating. After the presentations of Mr. Matovu, Ms. Ana Graca, who represented His Excellency the Minister of the State Administration, and Mr. Vitor Antonio, a summary report of the activities implemented by MDP project including the boat construction in Manhica was presented by Mr. Denis Antonio Ernesto Muianga. The representatives of the Maputo Municipality also participated during the open discussion. They regretted that due to various reasons the Maputo Pilot Project was not yet implemented and expressed their willingness to continue to exchange experiences and work together with Manhica. At the end of the meeting, the Director of MDP informed all participants that four representatives of the Manhica Municipality were invited to participate in the MDP Regional Seminar that would take place in Kabwe, Zambia in November 2000.
k) Youth Meeting

On the initiative of the councillor responsible for youth and sports, the Management Committee agreed to finance a youth seminar, which was held on December 9, 2000. As in many other small towns in Mozambique, young people are suffering many obstacles such as lack of further education, scarcity of employment and lack of recreational activities. Therefore it became necessary for the municipal council to hold a meeting with representatives of various youth groups in order to find solutions to their particular problems and to involve the young people in the development of the municipality. 55 representatives of various bairros, religious congregations, youth organizations, schools, companies and social organizations attended the meeting. The topics discussed during the meeting were:

- Lack of discipline among the youth during the evenings—disturbing noise linked to loud music, etc.
- The need to create interest groups of different kinds to develop free time activities
- The need to involve young people in municipal activities
- The proposal for the municipal council to join forces together with the business community to create employment for the young people

It was agreed that the young people would join the clean-up and reconstruction campaign of the town center. Furthermore, it was agreed that there is a need to organize a meeting concerning the questions of gender.

1) Other activities

Meeting with Naturma April 5, 2000

The members of the civic group Naturma invited the Coordinator to a meeting with them in order to clarify some issues that were in the Partnership Agreement between MDP, Manhica Municipal Council, and Naturma. The small gathering took place on April 5, 2000. The representatives of Naturma, Mr. Eusebio Pumbana Manhica (ex-candidate for Mayor), and Mr. Alberto Armando Xerinda (president of Naturma) explained the history of Naturma and its basic objectives to the Coordinator. It was made clear that Naturma is an equal partner in the agreement. Naturma requested that its constituencies be invited to participate fully in all MDP activities.

Participation in Council Meeting held on April 27, 2000

The Second ordinary session of the MA took place from April 27-28, 2000. The Coordinator was invited to follow the proceedings of the session on April 27, 2000. There were 8 members of the MA (out of 13), Mayor Laura Tamele, 4 other vereadores (councillors) and 15 invited residents. The Coordinator participated in the session during its first morning proceedings. She was presented to the Council and Assembly members together with the MDP project.
m) Lessons Learned and Successes Made

During the MDP pilot project, the Manhica local authority established civic education, training, and information dissemination activities. Development activities identified by the communities themselves were encouraged and supported with the economic and institutional resources available. Manhica Municipality is constantly seeking to establish new partnership agreements with municipalities and donors that could provide funds for infrastructure and social projects. In this respect, the MDP pilot project was instrumental in serving as a consultation to identify the most urgent development needs in various parts of Manhica.

Consultation process

One important principle that was agreed at the start of the community meetings was that municipal authorities have to be responsive to communities' needs. In other words, the meetings aim to produce more than just another round of talks between the community and the authorities. Although discussion and consultation in themselves are valuable activities and, in fact, rare occurrences in Mozambique, they are even more important in the engagement of shared activities that, in practice, would improve the lives of the people. Therefore the Management Committee members were very flexible in listening to the concerns of the people and trying to respond accordingly. A good example of this listening is the plan to train the municipal police, because the establishment of a well-trained police force is expected to improve significantly the sense of security and order in the law of Manhica. The municipal authorities and the civic groups agree that practical work together is very rewarding and useful for both parties.

Capacity to foster council-civic partnerships

Compared to many other African countries, among others Tanzania, where people are better experienced in organizing themselves into civic groups or non-governmental organizations, Mozambique is still in its infant stage. The opening of society since the transformation into a market economy and a multi-party system has provided legal space for the exercise of free assembly and organization, and there has been a significant growth in that respect. Yet it is mostly concentrated in the capital city and other major towns, where the competition for political and economic power takes place. Without going more deeply into a discussion about civil society and its characteristics in the African context, it is sufficient to say that independent and "genuine" non-governmental organizations operate in Maputo, many of which have important regional or international connections.

However, in small towns, such as Manhica and in the countryside, people still identify themselves according to their area of residence (their bairros). Further, they are organized under a secretary (nominated by the Frelimo party), and their ethnic origin (like Naturma). Despite the end of the one-party era, residents still remain organized in various associations affiliated to various branches of Frelimo (women, youth, and professional committees such as teachers). Those are the groups or communities that this MDP pilot project chiefly sought to mobilize, since they could be identified as civic groups in Manhica. Very few genuine non-governmental
organizations have real constituencies outside the capital city. Instead they only run operations and provide services (independently or together with the local authorities) in smaller towns and in the rural areas. Naturma, for example, grew out of the need of the local residents to have a say in the local affairs, and they identify themselves as original residents of Manhica. Yet, many of the Naturma activists are loyal Frelimo members on the national level. Therefore, Naturma is a political organization that works inside the municipal structures, rather than an independent non-governmental organization.

With the above in mind, the MDP pilot project has been pivotal in showing that there is a real possibility to bring representatives of different political groups and of civil society to work together. It is unfortunate that it is still an exception rather than a rule that the ruling party is willing to share its authority and power with another group representing opposition and civil society at the same time. Therefore, one of the important lessons learned during this pilot project is that it is possible to leave the political and historical differences aside when all groups are given a chance and the resources to perceive themselves as residents of the same municipal community.

Motivation and Mobilization

The atmosphere of cooperation among competing parties has proved to be instrumental in mobilizing the communities who have been more willing to give their contributions for the common efforts after seeing rival parties working together for the common aim. It has also been important that the communities themselves have been able to identify their own priorities for development, and volunteer themselves for various tasks without being motivated by financial or other rewards. Normally, the transport subsidies and after-work-snacks have only been provided after there has already been regular participation from the community members.

Learning-by-doing

The Manhica pilot project has also proved the old wisdom that people learn the most when they are encouraged to engage and involve themselves in all phases of an activity. The Management Committee has had practical lessons in planning, implementing, and monitoring activities, and its members have learned to write proposals and compile financial and descriptive reports. This training applies to civic groups and other community groupings as well. Besides, the members of the municipal organs as well as municipal personnel have learned new working methods and ways of doing by participating in the pilot project's activities.
BIBLIOGRAPHY


6. MDP ESA (2001) Strengthening Civic Participation In Municipal Governance Programs: Manhica Pilot Project, Mozambique

7. SNV Zimbabwe Unpublished

Further Reading


Questions

1. Which OD interventions can you identify in the case study?

2. What other interventions do you know that could apply to your organization?

3. In your view does the OD model apply in your organization? Give recommendations on its application.