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Shelter Sector Reform Project
Newly Independent States of the Former Soviet Union

An ICMA Report

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Making Cities Work

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TABLE OF CONTENTS

	Page
ABSTRACT	i
EXECUTIVE SUMMARY	ii
A. Follow-up To IMMI Training	ii
B. Municipal Development Research Design	iii
C. Focus of Inquiry	iv
D. Summary of Responses	v
E. Recommended Short Term Strategies For Municipal Development Based on Survey Results	vii
F. Longer Term Strategies For Municipal Development	ix
G. Exit Interview Comments	x
I. BACKGROUND	1
II. SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS	2
A. Findings	3
B. Conclusions	4
C. Recommendations	4
1. Short Term Assistance	4
2. Long Term Municipal Development	6
III. FIELD WORK AND ANALYSIS	7
A. Follow-up to IMMI Training	7
1. Results of Follow-up Survey	8
2. An Opportunity to Turn Knowledge Into Skills	10
B. The Municipal Development Methodology of Inquiry	11
C. The Focus of Inquiry	12
D. Summary of Q Sort Data	14
E. Summary of Responses	20
F. Recommended Actions Based on Survey Results	22
ANNEXES	

ABSTRACT

This report describes efforts and results based on a short consultancy to assist key officials and other relevant stakeholders in Armenia and Georgia to formulate a municipal development plan of action. The efforts involved the following activities:

(1) short follow up workshops with officials from Armenia and Georgia who participated in the IMMI training program conducted in Washington and Arizona, September 1994;

(2) in-depth interviews with 30 Armenian and four Georgian local and national officials to determine their ideas and support for the formulation of a municipal development program; and,

(3) formulation of an interim plan of action to support the development of local governments in the region.

The above efforts resulted in a set of recommended actions to support the potential development and implementation of a longer term municipal development program for the region of Armenia and Georgia.

EXECUTIVE SUMMARY

This report is based on a short term consultancy to Armenia and Georgia by Fred Fisher in March-April 1995. The primary purpose of the mission was to assist key officials and other relevant stakeholders in Armenia and Georgia formulate a municipal development plan of action to support local government capacity building. The recommendations resulting from this consultancy are stated in: (1) short term, more immediate propositions; and, (2) longer term strategies. The more immediate activities are candidates for possible support under the Shelter Sector Reform Project. The longer term strategies are potentially fundable under ICMA's global core contract, assuming there is commitment by the Governments of Armenia and/or Georgia and USAID to undertake a municipal development program, and resources are available at the time to support implementation.

Secondarily, the mission was an opportunity to provide follow up evaluation and support to the participants from Armenia and Georgia who attended an IMMI training program on municipal management held in Washington and Arizona, September 1994. This task is described first.

A. FOLLOW UP TO IMMI TRAINING

A total of fifteen officials from Armenia and Georgia attended a municipal management training program, conducted by the International Municipal Management Institute (IMMI) and Arizona State University, in September 1994. This consultancy provided follow up through a series of in-country workshops and interviews involving twelve of the fifteen participants. (The other three IMMI participants were not available at the time the consultant was in the region.)

It is recommended that AED and ICMA collaborate to conduct a 5-6 day follow up workshop for a select group of IMMI participants, using training materials developed by UNCHS (Habitat) and designed to address operation and maintenance management issues at the local level of government. These materials are identified by the acronym TQMn. Participants would be IMMI participants from the four largest cities in Armenia and Georgia. Since the training is designed to address a specific problem area and emphasizes the importance of team work in solving operation and maintenance problems, each city would add two or three additional participants to their team from the work units directly responsible for these tasks.

The TQMn training materials provide participants with hands-on experience in: (1) assessing organizational performance in an operational sector based on their identified needs; and, (2) developing action plans based on an analysis of the assessment data. It is recommended the focus of this proposed management training be *housing management* since this problem was ranked first by the Armenian officials who participated in the Q-Sort exercise and identified by both Georgia municipal teams as being one of their most pressing problems.

[The following paragraphs summarize efforts to formulate a municipal development program strategy]

B. MUNICIPAL DEVELOPMENT RESEARCH DESIGN

ICMA forwarded a copy of **The Honduran Municipal Development Project** document, ***Making Cities Work***, to the ICMA Office in Armenia for distribution to key officials prior to the consultant's mission. It was intended to introduce the concept of a municipal development program and illustrate the range of potential activities that might be considered within a longer range effort to strengthen local governments. Based on the contents of the Honduran plan, the consultant prepared a list of municipal development components as potential factors to be considered in a series of interviews with local, regional and national officials involved in, or concerned with, local government in Armenia. [It was not possible in the short time available to conduct a similar set of interviews in Georgia, using the same methodology. Consequently, the data from which these recommendations are based is largely from the needs assessment conducted in Armenia. However, in the exit interview with USAID officials in Armenia, it was determined that a similar municipal development program is needed and may be feasible in the Republic of Georgia.]

Meetings were held with a sub-committee of IMMI participants from the Yerevan area to discuss the components of the proposed research inquiry and review the consultant's proposed methodology for data collection and decision making. The members of this committee made valuable contributions to the final list of potential municipal development issues to be covered in the field interviews.

The data collection and analysis methodology selected by the consultant for use during the interviews was the *Q Sort*. It consisted of a predetermined set of options at various levels of inquiry to assess individual opinions about the components that should be included in a local government development program. The method involved one-on-one interviews to conduct the Q-Sort exercise (based on a structured set of forced options). This was followed by a series of open ended inquiries based on the interviewee's responses to the Q-Sort. The options included in the Q Sort were agreed upon by the sub-committee of IMMI participants and the Director of the Department of Urban Policy.

The Q Sort included 55 variables in ten different categories of inquiry based in large part on the components of the Honduran Municipal Development Project. For each of these ten categories the interviewee was asked to "sort" them into two categories ***important*** and ***not important***, and to prioritize the ***important*** components. To facilitate this decision process, each potential program component and sub-component was written on an index card in Armenian. The cards in each category were placed on a table in front of the interviewee with the request to arrange them in sequence of ***most important*** to ***least important.*** Decision choices were recorded for later analysis.

The interviews were conducted in Armenian by the consultant's interpreter/ assistant. The consultant offered explanations and examples to clarify the meaning of individual factors being assessed by the interviewee. Each response to the Q sort was followed by a series of open ended questions, often based on the choices made by the interviewee during the Q sort.

Thirty officials were interviewed in eight locations around Armenia using this method. The individual interviews lasted from 35 minutes to more than an hour based on several factors (e.g. questions for clarification, the official's level of contemplation and seriousness in completing the tasks). Among those interviewed were: seven mayors, seven deputy mayors, two regional council chairpersons, four central government officials, and ten department heads of city and regional organizations (often selected from the ranks of elected deputies to serve in this dual capacity).

C. FOCUS OF INQUIRY

The first set of cards (to be arranged by interviewees in order of priority) included nine major components (eight reflecting elements of the Honduran project and one added by the Armenian committee). The components were: national legislation for local autonomy; demonstrations of local support for a municipal development program; the creation of an association to represent municipal government's interests; capacity building activities; the role of a chief administrative officer within the local government structure; the development of management systems and strategies; community and citizen involvement; interlocal arrangements for cooperation; and decision making processes impacting on municipal effectiveness. (The last component was added by the local ad hoc advisory committee.)

The subsequent sets of cards, for arranging in order of importance (priority) by the interviewee, were based on the nine major components. They included breakdowns of: national legislation; demonstrations of support; association alternatives; capacity building strategies; categories of training participants; training approaches; various management systems for further development; problems associated with the political process; and, problems based on program and service delivery.

The interview data was analyzed by: (1) assigning weights to each response (the last choice receiving a *one* and the first choice receiving a weight reflecting the total number of choices in the category); (2) determining the total number of points assigned to each item in each card sort using the weight system just described; (3) calculating mean averages of cumulative scores and the percentage of cumulative scores based on the total possible score for each item; (4) determining the rank order of items in each category based on these calculations; and (5) recording the number of first choices by those interviewed in each of the ten component categories.

D. SUMMARY OF RESPONSES

Because the data collected through this process of inquiry is extensive, only those components ranked first in each of the categories will be commented on in this summary. Two additional pieces of data will be included: (1) the percentage of points assigned by those interviewed in relation to the total [calculated by multiplying the number of interviewees (30) by the highest weight assigned within the category]; and, (2) the number of respondents who ranked the component first within the category. Both pieces of data reflect the level of agreement among those participating in the interviews.

1. Major Components of a Potential Municipal Development Program

The need for **National Legislation Establishing Local Governments** in Armenia was ranked first by 24 of those interviewed (from among the nine components included in the Q Sort). It also received the highest percentage of possible points of any component in any category in the survey (91.1%), reflecting the importance those interviewed put on this issue. The data is further substantiated in the inquiry about **Problems Associated With the Political Process** (ninth in the series of Q Sorts). ***Legislative Ambiguity*** was listed by 18 of 30 as the most important problem in this category and received 83.3% of the possible points within the category. When asked what component of a potential municipal development program should be given first priority among all those discussed in the interview, one third said "local government legislation".

There is one piece of data from this table of major components that is somewhat disheartening. It involves the demonstration of political support for a municipal development program. This component ranked last in order of importance by those who were interviewed. This should not necessarily be construed as lack of commitment to the concept or implementation of a potential municipal development program but, rather, reluctance on the part of those interviewed to commit themselves to certain democratic processes of openness and change at this time (In a review of the Honduras report, it appears this component was not quickly embraced by mayors in that country either, requiring educational efforts to help them understand and appreciate the importance of such attributes of leadership as openness and participation.)

2. Important Precepts of Local Self Government Autonomy

Independent Elections of Local Officials was ranked number one among components to be incorporated into local government legislation. Twelve ranked it number one and it received 77.1% of the points possible. Two components (criteria) were added to this list of factors by the advisory committee. They were: (1) **Clarification of Policy and Administrative Roles** [2 firsts and 63.8%]; and, (2) **Property Ownership** [ranked number two; 5 firsts and 71%]. The latter issue concerns distinguishing between central and local authority regarding property ownership.

3. Demonstrations of Support for a Municipal Development Program

In this category of strategies for demonstrating political support for a municipal development program, there was less consensus among those interviewed about what should constitute a lead strategy. This may reflect the low priority given this component in the first Q-Sort and more generally illustrate the lack of learned behavior and experience in operating with a more "open door" policy in conducting public business. **Publishing Budgets and Other Key Documents** was ranked first [11 firsts and 74.2%] followed closely by **Participating in Training for Elected Officials** [10 firsts and 69.2%].

4. Creating an Association to Represent Local Governments Interests

Three alternatives were listed in the Q Sort (Associations of Municipalities, Mayors or Professional Officers). Again there was no clear consensus among those interviewed. Establishing an Association of Municipalities was ranked first [12 firsts and 72.2%]. Perhaps more important were the comments the inclusion of this component prompted. A number of officials said there was no need to create such an organization; others said it would be divisive; several suggested it is important but not now.

5. Capacity Building Strategies

Training was ranked one among five proposed strategies for building the capacity of local governments [17 firsts and 81.3%]. **Elected Leaders** ranked first among those to be trained [18 firsts and 80%]. When queried about *approaches to training local officials,* **Education** was ranked as the most preferable [19 firsts and 87.3%]. By "education" many interpreted this to mean a more formal approach to learning, leading to some type of credential. Distance learning ranked at the bottom with one of the lowest percentage of possible points [25.3%]. Out-of-country training ranked number four [with only 1 first and 52%].

6. The Development of Municipal Management Systems

Participants in the interviews cited the development of **Financial Management** [9 firsts and 83.3%] and **Personnel Management** [17 firsts and 80%] systems as their top priorities within this component of municipal development. In the open ended questioning that followed the Q Sort exercise, five interviewees said they would like to see systems for *improving local revenue sources* given top priority in any municipal development program, three listed *budgeting systems,* and two identified *personnel systems.*

7. Problems Based on Program and Service Delivery

The Transfer of Housing Management and Maintenance to Home Owner Associations was ranked first among problems to be addressed in a municipal development program [7 firsts and 71.4%]. **Financing municipal infrastructure construction and maintenance** [12 firsts and 64.3%] was a close second. In the interviews with Georgian officials, they also indicated the *transfer of housing management* is a high priority concern, and one they have not been able to manage effectively.

Two issues received low priority by most of those interviewed. These were: **Community and Citizen Involvement** and **Inter-local Cooperative Approaches** to program and service decision making and delivery. Again, they may reflect the absence of experience in working in these modes of shared decision making and problem solving.

E. RECOMMENDED SHORT TERM ACTIONS BASED ON SURVEY RESULTS

The following recommendations are based on the results of thirty interviews with key officials representing various levels of government. The Q Sort methodology, which was central to the interview process, produced clear indications of priority issues with respect to the initiation of a municipal development project. These collective statements of interest and need support the supposition that technical assistance and institution building endeavors are appropriate strategies for strengthening Armenian local governments.

The recommendations that follow do not constitute a full-blown, long term strategy of sustained intervention. Their intent is to: (1) offer more immediate, short term responses to clearly identified needs; and, (2) establish the framework for possible future support for a more comprehensive program in municipal development.

1. Support for Drafting Local Government Legislation

The municipal development component receiving the highest collective score by those interviewed was the need for national legislation establishing local governments. ICMA should consider providing assistance to the Government in its efforts to draft legislation. Areas of focus should include: local government's legislative and executive powers, roles and responsibilities; appropriate institutional structures; and, administrative and financial resources for carrying out these mandates.

2. Survey and Documentation of a Local Government's Organizational Structures and Operating Systems

The development of municipal management systems and strategies was ranked third among the major components to be included in a municipal development program. More specifically, they

ranked financial and personnel systems as their highest priorities. The success of these systems is dependent on other ancillary systems and, ultimately, a reconfiguration of the way local services are planned, organized, managed and delivered. For example, Armenian local authorities are dependent on public service organizations (not under their direct jurisdiction) to carry out most local services normally associated with local self-governance (e.g. solid waste collection and disposal, water supply, and street maintenance).

Any effort to help improve these local government systems, including both internal support and external line operations, will require a better understanding of how local governments interact with a variety of local service organizations and, in turn, how these organizations are financed, organized, staffed and managed.

It is recommended that a comprehensive survey of a local government organization and the agencies delivering municipal services be undertaken to determine how they: are financed; make policy decisions; mobilize and allocate resources; are staffed; and, relate to each other and their community constituents.

Such a survey would best be conducted in a medium sized city, representative of a larger number of urban areas and void of externalities that skew its representative nature (e.g. earthquake damage and the unusual flow of external assistance).One senior municipal management consultant with appropriate organizational assessment skills and experience should be able to conduct the study in a 3-4 week field assignment with an additional three weeks for planning and report writing.

3. Elected Leadership Training

Training received the highest cumulative score among the five proposed capacity building strategies and the *training of elected officials* scored highest among the four categories of potential training participants. There may be an opportunity to link into a Soros Foundation grant to IDIOM and the Foundation for Local Development and Public Services, Romania (FLDPS) to conduct a training of trainers workshop (TOT) in Romania for 12 CEE country trainers. The TOT is designed to prepare trainers to use a 13 module set of Local Elected Leadership Training materials produced by UNCHS (Habitat).

Approval would be required from the Soros Institute for Local Government and Public Service, Budapest and FLDPS, Bucharest. USAID/ICMA's costs would include travel and DSA for two participants for two weeks, and a commitment and resources to train a minimum of 40 local elected officials in two short residential workshops of 3-5 days.

4. Follow Up Management Training for IMMI Participants

Although this recommendation is listed under Sub-Heading A, it also responds to the number one ranking *housing management* received in the Q-Sort under the sub-section involving problems in managing public sector programs and services.

In summary, the recommendations stated above are designed to address short term opportunities under ICMA's existing contract in Armenia. They are also posited to provide the foundation for a longer term, comprehensive program in municipal development, if the host country requests such a program, and it fits within the country plan of USAID.

[Note: USAID's Regional Office also indicated interest in the possibility of a municipal development program for Georgia. Local governments in that country have taken much more initiative in providing services and local leadership (apparently due to a void in central government leadership). Consequently, there may be a greater need and receptivity at this time for a long term municipal development program in Georgia. If ICMA and the Regional USAID Mission are interested in pursuing the potential of a municipal development program in Georgia, it would be useful to conduct a more thorough needs assessment similar to that conducted in Armenia.]

F LONGER TERM STRATEGIES FOR MUNICIPAL DEVELOPMENT

ICMA, under its Global Core Contract, is in a position to undertake a municipal development program in collaboration with the Government of Armenia (and/or Georgia) if several key commitments can be acquired. First, the Government of Armenia (and/or Georgia) must take the initiative to garner the necessary support from USAID to carry out a program in municipal development. Second, the local USAID Mission must agree that such a program is congruent with their country plan(s) and USAID's overall commitment to democratic initiatives (of which effective local self-governance is an essential component). Finally, the resources for implementing a 2-3 year municipal development program must be made available.

If these Governments are committed to establishing viable and responsible local governments and supporting them as an integral function of the democratic process, then a strong argument can be made for undertaking a program of technical assistance to develop municipal institutions and their capacity to serve constituents with effective and efficient programs and services.

Assuming the responses of officials interviewed are representative, there is a clear mandate to pursue several major components of a municipal development program. Based on the quantitative and qualitative results of the interview survey, ICMA could be requested to provide technical assistance and support in the following municipal development arenas:

- drafting and enacting national legislation to establish appropriate institutions and legal mandates for local self-governance;

- developing a variety of municipal management systems and strategies to strengthen the capacity of local governments to govern effectively and efficiently (beginning with financial and personnel management systems);

- rationalizing and streamlining the institutional and organizational arrangements designed to serve local community needs;

- building a local capacity to provide local governments with training and other technical assistance services; and,

- providing targeted technical assistance in critical areas of housing and environmental services as requested (e.g. solid waste management, pricing utility and housing services, financing infrastructure construction and maintenance).

Municipal development strategies receiving less support during the interview process could emerge as potential areas for assistance (if a program is undertaken). They are:

(1) establishing an association to represent and service local government needs and concerns;
(2) working with local officials and citizens to forge viable and productive partnerships; and,
(3) formulating local economic development strategies.

G. EXIT INTERVIEW COMMENTS

Exit interviews were held with: City of Yerevan officials; the Director and staff, Department of Urban Policies, Republic of Armenia; and, members of the USAID Mission staff. City and Central Government officials expressed unqualified support for both the short term activities and the possibility of a longer term project to assist local governments develop their policy and administrative capacities to serve their constituencies more effectively.

The USAID staff expressed satisfaction with the results of the consultancy and commented favorably on the assessment methodology that was used to gather and analyze information from country officials. Because their responsibilities encompass the larger region, and they believe Georgia could benefit more quickly from a local government capacity-building effort of the kind suggested for Armenia, they expressed interest in a regional approach to municipal development. They also suggested a multi-year budget, reflecting the cost of such a program, would be helpful as a follow up to this report.

I. BACKGROUND

In June 1994, Steven Anlian, ICMA Resident Advisor in Yerevan fielded initial inquiries from the Mayor's Office of the City of Yerevan for a technical assistance program in the areas of municipal finance and municipal service delivery. The Republic of Armenia has also appeared to recognize the importance of addressing municipal management and finance more systematically. In part, the formation of ICMA's counterpart agency, the Department of Urban Policy, resulted from this recognition. In the fall of 1994, the State Ad Hoc Committee on Construction Reform was established under the leadership of State Minister Marterosian, and a working group was formed, consisting of ICMA's lead counterparts at both the Republic and City level - Andranik Andreassian (Director of the Department of Urban Policy), Vahagen Khachatria (Mayor of Yerevan), and Ashut Avetessian (Director of the Department of Economics). In the context of these activities, Andreassian has requested assistance from ICMA in clarifying the agenda and options for his Department and the Ad Hoc Committee to pursue in this area. USAID/Yerevan subsequently requested that ICMA explore the formulation of a municipal development program for Armenia.

In August 1994, ICMA sent Dan Maljanian to Yerevan to conduct initial information gathering and to conduct a "Preliminary Legal and Institutional Assessment" of local government in Armenia. That task order was the initial step in the development of a municipal development program in Armenia. The purpose of such a program would be to strengthen the technical, financial, and managerial capacity of local governments to provide for effective delivery of public services.

In September 1994, ICMA and Arizona State University jointly held the International Municipal Management Institute (IMMI) which included the participation of nine mayors and city officials from Armenia. The IMMI training provided participants with an introduction to U.S. local government administrative practices, including introductions to municipal management, administration and organization, financial management, municipal services and delivery, strategic planning, urban and economic development, and citizen participation.

It was within this historical context that this consultant was deployed to provide follow up on the IMMI program and to explore further the potential for developing a municipal development program for Armenia. Working within the support of the Shelter Sector Reform Project, it became evident the formulation of the municipal development plan could be facilitated by short term tasks that would provide a foundation for a longer term effort to support the development of municipal government in Armenia.

Once in country, the consultant was requested by the Regional USAID Office to spend a few days in Georgia in his follow up with the six IMMI participants from that country. While there, he had an opportunity to briefly assess the potential for expanding the municipal development program to include Georgia.

II. SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

This report will build on the results of Daniel E. Maljanian's efforts to define local government's legal and institutional arrangements currently in place in Armenia. (Proposed Municipal Management/Finance Reform Technical Assistance: Preliminary Legal and Institutional Assessment August 1994). As he indicated, Armenia is entering a new stage in its efforts to shed the vestiges of Communist rule with the enactment of a new Constitution as early as June 1995. The new constitution, and the subsequent laws that will be enacted to implement it, are expected to dramatically change the way local governments operate. At the time this report is being written, it appears the only legislative certainty, regarding the fate of local governments, will be the Articles of the new Constitution. It is expected to define in broad terms the administrative-territorial units of the Republic of Armenia. These and other articles are the subject of heated debate among parliamentarians, even as we speak.

Given Maljanian's detailed description of how local governments are structured at this time and the eminent possibility of sweeping changes, this report will focus on the potential for creating a municipal development program that could provide valuable assistance in this critical transition. Hopefully, the program will provide the templates for establishing an enlightened political process that reflects community interests and needs, and administrative structures and management processes that assure quality and equity in the provision of public services. The challenge is considerable.

[During the TDY to Armenia, the regional USAID Mission requested the consultant to spend a few days in Georgia, primarily to follow up with those local officials who attended the IMMI workshop in September 1994. It was apparent from these discussions that a municipal development program, similar to the one being proposed for Armenia, would be important in that country's development of democratic institutions and their capacity to respond more effectively and efficiently to local public service needs. Furthermore, the Mission believes local governments in Georgia may be in a state of greater readiness to take advantage of a municipal development program because they have been forced to assume greater responsibility in the midst of forfeited national leadership. Given the possibility of initiating a municipal development program in Georgia, the following comments should be considered by ICMA and others as useful in forging a program proposal for that country as well. If there is a decision to pursue such a possibility, the formulation of a program proposal would benefit from a dialogue and assessment process similar to that conducted in Armenia.

The Regional USAID Office, in the exit interview, requested ICMA to consider a regional approach to the potential for a municipal development project. Given this, the following comments allude whenever possible to a project that could respond to the needs of both countries.]

A. FINDINGS

The old Soviet/Communist system of local governance was a mockery of community decision making and involvement - a puppet show played out in a theater of smoke and mirrors. While the seeds of democracy have been sown in Armenia (through free elections and other perquisites of an open society), local officials are relegated, figuratively, to shoveling out the remaining smoke with pitch forks. A few statistics define the territory local officials must tread in providing responsible government at this point in time.

- Vanadzor is an industrial city of 172,000, located in the northern earthquake zone. It has 150 elected officials (down from 350 under Soviet rule), five deputy mayors, an executive board of 11, 10 departments and 113 employees (or .753 per elected deputy).

- Goris, located in the southeastern panhandle, is a city of 29,000. It has 60 elected officials, an executive board of 16, 12 departments and 28 employees (on the average 2.3 employees per department).

Neither city has the necessary authority to raise sufficient revenues. Consequently, they are dependent on central government subventions to finance essential services. If they do undertake local initiations in those narrow areas of revenue generation available to them, any significant success must be forfeited to the central government. This is hardly an incentive for raising local taxes and fees. Because local governments are largely empty shells with no service delivery capacity, they are relegated to passing on centrally shared funds to largely autonomous bodies (often referred to by the local officials as *public enterprises*) responsible for delivering various kinds of local services (e.g., water supply, road maintenance, refuse collection). Local elected officials and their meager staffs are held accountable for deficiencies in local services they have little or no control over.

The Mayor is the legislative and executive leader of the community. In at least three of the eight cities visited during this mission, the leadership mantle had been passed a minimum of three times from one deputy to another in somewhat less than amiable terms. These transitions happened within a period of less than five years. In the second largest city, the presidium of the national parliament stepped in to appoint the new Mayor after the council was unable to elect a replacement after they had dismissed their second mayor in less than three years. Six months later the new Mayor was fired, this time by the national parliament. The local council took back its prerogatives and reelected him to be their leader.

These short vignettes illustrate the void of authority and resources within which local governments currently operate in Armenia. They are saddled with remnants of a system that made no pretense of being either responsive or responsible to its local constituents. Local governments are endowed with elective bodies that, in some cities, outnumber the employees more than two to one. Local elected officials have little jurisdiction or control over the public enterprise organizations that deliver essential community services. And yet, these largely autonomous organizations are recipients of local revenues (to the extent they exist) and most of the funds transferred from central government.

B. CONCLUSIONS

But, there is hope the new Constitution will bring to local governments more respectability, the potential for greater resource mobilization, and opportunities to govern and manage effectively. There has probably never been a better time to launch a municipal development program that can respond to the needs and concerns of those who will participate in it.

These terse conclusions are the views of 30 key officials who participated in an interview process that challenged each of them to make 55 decisions about what they think is important in the formulation of a municipal development program. The discussions about the potential for a municipal development program took place in eight locations around Armenia and centered on a methodology called the Q-Sort. It consisted of a predetermined set of options at various levels of inquiry to assess individual opinions about the need and priorities of various components of a municipal development program (based in large measure on the ICMA Honduran project of a similar nature). The options included in the Q-Sort were agreed upon by a planning committee of key officials who are interested in the assessment results for making decisions about the feasibility, direction and content of a potential municipal development effort for Armenia.

Within the more general conclusion by those interviewed that a municipal development program is important and needed in Armenia (particularly at this critical juncture in the evolution of formal democratic mandates), there were many incremental decisions about the potential program's content. These are elaborated upon in the body of the report but briefly it was concluded that the drafting of local government enabling legislation is the top priority. Following closely behind would be: training for elected officials; the development of municipal management systems and strategies (with an emphasis on finance and personnel management); and, technical assistance in addressing such thorny issues as the transfer of housing management and maintenance to home owner associations, and financing municipal infrastructure construction and maintenance.

C. RECOMMENDATIONS

1. Short Term Assistance

The current USAID/ICMA project can provide short term and modest assistance in municipal management and policy formulation. Based on the results of extensive interviews with 30 key officials at all levels of government, the following activities are recommended for consideration under the Shelter Sector Reform Project:

- A short term consultancy by a specialist with experience in drafting local government enabling legislation.

  [Twenty-four of the 30 officials interviewed listed ***national legislation to establish local self government*** as the most important need in terms of municipal development.]

- A short term consultancy by a municipal management specialist to conduct an in-depth assessment of a representative local government organization, its policy and operating systems, and its interactions with other local public agencies responsible for the delivery of local services (e.g., refuse collection and removal, street maintenance, water service). It would provide valuable information and insight into the way local governments and other operating agencies work at the local level and develop a methodology for similar diagnostic assessments in other municipalities. The assessment is consistent with the interview results where those interviewed ranked the development of management systems as the third highest priority.

  [The Mayor of Goris has requested such an assessment and has indicated his willingness to collaborate. Goris is representative of a large number of secondary cities and would provide a valuable laboratory for documenting the way local programs and services are planned, managed and delivered.]

- Follow up management training for IMMI participants from Yerevan and Ghumry Municipalities.

  [This proposed workshop would also include teams from Tbilisi and Kutiaisi, Georgia and focus on the management and maintenance of privatized housing with attention to contemporary management concepts and practices. The need for such training was confirmed when twenty of the thirty officials interviewed identified housing management and maintenance as either the first or second most critical problem confronting local governments at this time.]

- Participation in a Soros Foundation-sponsored workshop in Romania to prepare two local candidates to conduct local elected leadership training. In the interview survey, **training** was listed as the highest priority among capacity building strategies to be incorporated into a municipal development program, and **elected officials** were identified as the top priority for training.

  [The implementation of this proposal will require the approval of the sponsoring and implementing organizations; the selection of qualified candidates with English language competency; and a commitment by the Government to support short, in-country workshops for local elected officials. The sponsoring agencies fully expect those who are trained as trainers to conduct an ongoing series of short in-country workshops for local elected officials.]

Each of these proposed short term activities is dependent upon Government of Armenia commitment and approval, the approval of USAID/ICMA, and the availability of necessary resources.

2. Long Term Municipal Development

ICMA, under its Global Core Contract, is in a position to undertake a municipal development program, in collaboration with the Government of Armenia and/or Georgia, if several key commitments can be acquired. First, the respective governments must take the initiative to garner the necessary support from USAID to carry out a program in municipal development. Second, the local USAID Mission must agree that such a program is congruent with their country plan and USAID's overall commitment to democratic initiatives (of which effective local self-governance is an essential component). Finally, the resources for implementing a 2-3 year municipal development program must be made available.

If these governments are committed to establishing viable and responsible local governments, and supporting them as an integral function of the democratic process, then a strong argument can be made for undertaking programs of technical assistance to develop municipal institutions and their capacity to serve constituents with effective and efficient programs and services.

If the responses of those officials interviewed are representative, there is a clear mandate to pursue several major components of a municipal development program. Based on the quantitative and qualitative results of the interview survey, ICMA would be requested to provide technical assistance and support in the following municipal development arenas:

- drafting and enacting national legislation to establish appropriate institutions and legal mandates for local self-governance;
- developing a variety of municipal management systems and strategies to strengthen the capacity of local governments to govern effectively and efficiently (beginning with financial and personnel management systems);
- rationalizing and streamlining the institutional and organizational arrangements designed to serve local community needs;
- building a local capacity to provide local governments with training and other technical assistance services; and,
- providing targeted technical assistance in critical areas of housing and environmental services as requested (e.g., solid waste management, pricing utility and housing services, financing infrastructure construction and maintenance).

Municipal development strategies that received less support from those interviewed, but could emerge as potential areas for assistance (if a program is undertaken), are: (1) establishing an association to represent and service local government needs and concerns; (2) working with local officials and citizens to forge viable and productive partnerships; and, (3) formulating local economic development strategies.

III. FIELD WORK AND ANALYSIS

Sometimes the assumptions about what is possible on an assignment like this one and the reality of carrying it out are not always congruent. Such was the case on this mission. For example, it was assumed there would be opportunities to conduct two workshops of at least two days duration: the first with the Armenia participants from the IMMI program (reviewing what was learned and how it was applied); and, the second to work with an Ad Hoc Committee of key stakeholders to formulate a municipal development program. Furthermore, it was assumed some of the IMMI participants would be available to assist in conducting field interviews to form a data base from which the proposed program could be designed. Both assumptions proved to be unrealistic, forcing the consultant to engage in a bit of extemporaneous bridge building. The results from the consultancy were consistent with the scope of work. However, the process of achieving them differed substantially from the original design. The idea of workshops of any duration was scrapped, the field work was conducted entirely by the consultant, and, a quick trip to Georgia, as requested by the Regional USAID Mission was planned and carried out to meet with those from that country who participated in the IMMI seminar in the USA in September 1994. This section of the report describes in more detail the findings, conclusions and recommendations resulting from these endeavors.

A. FOLLOW UP TO IMMI TRAINING

A total of fifteen officials from Armenia and Georgia attended a municipal management training program, conducted by the International Municipal Management Institute (IMMI) and Arizona State University, in September 1994. The consultant was able to meet with twelve of the fifteen participants in a series of in-country workshops and interviews. (The other three IMMI participants were not available.) The workshops and interviews focused on a review of the major learning from the course and a discussion of actions taken by participants to apply acquired knowledge and skills to their job responsibilities.

Two afternoon sessions were held with five participants from the Yerevan, Armenia area; three Armenian Mayors were interviewed in their respective communities; and, two meetings were held in Georgia to follow up with participants from that country. The Georgia meetings were conducted in the cities of Tbilisi and Kutaisi.

In each of these activities the IMMI participants were asked to assess the usefulness of the various subjects covered in the IMMI curriculum and to relate actions taken to implement what they had learned during the program. To facilitate this process, the following questionnaire was translated into both Armenian and Georgian (since most of the IMMI graduates were not fluent in English). The following is a summary of the questionnaire results. Nine of the twelve interviewed completed the written survey. The figures in the *usefulness* column are mean averages of the nine responses to each of the major topics covered in the workshop. The numbers in the *action* column indicate how many said they took specific actions to implement changes based on what they had learned. The request for specific information on the actions taken is a summary of all responses, whether acquired by questionnaire or be direct inquiry.

1. <u>Results of the Follow up Survey</u> [The following text is taken from the questionnaire.]

^^^^^^^^^^^^^^^^^^^^^^^^^^^^^^^^^^^^^^

(1) To what extent were the following subjects useful to you when you returned to your job responsibilities? Use the following scale to indicate the level of usefulness.

1 = Not at all
2 = Only to a slight extent
3 = To a medium extent
4 = To a great extent

(2) Did you take specific action(s) in your organization or role to implement changes based on what you learned in this subject area?

Y = Yes
N = No

Subject	*Usefulness*	*Action*
1] Municipal organization and administration	*3.2*	*5 (yes)*
2] Executive versus legislative responsibilities	*3.2*	*4*
3] Financing municipal services	*3.1*	*4*
4] Program budgeting	*3.0*	*4*
5] Municipal services and service delivery	*2.9*	*4*
6] Strategic and operational planning	*3.1*	*6*
7] Urban planning and economic development	*2.7*	*6*
8] Public accountability and citizen involvement	*2.7*	*4*

^^^

Without exception the participants expressed appreciation for the opportunity to attend the program and spoke positively about the knowledge they had gained through their participation. While all participants said they were able to apply what they had learned during the IMMI program, only about half of the participants were able to identify concrete actions they had taken to improve individual and organization performance. In their defense, the major decisions affecting local government systems and operations (in both countries) are, in large part, centrally controlled and local self autonomy limited in scope and practice.

Of those participants who did take actions, based on what they had learned, the range of results are impressive. Here is a summary of their responses to the final query.

In those areas where you took specific action(s), please indicate these actions and the results:

- *In drafting documents for the constitution commission (to influence their decisions about local government legislation)*
- *Exploring different ways to provide public services*
- *While the city council doesn't pass legislation, the staff has been submitting briefs to them for consideration*
- *Have asked central government for authority to police illegal wiring which is causing numerable fires (but no response from central government)*
- *Urban Policy Department has written new contract bid documents*
- *In compiling annual budget, listed priorities*
- *making budget process simpler for public understanding*
- *multi-year fiscal consequences being considered in the preparation of the budget*
- *Established new rental rates based on affordability*
- *providing more heat in certain areas to improve quality of service to more citizens and reducing the cutting of trees for fuel*
- *established a coordinating committee in one of the districts to promote the application of self management projects and provisions for relationships between the local authority and citizens*
- *Discussion of multi-year development programs in relation to current socio-economic conditions*
- *initiated an excise tax on petrol*
- *a reorganized finance department and increased revenues*
- *merged two refuse departments under one manager*
- *established tax collection system*
- *provided fixed locations for street vendors and imposed fee to cover costs*

Two additional activities were conducted with the Yerevan-based participants. The first was a two-hour management development session using a self assessment instrument on identifying personal and organizational readiness for managing change. The second involved the development of an interview schedule for soliciting information and ideas from key officials about the possible formulation of a municipal development program in Armenia. [More about this event in the section on efforts to frame the agenda for a possible municipal development program.]

2. An Opportunity to Turn Knowledge Into Skills

While the IMMI workshop was successful, its focus was on creating awareness of new approaches to managing municipal challenges and providing knowledge about how to carry them out. What was missing was an opportunity to apply many of the things they learned and to improve their management skills through application in an experiential learning environment.
The Mayor of Gyumry, Misha Vardanian, made the following comment during a discussion about the IMMI workshop, "I learned a lot-but almost nothing, and came back thirsty for more, recognizing I need more knowledge to apply what I learned." He went on to say ICMA should offer management training in Armenia and focus it on specific operational areas.

It was this comment and a number of coinciding circumstances that prompts the recommendation to provide follow up skill training for a select number of IMMI graduates.

- First, there are funds remaining in the AED budget to help underwrite the training.
- Second, a number of IMMI graduates expressed the importance of skill training to reinforce the knowledge of municipal management they acquired in the IMMI program.
- Third, twenty of the 30 officials interviewed in Armenia listed *housing management* as either the most important or second most important problem they face among a list of seven program management responsibilities. Housing management could be the focus of the IMMI follow up management training.
- Finally, there is a critical need to develop a municipal management training competency in both Armenia and Georgia. The proposed workshop would provide a modest beginning in response to this need.

These four factors could be accommodated, to a large extent, by using materials developed by UNCHS (Habitat). These materials are designed for use by local trainers (after co-training in their use with senior training specialists, thus helping to address the need to develop local training capacity). The training materials, entitled Total Quality Maintenance (TQMn), provide participants with hands-on experience in:

(1) assessing organizational performance in an operational sector based on their identified needs; and,

(2) developing action plans based on an analysis of the assessment data.

When applied to *housing management* problems, the TQMn training addresses the problem ranked first by those officials interviewed during this assignment.

Given these circumstances, it is recommended AED and ICMA collaborate to conduct a 5-6 day workshop using the UNCHS TQMn materials. Participants would be IMMI participants from the four largest cities in Armenia and Georgia. Each city would add no more than three additional participants to their team (individuals who are directly concerned with improving the management of privatized housing in their communities).

When the possibility of using the unexpended training fund for this purpose was raised with the USAID office in Georgia, the spokesperson responded by saying housing is not a priority. The intent of the training would be to improve municipal management skills. The focus of the training would be housing management. TQMn, as an approach to experiential, problem centered learning, requires a context. It is not designed to be applied in a vacuum. Consequently, it could be argued that the focus is management training, not housing.

Assuming AED can allocate its remaining funds for this purpose, these funds should cover most of the participant costs, the training venue, the professional fees, travel and DSA for a seasoned trainer from the region (who has used the materials), and modest fees and costs for four local training apprentices (two from each country). They would be responsible for facilitating the work of city teams in their task work sessions. These apprentice trainers should be able to use the materials with little or no coaching in future workshops. (A similar approach was used in Romania with satisfactory results.) ICMA would need to fund a senior trainer from its Shelter Sector Reform Project to direct the workshop.

B. THE MUNICIPAL DEVELOPMENT METHODOLOGY OF INQUIRY

ICMA had forwarded a copy of The Honduran Municipal Development Project document, *Making Cities Work*, to the ICMA Office in Armenia for distribution to key officials prior to the consultant's mission. It was intended to introduce the concept of a municipal development program and illustrate the range of potential activities that might be considered within a long range effort to strengthen local governments. Based on the contents of the Honduran plan, the consultant prepared a list of municipal development components as potential factors to be considered in a series of interviews with local, regional and national officials involved in, or concerned with, local government in Armenia. These components were further elaborated by preparing lists of sub-components that could be used to engage officials in a dialogue about the formulation of a municipal development program.

A meeting was held with a subcommittee of IMMI participants from the Yerevan area to discuss the components of the proposed research inquiry and to review the consultant's proposed methodology for data collection and decision making. The members of this committee made valuable contributions to the final list of potential municipal development issues to be covered in the field interviews. They also reviewed the consultant's proposed methodology and made suggestions about who should be included in the interview process. The final decision about who would be interviewed was made by the Director of the Government Department of Urban Policy and Earthquake Zone Issues, Republic of Armenia.

The data collection and analysis methodology selected by the consultant for use during the interviews was the *Q Sort*. It consists of a predetermined set of options at various levels of inquiry to assess individual opinions about (in this case) the need for a local government development program and its potential components. The method involves one on one interviews based on a structured set of forced options (although the process also provides freedom for additional inputs by the interviewee). As indicated above, the options to be included in the Q Sort were agreed upon by the subcommittee of IMMI participants and the Director of the Department of Urban Policy.

The Q Sort included 55 variables in ten different categories of inquiry based in large part on the components of the Honduran Municipal Development Project. For each of these ten categories the interviewee was asked to "sort" them into two categories *(important* and *not important)* and to prioritize the *important* components. To facilitate this decision process, each potential program component and sub-component was written on an index card in Armenian. During each interview, the cards in each category were spread out on a table in front of the interviewee with the request to arrange them in sequence of *most important* to *least important*. The decision choices were recorded during the interviews for later analysis by the consultant.

Interviews were conducted in Armenian by the consultant's interpreter/ assistant with the consultant offering explanations and examples to clarify the meaning of individual factors being assessed by the interviewee. Each interview response to the Q sort was followed by a series of open-ended questions, often based on the choices made by the interviewee during the Q sort.

There are many advantages to this information processing/decision making approach in a project of this kind (particularly in a setting where the researcher is working through an interpreter). For example, it:

(1) provides structure and uniformity to the inquiry process without being restrictive;

(2) involves a satisfactory level of interaction between the interviewer and interviewee;

(3) engages the interviewee in a process of defining choices that can be factored into the final development of a program proposal; and,

(4) enhances the potential for "ownership" and commitment to the results, on the part of those interviewed.

Thirty officials were interviewed using this method. The individual interviews lasted from 35 minutes to more than an hour based on several factors (e.g., questions for clarification, the official's level of contemplation and seriousness in completing the tasks). Interviews were conducted in eight locations around Armenia representing most major regions of the country and a mix of jurisdiction size and category. Among those interviewed were: seven mayors, seven deputy mayors, two regional council chairpersons, four central government officials, and ten department heads of city and regional organizations (often selected from the ranks of elected deputies to serve in this dual capacity).

C. THE FOCUS OF INQUIRY

As mentioned earlier, the Q Sort focused on various components of a Municipal Development Program, fashioned for purposes of inquiry on the successful Honduras project.
The first set of cards (to be arranged by interviewees in order of priority) included nine major components (eight reflecting the Honduran project and one added by the Armenian committee). The components were: national legislation for local autonomy; demonstrations of local support for the program; the creation of an association to represent municipal government's interests; capacity building activities; the role of a chief administrative officer within the local government structure; the development of management systems and strategies; community and citizen involvement; interlocal

arrangements for cooperation; and decision making processes impacting on municipal effectiveness. (The last component was added by the local ad hoc advisory committee.)

The subsequent sets of cards, for arranging in order of importance (priority) by the interviewee, were based on the nine major components. They included breakdowns of: national legislation; demonstrations of support; association alternatives; capacity building strategies; categories of training participants; training approaches; various management systems for further development; problems associated with the political process; and, problems based on program and service delivery.

After collecting and recording the interview data, it was analyzed by: (1) assigning weights to each response (the last choice receiving a *one* and the first choice receiving a weight reflecting the total number of choices in the category); (2) determining the total number of points assigned to each item in each card sort using the weight system just described; (3) calculating mean averages of cumulative scores and the percentage of cumulative scores based on the total possible score for each item; (4) determining the rank order of items in each category based on these calculations; and (5) recording the number of first choices by those interviewed in each of the ten component categories. The following tables summarize the interview data and provide information for interpretation analysis.

(Note: the mean averages are only useful for comparing responses within each category while the percentage scores can be used to compare relative values among the various components of a potential municipal development program.)

D. SUMMARY OF Q-SORT DATA

The first table lists potential components of a municipal development program. They have been taken in part from the successful program ICMA facilitated in Honduras. A team of Armenia local officials reviewed the list prior to the start of the interviews, made certain changes in the way they were defined and added the last component, *decision making.*

The full text of each component was listed on the index cards used in the Q-Sort interviews but abbreviated in the tables for obvious reasons. More information about the rationale behind the use of the Q-Sort and the meanings of each of the overall components and the sub-components (listed in subsequent tables) can be found in the document *Suggested Approach to Assessing Need and Preferences for a Municipal Development Program in Armenia* (found in the Annex of the report following this detailed description of the results of the Q-Sort).

Additional Q-Sorts were developed for those components where it was deemed important to provide the interviewees with an opportunity to make choices among various options or, in some cases, prioritize various sub-components that might be considered as important to the implementation of the component. These sub-components, and the interview results, are presented following the results of the table listing the major components to be considered as part of a municipal development program for Armenia.

COMPONENTS [total points in this sub-table -- 270]	total points allocated by interviewees	mean average of individual scores	% of total possible points	# of components allocated 1st priority	rank order based on point %	
1.Local government enabling legislation	246	8.20	91.1	24	**1**	
2.Demonstrations of support for the program	73	2.43	27.0	-	9	
3.Organization representing local governments	123	4.10	45.6	-	6	
4.Capacity building	167	5.56	61.8	-	4	
5.Chief executive	210	7.0	77.8	5	2	
6.Management systems	195	6.50	72.2	1	3	
7.Citizen involvement	113	3.76	41.9	-	7	
8.Interlocal cooperation.	74	2.47	27.4	-	8	
9. Decision making	140	4.67	51.9	1	5	

LEGISLATION [total points=210]						
1. Elections	162	5.40	77.1	12	**1**	
2. Decentralization	146	4.87	69.5	9	3	
3. Revenue sources	93	3.10	44.3	-	6	
4. Budget authority	98	3.27	46.7	2	5	
5. Public services	57	1.90	27.1	-	7	
6. Policy/Admin	134	4.47	63.8	2	4	
7. Property	149	4.97	71.0	5	2	
SUPPORT DEMONSTRATION [total points=120]						
1. Training	83	2.77	69.2	10	2	
2. Open meetings	68	2.27	56.7	4	3	
3. Publish budget	89	2.97	74.2	11	**1**	
4.Mass media	60	2.0	50.0	5	4	

ORGANIZATION [total points=90]						
1. Municipalities	65	2.17	72.2	12	1	
2. Mayors	56	1.87	62.2	7	2	
3. Profess'l officers	53	1.77	58.9	11	3	
CAPACITY BUILDING STRATEGIES [total points=150]						
1. Training	122	4.06	81.3	17	1	
2. Practical research	106	3.53	70.7	4	2	
3. Tech'l assistance	63	2.10	42.0	1	5	
4. Information mgmt	68	2.27	45.3	2	4	
5. Org/systems development	92	3.07	61.3	6	3	
TRAINING PARTICIPANTS [total points=120]						
1. Elected	96	3.20	80.0	18	1	
2. Senior managers	77	2.57	64.2	8	3	
3. Middle managers/ supervisors	86	2.87	71.7	5	2	
4. Technical officers	42	1.40	35.0	1	4	

TRAINING APPROACHES [total points=150]					
1. Education	131	4.37	87.3	19	1
2. Workshops	101	3.37	67.3	5	3
3. External programs	78	2.60	52.0	1	4
4. Workplace	105	3.50	70.0	6	2
5. Distance learning	38	1.27	25.3	-	5
NEED FOR SYSTEMS DEVELOPMENT [total points=180]					
1. Financial management	150	5.0	83.3	9	1
2. Personnel management	144	4.80	80.0	17	2
3. Public works	82	2.73	45.6	1	5
4. Social services	92	3.07	51.1	3	3
5. Work with citizens	87	2.90	48.3	3	4
6. Interlocal mechanisms for cooperation	75	2.50	41.7	-	6

POLITICAL PROBLEMS [total points=150]					
1. Legislative ambiguity	125	4.17	83.3	18	1
2. Financial constraints	101	3.37	67.3	9	2
3. Need for new organizational structures	100	3.33	66.7	1	3
4. New funding sources needed	70	2.33	46.7	-	4
5. Working with citizens	54	1.80	36.0	2	5
SERVICE/ MANAGEMENT PROBLEMS [total points= 210]					
1. Solid waste	113	3.77	53.8	3	5
2. Pricing utilities	131	4.37	62.4	4	3
3.Water	126	4.20	60.0	6	4
4. Waste water	110	3.67	52.4	2	6
5. Housing management	150	5.00	71.4	7	1
6. Heating	93	3.10	44.3	1	7
7. Financing infrastructure	135	4.50	64.3	12	2

[Note: Some participants listed more than one item as the first priority. This accounts for the difference between the number of participants responding to the queries and their first choices.

E. SUMMARY OF RESPONSES

The data gathered through this process of inquiry and decision making is rich in its potential for analysis and interpretation. While the overall sample of participants in this survey is small, those who participated reflect a variety of roles, organizational settings, regions, sizes of municipalities, and local conditions. For purposes of this consultancy and report, the focus is on those components and sub-components where a shared perspective emerged about what might constitute the initial elements of a municipal development program for Armenia. (The data from each interview has been included in the *annex* allowing for further interpretation if desired.)

Because the data collected through this process of inquiry is extensive, only those components ranked first in each of the categories will be commented on in this executive summary. Two additional pieces of data will be included: (1) the percentage of points assigned by those interviewed in relation to the total, which has been calculated by multiplying the number of interviewees (30) by the highest weight assigned within the category; and, (2) the number of respondents who ranked the component first within the category. Both pieces of data reflect the level of agreement among those participating in the interviews.

1. Major Components of a Potential Municipal Development Program

The need for *National Legislation Establishing Local Governments* in Armenia was ranked first by 24 of those interviewed (from among the nine components included in the Q Sort). It also received the highest percentage of possible points of any component in any category in the survey (91.1%), reflecting the importance those interviewed put on this issue. The data is further substantiated in the inquiry about Problems Associated With the Political Process (ninth in the series of Q Sorts). *Legislative Ambiguity* was listed by 18 of 30 as the most important problem in this category and received 83.3% of the possible points within the category. When asked what component of a potential municipal development program should be given first priority among all those discussed in the interview, one third said "local government legislation."

2. Important Precepts of Local Self Government Autonomy

Independent Elections of Local Officials was ranked number one among components to be incorporated into local government legislation. Twelve ranked it number one and it received 77.1% of the points possible. Two components (criteria) were added to this list of factors by the advisory committee. They were: (1) *Clarification of Policy and Administrative Roles* [two firsts and 63.8%]; and, (2) *Property Ownership* [ranked number two; 5 firsts and 71%]. The latter issue concerns distinguishing between central and local authority regarding property ownership.

3. Demonstrations of Support for a Municipal Development Program

In this category of strategies for demonstrating political support for a municipal development program, there was less agreement among those interviewed about what should constitute a lead strategy. *Publishing Budgets and Other Key Documents* was ranked first [11 firsts and 74.2%] followed closely by *Participation in Training by Elected Officials* [10 firsts and 69.2%].

4. Creating an Association to Represent Local Governments Interests

Three alternatives were listed in the Q Sort (*Associations of Municipalities, Mayors or Professional Officers*). Again there was no clear consensus among those interviewed. Establishing an *Association of Municipalities* was ranked first [12 firsts and 72.2%]. Perhaps more important were the comments this component prompted. A number of officials said there was no need to create such an organization; others said it would be divisive; several suggested it is important but not now. As one Mayor said, "it is a question for the future, not the present." On the other hand, one Mayor was enthusiastic in his endorsement of the idea, said "it should be an association of mayors, headed by an experienced mayor and prepared to influence legislation that affects local governments."

5. Capacity Building Strategies

Training was ranked one among five proposed strategies for building the capacity of local governments [17 firsts and 81.3%]. *Elected Leaders* ranked first among those to be trained [18 firsts and 80%]. When queried about approaches to training local officials, *Education* was ranked as the most preferable [19 firsts and 87.3%]. By "education" many interpreted this to mean a more formal approach to learning, leading to some type of credential. *Distance Learning* ranked at the bottom with one of the lowest percentage of possible points [25.3%]. When asked for clarification, many said that correspondence learning had lost its credibility over the years and was no longer seen as a viable alternative. *Out-of-country Training* ranked number four [with only one first and 52%].

6. The Development of Municipal Management Systems

Participants in the interviews cited the development of *Financial Management* [nine firsts and 83.3%] and *Personnel Management* [17 firsts and 80%] systems as their top priorities within this component of municipal development. In the open ended questioning that followed the Q Sort exercise, five interviewees said they would like to see systems for *improving local revenue sources* given top priority in any municipal development program, three listed *budgeting systems*, and two identified *personnel systems*. Seventeen persons who participated in the survey identified *personnel management* as the most important systems development need. It was somewhat surprising, given the low number of persons employed by local governments directly. When asked about this, many said there is a need to improve the quality of public personnel through a comprehensive strategy of personnel management.

7. Problems Based on Program and Service Delivery

The Transfer of Housing Management and Maintenance to Home Owner Associations ranked first among problems to be addressed in a municipal development program [seven firsts and 71.4%]. *Financing Municipal Infrastructure Construction and Maintenance* [12 firsts and 64.3%] was a close second.

Two issues from the Honduran Project received low priority by most of those interviewed. These were: *Community and Citizen Involvement* and *Inter-local Cooperative Approaches* to program and service decision making and delivery. Both issues were included in two of the Q Sorts: the initial exercise identifying the major components of a municipal development program; and, development of

management systems and strategies. *Citizen Involvement* faired slightly better in the priority process [ranking seven of 9 as a focus and four of 6 in the systems development] than *Interlocal Cooperation* [ranking eight of 9 as a focus and last in the systems Q Sort].

F. RECOMMENDED ACTIONS BASED ON SURVEY RESULTS

The following recommendations are based on the results of thirty interviews with key officials representing various levels of government. The Q Sort methodology, which was central to the interview process, produced clear indications of priority issues with respect to the initiation of a municipal development project. These collective statements of interest and need support the supposition that technical assistance and institution building endeavors are appropriate strategies for strengthening Armenian local governments.

Armenia, like many NIS countries in the region, is in the throes of momentous change. New economic systems are emerging. The democratic process has taken root, and the dialogue about how to govern in these turbulent times is currently being debated in Parliament. There are clear indications that a new Constitution will be adopted soon. Among other things it will lay the groundwork for establishing governance principles, institutional templates and administrative strategies at the sub-national level. Local governments are almost certain to gain new roles and responsibilities in the reconfiguration of political, economic and social institutions and norms. It is within this context of change and opportunity that municipal development, as a concept and strategy, can make its contribution.

The recommendations that follow are based on the collective responses of thirty key officials to a set of propositions about municipal development. They are divided into two categories: short term interventions, designed to be more prescriptive in nature; and, longer term, developmental strategies, designed to build sustainable capacity in municipal policy formulation and management.

1. Short Term Interventions

The objectives of the more immediate activities would be to: (1) offer short term responses to clearly identified needs; and, (2) establish the framework for possible future support for a more comprehensive program in municipal development. These recommended activities are the following:

a. Support for Drafting Local Government Legislation: The municipal development component receiving the highest collective score by those interviewed was the need for national legislation establishing local governments. ICMA should consider providing assistance to the Government in its efforts to draft legislation. Areas of focus should include: local government's legislative and executive powers, roles and responsibilities; appropriate institutional structures; and, administrative and financial resources for carrying out these mandates. Since the French Government has provided some technical assistance in this area of concern, the appropriateness of providing additional expertise, based on a different model of local self governance, was raised in the exit interviews with both the City and the Department of Urban Policy representatives. In both cases, those involved in these meetings expressed their support for such assistance. Even if the Republic of Armenia opts for a system of sub-national government patterned after the French system in the new

Constitution, there will be major decisions to make in the drafting of national legislation about the policy making and administrative roles and responsibilities, and organizational options (if any) to be available for adoption by municipal governments. These discussions could benefit from a different perspective.

b. Survey and Documentation of a Local Government's Organizational Structures and Operating Systems: The development of municipal management systems and strategies was ranked third among the major components to be included in a municipal development program. More specifically, they ranked financial and personnel systems as their highest priorities. Developing better fiscal and personnel systems is only part of the dilemma. The success of these systems is dependent on other ancillary systems, and ultimately, a reconfiguration of the way local services are planned, organized, managed and delivered. For example, Armenian local authorities are dependent on public service organizations (not under their direct jurisdiction) to carry out most local services normally associated with local self-governance (e.g., solid waste collection and disposal, water supply, and street maintenance).

Any effort to help improve these local government systems, including both internal support and external line operations, will require a better understanding of how local governments interact with a variety of local service organizations and, in turn, how these organizations are financed, organized, staffed and managed. For example, a city of 28,000 in southeastern Armenia has 60 elected deputies (councilors), an executive committee of 16, 12 departments, and 28 employees. With more than two deputies per employee and an average of 2.3 workers per department, it is apparent that an understanding of how this community is serviced cannot be confined to the local government. (The institutional arrangement for local service delivery, just described, is the norm and not an exception.)

If a municipal development project eventually evolves from this initial inquiry, it will need to be based on a more thorough understanding of how localities are managed and serviced. Given this assumption, it is recommended that a comprehensive survey of a local government organization and the agencies delivering municipal services be undertaken to determine how they are financed and staffed; make policy decisions; mobilize and allocate resources; and, relate to each other and their community constituents.

Such a survey would best be conducted in a medium sized city, representative of a larger number of urban areas and void of externalities that skew its representative nature (e.g., earthquake damage and the responding flow of external assistance). Since the Mayor of Goris, a city of 28,000 in the southeastern panhandle, indicated an interest in having a comprehensive assessment of his municipal organization, programs and relationships with local public service agencies carried out with external assistance, it is recommended that this be the site for such a study. Whatever local government is selected for this activity (if approved by the appropriate authorities) it should be one with receptive officials who are prepared to cooperate and demonstrate a dedication to openness and rigorous inquiry.

One senior municipal management consultant with appropriate organizational assessment skills and experience should be able to conduct the study in a 3-4 week field assignment with an additional three weeks for planning and report writing.

c. Elected Leadership Training: *Training* received the highest cumulative score among the five proposed capacity building strategies and the *training of elected officials* scored highest among the four categories of potential training participants. There may be an opportunity to link into a Soros Foundation grant to IDIOM and the Foundation for Local Development and Public Services, Romania (FLDPS) to conduct a training of trainers workshop (TOT) in Romania for 12 CEE country trainers. The TOT is designed to prepare trainers to use a 13-module set of Local Elected Leadership Training materials produced by UNCHS (Habitat).

If there is interest in participating in this TOT program (scheduled for late summer) approval would be required from the Soros Institute for Local Government and Public Service, Budapest and FLDPS, Bucharest. USAID/ICMA's costs would include travel and DSA for two participants for two weeks, and a commitment and resources to train a minimum of 40 local elected officials in two short residential workshops of 3-5 days.

d. Follow Up Management Training for IMMI Participants: Twenty of the 30 officials interviewed in Armenia listed *housing management* as either the most important or second most important problem they face among a list of seven program management responsibilities. A proposal dealing with this component of municipal development was covered previously under the IMMI follow up recommendation.

2. Longer Term Strategies for Municipal Development

ICMA, under its Global Core Contract, is in a position to undertake a municipal development program, in collaboration with the Government of Armenia and/or Georgia, if several key commitments can be acquired. First, the potential recipients must take the initiative to garner the necessary support from USAID to carry out a program in municipal development. Second, the local USAID Mission must agree that such programs are congruent with their country plans and USAID's overall commitment to democratic initiatives (of which effective local self-governance is an essential component). Finally, the resources for implementing a 2-3 year municipal development program must be made available.

If these two governments in the region are committed to establishing viable and responsible local governments, and supporting them as an integral function of the democratic process, then a strong argument can be made for undertaking programs of technical assistance to develop municipal institutions and their capacity to serve constituents with effective and efficient programs and services.

Assuming the responses of officials interviewed are representative, there is a clear mandate to pursue several major components of a municipal development program. Based on the quantitative and qualitative results of the interview survey, ICMA could be requested to provide technical assistance and support in the following municipal development arenas:

a. Legislation: Drafting and enacting national .egislation to establish appropriate institutions and legal mandates for local self-governance should be the first step in any effort to implement a municipal development program. As mentioned earlier, the French Government has taken some steps to provide assistance in this area including a recent four day seminar under the sponsorship of the Ambassador of France and the State Minister. Participants included an impressive array of French and Armenian officials. The seminar dealt with such topics as decentralization, territorial management, finances, the division of power between local and regional governments and the specific problems of Yerevan as the capital city. This does not negate either the interest in, or the importance of, additional technical assistance in this important task in formulating democratic principles and institutions.

b. Developing Municipal Management Systems and Strategies: From a cursory examination, it appears that local governments are lacking many of the basic systems required to plan, manage, operate and maintain effective and efficient programs and services. While financial management systems and procedures are an obvious need (and ranked number one by those interviewed among the types of systems needed at this time in local government) personnel management (human resource development) ranked a close second. Seventeen of the 30 persons involved in the ranking exercise rated it as the most important management system to develop if a municipal development program is undertaken. There appears to be substantial frustration with the manner in which public service personnel have been recruited and selected. As one Mayor stated, "staffing with competent and dedicated personnel is a major problem for most levels of government, not just municipalities."

c. Organization Design and Development: Rationalizing and streamlining the institutional and organizational arrangements that now characterize local governments in Armenia and Georgia will be a major challenge. The Soviets left behind a Byzantine and archaic system of operational fiefdoms at the local level of governance that defy administrative logic. It is apparent the provision of essential services to ordinary citizens was never a high priority. The suggested case study of how a typical secondary municipality is organized to provide community leadership and deliver programs and services should be useful in documenting the flow of decisions, resources, responsibilities, influence and levels of effectiveness in service delivery.

What is unclear at this time is the level of resistance that can be expected in any effort by municipalities to get their organizational and political act together. One can assume that reducing the excessive number of elected officials at the local level is accepted conventional wisdom. Or, one can assume the 80% of local elected officials, who should be deemed redundant in any rationalization of local governance systems, may not take lightly to being considered redundant in their role as community leaders. When asked about the efficacy of maintaining these large elected councils, most but not all of those interviewed were adamant in the importance of reducing their size. Admittedly, those interviewed are probably not representative of those who would likely lose their leadership role in any restructuring effort.

d. Building Local Capacity in Training and Consultancy: Building a local capacity to provide local governments with training and other technical assistance services should be a high priority in any municipal development program. Given the dearth of modern management systems and trained personnel to operate them (in both Armenia and Georgia), it will be important to devise training and development programs and strategies that can sustain capacity building activities within these countries.

The European Community provided a 1.5 million ECU grant to Armenia in October 1993 to establish a School of Public Administration. The school is independent of the government and operates under the direction of an administrative Board of Governors chaired by the State Minister. The grant runs out in June 1995 but they expect it will be extended for another 18 months at two thirds the level of initial funding. In addition to the focus on general public administration, it is charged with serving trade unions and public enterprises with educational programs.

To date the School has depended heavily on external teachers (trainers) most coming from French institutions. There is a concern that this delivery mode has not concentrated enough on developing a local sustainable capacity to provide education and training, independent of the external experts. The establishment (personnel) plan calls for 40 employees, of which 12 are to be teaching staff. They had, according to the Director, developed a list of courses but it was not available. Any effort to address local capacity building in training and development should be closely coordinated with this fledgling effort.

[There was no opportunity, during this consultancy, to assess similar efforts in Georgia.]

e. Targeted Technical Assistance: Another component of a potential municipal development program should include targeted technical assistance in critical areas of housing and environmental services as requested (e.g., solid waste management, pricing utility and housing services, financing infrastructure construction and maintenance).

Municipal development strategies receiving less support during the interview process could emerge as potential areas for assistance (if a program is undertaken). They are:

- **Establishing an association to represent and service local government needs and concerns**

  [This is a component that was viewed by many with some concern. Several said the idea is premature, could be divisive, and one official said it has no real relevance in the development of municipal performance for Armenia. It may be the idea is largely foreign to the experience of many who were interviewed. Once explained, the resistance to the notion began to subside.]

- **Working with local officials and citizens to forge viable and productive partnerships**

[Working with citizens in decision making and problem solving relationships, and the concept of citizen participation, are not high priorities among local officials at this time. Dan Maljanian, in his institutional and legal assessment of municipal governments, had this comment]

> *Armenia lacks the culture of democracy between its people and leaders that is critical for democratic and rational decision making. The citizens are used to a system where their input and ideas are not valued or respected on a national and local level. As a result, citizens are apathetic toward all levels of government, and lack the know how or interest to demand accountability from their government or its leaders.*

- **Formulating local economic development strategies.**

[The dismantling of the Soviet Union dealt a severe blow to the economic viability of many cities, large and small. This transitional trauma has been heightened in Armenia by a major natural disaster and political conflicts with neighboring Azerbaidjan. Concepts and strategies like the business incubator and others may be useful in promoting economic development.

Armenia and Georgia are in a state of transition, from authoritarian governance to democracy, from planned economies to a free market state. Strong effective local governments have never been more important to their continued development, nor further from its grasp. A well designed and implemented municipal development program could make valuable contributions in both countries to further their efforts to build free and democratic societies.

ANNEXES

1. Map of Armenia
2. Individuals Interviewed
3. Methodology Proposal
4. Information Summary
5. IMMI Field Evaluation
6. Client Report
7. Client Report in Armenian

Annex 1 - Map of Armenia

IBRD 23943R

JANUARY 199

Annex 2 - Individuals Interviewed

Persons Interviewed During Consultancy

ARMENIA

Government of Armenia

- Andrinik Andreasian, Director, Department of Urban Policy and Earthquake Zone Issues
- Gagik Khachatrian, Head of Earthquake Zone Sector, Department of Unban Policy and Earthquake Zone Issues
- Tevoc Petrussian, Deputy Director, Department of District Management
- Vazgen Adonts, Head of District Policy Section, Department of District Management
- Khachatour Bezirjian, Director, School of Public Administration

City of Yerevan

- Yury Bakhshian, First Deputy Mayor
- Aram Mkrtichian, Chairman, Executive Committee
- Movses Movsissian, Vice Chairman, Finance Department
- Gagik Davtian, Vice Mayor, Shahoumian District
- Artashes Arakelian, Director, Scientific Research Institute for City Management Systems
- Gulnara Shahinian, Director, International Relations
- Masiss Sarkissian, Consultant to the Mayor, Deputy to the City Council, Member of the Constitutional Commission

Ararat Region

- Firdousy Zakarian, Chairman, Regional Council
- Gagik Gasparian, Mayor, City of Ararat
- Yury Gevorkian, Economist-Engineer, City of Ararat

Sisian Region

- Kochar Davtian, Chairman, Regional Council
- Razmik Danielian, Head, Internal Affairs Department, Regional Council
- Norayr Hakopian, Mayor, City of Sisian

City of Goris

- Seyran Dolounts, Mayor
- Arshak Tokhounts, Deputy Mayor (Economics)
- Ara Kyarounts, Head, Finance Department

City of Gyumry

- Misha Vardanian, Mayor
- Artash Movsissian, First Deputy Mayor
- Hounan Mazmanian, Deputy Mayor in charge of Construction
- Ara Ghandilian, Consultant to the City, State Minister's Office

City of Vanadzor

- Hovanes Matinian, Mayor
- Ashot Manoukian, First Deputy Mayor
- Arshavir Ghoukassian, Senior Expert of the Government Working Group
  Lory Region

City of Stepanavon

- Aram Babadjanian, Mayor
- Razmik Oloyan, First Deputy Mayor
- Aram Karapetian, Department of Public Education
- Lernik Martirossian, Head, City Maintenance Department

- Razmik Papian, Head, Communal Services Enterprise

City of Sevan

- Roudik Ghougssian, Mayor
- Edik Nersissian, First Deputy Mayor in Charge of Public Works

GEORGIA

City of Tbilisi

- Malkhaz Tchatchava, Vice Mayor
- David Lomaia, Chief Assistant, Bureau of Licensing

City of Kutaisi

- Anano Khvigia, Head, Municipal Press Center
- Roman Bugadze, Head, Tax Inspection Department

National Democratic Institute

- Ted Jonas, Director
- Daniel Kunin, Program Coordinator

Academy for Educational Development

- Phylis Greenfield, Regional Director, Caucasus

Annex 3 - Methodology Proposal

[Note: The following memorandum was used to describe a proposed methodology for gathering date and information frcm key local government officials and others about their thoughts and ideas regarding the formulation of a municipal development program for Armenia. The memorandum should be self-explanatory with perhaps the exception of the phrases and statements presented in ***italics.*** These represent the changes that were made in the consultant's original lists of components and sub-components by a small sub-committee of local and central government officials who served as an advisory committee to the consultant.]

MEMORANDUM

To: Andrinik Andreasian
Steve Anlian
From: Fred Fisher
Re: Proposed Assessment Methodology: Municipal Development Project
Date: 15 March 1995

The following is a suggested assessment methodology for determining; (1) the need for a municipal development program in Armenia, based on intensive interviews with key stakeholders; and, (2) their preferences and priorities regarding key components of such a program.

A. The proposed assessment of the level of support and preferences for a Municipal Development Program in Armenia is based on the fundamental assumption there will be a political commitment to viable local self governance as an integral part of the democratic process in Armenia.

B. The overall assessment process will include: agreement on the issues and process for gathering and analyzing data and information about the need for a program to promote and sustain the processes of local self-government within Armenia; data collection and analysis; and, formulation of a proposed program based on the data analysis and other key inputs.

C. The data collection and analysis methodology would be based on something called the Q sort. It consists of a predetermined set of options at various levels of inquiry to assess individual opinions about (in this case) the need for a local government development program and its potential components. The method involves one on one interviews based on a structured set of forced options (although the process also provides freedom for additional inputs by the interviewee). The options would be agreed upon by a planning committee of key officials interested in the assessment results as basic data for making decisions.

D. Interview Sample: Those individuals to be interviewed in the assessment would include:

(1) Key central government officials concerned with, and responsible for, the development of laws, processes and procedures that would promote and institutionalize a system of local self governance within Armenia;

(2) elected and appointed officials from a mix of local and regional governments taking into consideration size, location and other key variables that may be important to the assessment results; and,

(3) other key stakeholders who will ultimately influence the pace and level of local self-government development within the country.

31

E. The Q sort would involve inquiry into the need for the following components of a municipal development program: (1) a legal mandate (national legislation for local autonomy); (2) political support for the program; (3) national organization representing municipal interests; (4) capacity building mechanisms, including training, research, technical assistance and information management; (5) the role of appointed professional administrators; (6) management systems and strategies (e.g. models of financial, administrative, and service delivery systems); (7) community and citizen involvement; and, (8) intergovernmental cooperation strategies for optimizing performance and service.

For each of these components the interviewee would be asked to "sort" them into two categories ***important*** and ***not important***, and to then prioritize the ***important*** components. To facilitate this decision process, each suggested component of the program would be written on an index card. Within many of these components would be a second set of inquiries (also using the Q sort methodology) that would probe more specific aspects of the component. For example, if the interviewee indicates that a *national organization representing municipal interests* is *important* as part of a municipal development program then he or she would be asked to prioritize a suggested list of alternative approaches (or to suggest a different model). The alternatives might include: an Association of Municipalities; a Mayors Association; an Association of Municipal Managers; or variations of these options.

The interviews would be conducted in Armenian by the consultant's assistant with the consultant prepared to offer explanations and examples to clarify the meaning of individual factors being assessed by the interviewee. The advantages of this approach to data gathering are: (1) it provides structure and uniformity to the inquiry process without being restrictive; (2) involves a satisfactory level of interaction between the interviewer and interviewee; (3) engages the interviewee in a process of defining choices that can be factored into the final development of a program proposal, and, (4) enhances the potential for "ownership" and commitment to the results, on the part of those interviewed.

The first set of cards would represent the major components of a municipal development program. Individual index cards would be prepared for the following components:

- National Legislation for Local Autonomy
- ***[Political]*** Support for the Program
- ***[National]*** Organization Representing Municipal Governments and Their Interests
- Capacity Building (e.g. training, technical assistance)
- ***[Appointed Chief Administrative Officers]*** Chairman of the Executive Committee
- Management Systems and Strategies (e.g. financial, personnel)
- Community and Citizen Involvement
- Intergovernmental Cooperation Approaches
- Decision Making Process ***[added by advisory committee]***

Most of these components either have sub-components, or alternatives, that would be useful to explore with interviewees to provide further guidance to those who will ultimately draft the municipal development proposal. These would be administered in the same format as the major components for purposes of gaining individual preferences and ideas.

Here are suggestions for further breakdowns:

- National Legislation for Local Autonomy (criteria)

  (a) independent local elections
  (b) ***[political]*** decentralization
  © local revenue collection authority
  (d) municipal controlled and administered budget process
  (e) locally planned and administered public services
  (f) independent personnel system [eliminated by advisory committee]
  (g) differentiate between policy making and administration roles
  [added by committee]
  (h) distinguish between central and local government authority regarding property ownership ***[added]***

- ***[Political]*** Support for Program (criteria)

  (a) participation in elected leadership training
  (b) hold open meetings
  © publish budgets and other important documents
  (d) working with mass media ***[added]***

- National Organization for Representing Municipal Governments (priority of preference)

  (a) association of municipalities
  (b) ***[national]*** association of mayors
  © membership organizations for professional municipal officers

- Capacity Building (priority of importance)

  (a) training
  (b) practical research
  © technical assistance
  (d) information dissemination
  (e) organization and systems development

- Training Participants (priority of importance)

  (a) elected officials
  (b) senior managers
  © middle managers and supervisors
  (d) technical personnel

- Training Approaches (in terms of effectiveness)

  (a) formal education
  (b) short in-country workshops, seminars and conferences
  © external programs
  (d) workplace training
  (e) distance learning

- Development of Management Systems and Strategies (priorities)

  (a) financial management
  (b) personnel management (human resource development)
  © public works management
  (d) social services management
  (e) ***[community development and]*** work with citizens
  (f) approaches to interlocal cooperation

- Problems local governments are confronted with that could benefit from technical assistance. ***[these were identified by the advisory committee at the request of the consultant]***

  (a) lack of clearly defined legislation on local government
  (b) financial constraints
  © need for new local government organizational structures
  (d) need for new sources of funding for specific services
  (e) working with citizens in decision making

- Difficulty in managing the following housing and environmental services

  (a) solid waste management
  (b) pricing utility and housing services
  © water supply management
  (d) waste water management
  (e) transfer of housing management and maintenance to home owners association
  (f) municipal heating systems management
  (g) financing municipal infrastructure construction and maintenance

40

Annex 4 - Information Summary

Summary of Information

Collected in Interviews with

Key Armenian Officials

17-24 March 1995

Regarding

Their Opinions and Preferences for Various Components

of a Proposed

Municipal Development Program for Armenia

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[Note: Thirty officials were interviewed and, in all cases, the number used in calculating means and other data is thirty. The principle methodology used in the interview process was the Q Sort (an arrangement of variables in descending order of importance). Each interviewee was initially requested to respond to a set of components, representing a "global" concept of what a municipal development program could encompass. This initial Q sort was followed by nine other sub- categories of components based on the initial characteristics. The total number of points any one idea could possibly be assigned is listed in the top left hand cell of each table. This number has been determined by multiplying the total number of persons responding to the category by the number of items in the category. (e.g. 30 responses x 9 items = 270 total possible points) This sum is the base line in each table for determining percentages and rankings.]

This table lists potential components of a municipal development program. They have been taken in part from the successful program ICMA facilitated in Honduras. A team of Armenia local officials reviewed the list prior to the start of the interviews, made certain changes in the way they were defined and added the last component, *decision making*.

The full text of each component was listed on the index cards used in the Q-Sort interviews but abbreviated in the tables for obvious reasons. More information about the rationale behind the use of the Q-Sort and the meanings of each of the overall components and the sub-components (listed in subsequent tables) can be found in the document *Suggested Approach to Assessing Need and Preferences for a Municipal Development Program in Armenia* (found in the Annex of the report following this detailed description of the results of the Q-Sort).

Additional Q-Sorts were developed for those components where it was deemed important to provide the interviewees with an opportunity to make choices among various options or, in some cases, prioritize various sub-components that might be considered as important to the implementation of the component. These sub-components, and the interview results, are presented following the results of the table listing the major components to be considered as part of a municipal development program for Armenia.

COMPONENTS [total points in this sub-table – 270]	[total points allocated by interviewees]	[mean average of indiv'dual scores]	[% of total possible points]	[# of components allocated 1st priority]	[rank order based on point %]	
1.Local government enabling legislation	246	8.20	91.1	24	1	
2.Demonstrations of support for the program	73	2.43	27.0	-	9	
3.Organization representing local governments	123	4.10	45.6	-	6	
4.Capacity building	167	5.56	61.8	-	4	
5.Chief executive	210	7.0	77.8	5	2	
6.Management systems	195	6.50	72.2	1	3	
7.Citizen involvement	113	3.76	41.9	-	7	
8.Interlocal cooperation.	74	2.47	27.4	-	8	
9. Decision making	140	4.67	51.9	1	5	

LEGISLATION [total points=210]					
1. Elections	162	5.40	77.1	12	1
2. Decentralization	146	4.87	69.5	9	3
3. Revenue sources	93	3.10	44.3	-	6
4. Budget authority	98	3.27	46.7	2	5
5. Public services	57	1.90	27.1	-	7
6. Policy/Admin	134	4.47	63.8	2	4
7. Property	149	4.97	71.0	5	2
SUPPORT DEM-ONSTRATION [total points=120]					
1. Training	83	2.77	69.2	10	2
2. Open meetings	68	2.27	56.7	4	3
3. Publish budget	89	2.97	74.2	11	1
4.Mass media	60	2.0	50.0	5	4
ORGANIZATION [total points=90]					
1. Municipalities	65	2.17	72.2	12	1
2. Mayors	56	1.87	62.2	7	2
3. Profess'l officers	53	1.77	53.9	11	3
CAPACITY BUILDING STRATEGIES [total points=150]					
1. Training	122	4.06	61.3	17	1
2. Practical research	106	3.53	70.7	4	2
3. Tech'l assistance	63	2.10	42.0	1	5
4. Information mgmt	68	2.27	45.3	2	4
5. Org/systems development	92	3.07	61.3	6	3

TRAINING PARTICIPANTS [total points=120]						
1. Elected	96	3.20	80.0	18	1	
2. Senior managers	77	2.57	64.2	8	3	
3. Middle managers/ supervisors	86	2.87	71.7	5	2	
4. Technical officers	42	1.40	35.0	1	4	
TRAINING APPROACHES [total points=150]						
1. Education	131	4.37	87.3	19	1	
2. Workshops	101	3.37	67.3	5	3	
3. External programs	78	2.60	52.0	1	4	
4. Workplace	105	3.50	70.0	6	2	
5. Distance learning	38	1.27	25.3	-	5	
NEED FOR SYSTEMS DEVELOPMENT [total points=180]						
1. Financial management	150	5.0	83.3	9	1	
2. Personnel management	144	4.80	80.0	17	2	
3. Public works	82	2.73	45.6	1	5	
4. Social services	92	3.07	51.1	3	3	
5. Work with citizens	87	2.90	48.3	3	4	
6. Interlocal mechanisms for cooperation	75	2.50	41.7	-	6	

POLITICAL PROBLEMS [total points=150]						
1. Legislative ambiguity	125	4.17	83.3	18	1	
2. Financial constraints	101	3.37	67.3	9	2	
3. Need for new organizational structures	100	3.33	66.7	1	3	
4. New funding sources needed	70	2.33	46.7	-	4	
5. Working with citizens	54	1.80	36.0	2	5	
SERVICE/ MANAGEMENT PROBLEMS [total points= 210]						
1. Solid waste	113	3.77	53.8	3	5	
2. Pricing utilities	131	4.37	62.4	4	3	
3.Water	126	4.20	60.0	6	4	
4. Waste water	110	3.67	52.4	2	6	
5. Housing management	150	5.00	71.4	7	1	
6. Heating	93	3.10	44.3	1	7	
7. Financing infrastructure	135	4.50	64.3	12	2	

[Note: Some participants listed more than one item as the first priority. This accounts for the difference between the number of participants responding to the queries and their first choices.

Annex 5 - IMMI Field Evaluation

Review of the
International Municipal Management Institute [IMMI]
Workshop, 22 September-7 October 1994
Washington-Arizona, USA

The following questionnaire is designed to: (1) help you recall the content of the management workshop you participated in during your visit to the United States last year; (2) determine what was most useful to you when you returned to your job responsibilities; and (3) assist in the development of follow-up learning opportunities. The first set of questions are in response to the content materials covered in the IMMI workshop. You are asked to indicate how useful each of the subject areas were (in the first column) and whether you took specific action to implement any of the information or ideas you heard in these specific areas (the second column).

(1) To what extent were the following subjects useful to you when you returned to your job responsibilities? Use the following scale to indicate the level of ***usefulness***.

a) Not at all
b) Only to a slight extent
c) To a medium extent
d) To a great extent

(2) Did you take specific ***action(s)*** in your organization or role to implement changes based on what you learned in this subject area?

Y = Yes
N = No

Note: **Usefulness** ***scores are based on the mean average of 9 responses with a maximum of 4.0***
Action ***scores indicate # of "yes" responses***

Subject	Usefulness	Action
1] Municipal organization and administration	3.2	5 (yes)
2] Executive versus legislative responsibilities	3.2	4
3] Financing municipal services	3.1	4
4] Program budgeting	3.0	4
5] Municipal services and service delivery	2.9	4
6] Strategic and operational planning	3.1	6
7] Urban planning and economic development	2.7	6

8] Public accountability and citizen involvement 2.7 4

[Note: nine IMMI participants completed this form and the above figure in the usefulness column is the mean average of the nine responses with **not at all useful=1** *and* **to a great extent=4.***]*

In those areas where you took specific action(s), please indicate the subject areas and what actions were taken in each, if any, in the following space.

- In drafting documents for the constitution commission (to influence their decisions about local government legislation)
- Exploring different ways to provide public services
- While the city council doesn't pass legislation, the staff has been submitting briefs to them for consideration
- Have asked central government for authority to police illegal wiring which is causing numerable fires (but no response from central government)
- Urban Policy Department has written new contract bid documents
- In compiling annual budget, listed priorities
- making budget process simpler for public understanding
- multi-year fiscal consequences being considered in the preparation of the budget
- Established new rental rates based on affordability
- providing more heat in certain areas to improve quality of service to more citizens and reduce cutting of trees for fuel
- established a coordinating committee in one of the districts to promote the application of self management projects and provisions for relationships between the local authority and citizens
- discussion of multi-year development programs in relation to current socio-economic programs for current year.
- initiated an excise tax on petrol
- reorganized finance department and increased revenues
- merged two refuse departments under one manager
- established tax collection system
- provided fixed locations for street vendors and imposed fee to cover costs

Annex 6 - Client Report

MEMORANDUM

to: Andranik Andreasian, Director
Department of Urban Policy
Republic of Armenia

from: Fred Fisher: ICMA

subject: Municipal Development

date: April 11, 1995

I appreciate the opportunity to visit your country and to work with so many dedicated and competent public officials. In my short stay I have conducted in-depth interviews with thirty local and regional officials, from Yerevan, the heart of Armenia, to Goris and Stepanavan. It has been a rewarding professional experience and a memorable sojourn. If hospitality was gold, you would be the richest country in the world.

I have worked hard to understand your country's current approach to local self governance, and its aspirations to improve the performance of local public institutions. With the help and patience of those I have interviewed, I have come to appreciate the historical context of the challenge and to comprehend, in a small way, the complexities of transforming community institutions within the context of momentous social and economic changes. It is within this context and the guidance of so many of your colleagues that I offer the following recommendations for your consideration. They are presented in two distinct time frames and levels of commitment, based on your country's interest in pursuing a program in municipal development and USAID's ability to respond.

Short Term Opportunities

The current USAID/ICMA project can provide short term and modest assistance in municipal management and policy formulation. Based on the results of my extensive interviews with 30 key officials at all levels of government, the following activities are recommended for consideration under the Shelter Sector Reform Project:

- A short term consultancy by a specialist with experience in drafting local government enabling legislation.

  [24 of the 30 officials interviewed during my mission listed ***national legislation to establish local self government*** as the most important need in terms of municipal development]

- A short term consultancy by a municipal management specialist to conduct an in-depth assessment of a representative local government organization, its policy and operating

systems, and its interactions with other local public agencies responsible for the delivery of local services (e.g. refuse collection and removal, street maintenance, water service). The assessment would provide valuable information and insight into the way local governments and other operating agencies work at the local level and develop a methodology for similar diagnostic assessments in other municipalities.

The assessment is consistent with the results of the interview data where those interviewed ranked the development of management systems as the third highest priority.

[The Mayor of Goris has requested such an assessment and has indicated his willingness to collaborate. Goris is representative of a large number of secondary cities and would provide a valuable laboratory for documenting the way local programs and services are planned, managed and delivered.]

- Follow up management training for IMMI participants from Yerevan and Ghumry Municipalities

  [This proposed workshop would also include teams from Tbilisi and Kutiaisi, Georgia and focus on the management and maintenance of privatized housing with attention to contemporary management concepts and practices. The need for such training was confirmed when twenty of the thirty officials interviewed identified housing management and maintenance as either the first or second most critical problem confronting local governments at this time.]

- Participation in a Soros Foundation sponsored workshop in Romania to prepare two local candidates to conduct local elected leadership training. In the interview survey, **training** was listed as the highest priority among capacity building strategies to be incorporated into a municipal development program, and **elected officials** were identified as the top priority for training.

  [The implementation of this proposal will require the approval of the sponsoring and implementing organizations; the selection of qualified candidates with English language competency; and a commitment by the Government to support short, in-country workshops for local elected officials. The sponsoring agencies fully expect those who are trained as trainers to conduct an on-going series of short workshops in-country for local elected officials.]

Each of these proposed short term activities are dependent upon your commitment and approval, the approval of USAID/ICMA, and the availability of necessary resources.

Long Term Municipal Development

ICMA, under its Global Core Contract, is in a position to undertake a municipal development program, in collaboration with the Government of Armenia, if several key commitments can be acquired. First, the Government of Armenia must take the initiative to garner the necessary support from USAID to carry out a program in municipal development. Second, the local USAID Mission must agree that such a program is congruent with their country plan and USAID's overall commitment to democratic initiatives (of which effective local self-governance is an essential component). Finally, the resources for implementing a 2-3 year municipal development program must be made available.

With these caveats clearly defined, let me address the need for such a program. If the Government of Armenia is committed to establishing viable and responsible local governments, and supporting them as an integral function of the democratic process, then a strong argument can be made for undertaking a program of technical assistance to develop municipal institutions and their capacity to serve constituents with effective and efficient programs and services.

If the responses of those officials I interviewed are representative, there is a clear mandate to pursue several major components of a municipal development program. Based on the quantitative and qualitative results of the interview survey, ICMA would be requested to provide technical assistance and support in the following municipal development arenas:

- drafting and enacting national legislation to establish appropriate institutions and legal mandates for local self-governance;
- developing a variety of municipal management systems and strategies to strengthen the capacity of local governments to govern effectively and efficiently (beginning with financial and personnel management systems);
- rationalizing and streamlining the institutional and organizational arrangements designed to serve local community needs;
- building a local capacity to provide local governments with training and other technical assistance services; and,
- providing targeted technical assistance in critical areas of housing and environmental services as requested (e.g. solid waste management, pricing utility and housing services, financing infrastructure construction and maintenance).

Municipal development strategies that received less support from those interviewed, but could

emerge as potential areas for assistance (if a program is undertaken), are: (1) establishing an association to represent and service local government needs and concerns; (2) working with local officials and citizens to forge viable and productive partnerships; and, (3) formulating local economic development strategies.

Annex 7 - Client Report in Armenian

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Ում. Անդրանիկ Անդրեասյանին, Քաղաքաշինության քաղաքականության բաժնի պետ, Հայաստանի կառավարություն
Կրկնօրինակը. Գագիկ Խաչատրյանին
Ումից. Ֆրեդ Ֆիշերից, ICMA
Առարկան. Քաղաքային կառավարման զարգացում
Ամսաթիվ. 4/4/95

Ես ուրախ եմ, որ ինձ հնարավորություն ընձեռնվեց այցելել Ձեր երկիրը և աշխատել այսքան նվիրված և բանիմաց պաշտոնական անձանց հետ: Իմ այս կարճատև ուղևորության ընթացքում ես անցկացրել եմ մանրամասն հարցազրույցներ 30 քաղաքային և շրջանային իշխանության ներկայացուցիչների հետ, սկսած Երևանից՝ Հայաստանի սրտից, մինչև Գորիս և Ստեփանավան: Իմ ուղևորությունը շատ գնահատելի մասնագիտական փորձ էր և հիշարժան ճանապարհորդություն: Եթե հյուրասիրությունը ոսկի լիներ, դուք կլինեիք աշխարհի ամենահարուստ երկիրը::

Ես աշխատեցի հասկանալ Ձեր երկրի մոտեցումը տեղական ինքնակառավարման հարցերին և տեղական իշխանությունների աշխատանքը լավացնելու մեթոդներին: Հարցազրույցին մասնակցած անձանց օգնությամբ, և շնորհիվ նրանց համբերատարության, ես սկսեցի գնահատել դժվարությունների հաղթահարման և ըմբռնման կարողությունը, որոնք առաջացել են պատմականորեն, և որոնք ուղղված են սոցիալական և տնտեսական բարեփոխումների իրականացմանը: Հիմնվելով այս պատմական կոնտեքստի և Ձեր կոլեգաների կողմից ցուցաբերած օգնության վրա, ես Ձեր քննարկմանն եմ ներկայացնում հետևյալ առաջարկությունները: Նրանք ներկայացված են երկու ժամանակային փուլերով, և անհրաժեշտ ջանքերի ներդրման երկու մակարդակով, հաշվի առնելով Ձեր երկրում քաղաքային կառավարման զարգացման նպատակները և USAID-ի կողմից սպասվող պատասխան քայլերը:

Կարճաժամկետ հնարավորություններ

USAID/ICMA-ի ներկայիս ծրագիրը կարող է ապահովել միայն կարճատև և համեստ օգնություն քաղաքային կառավարման և քաղաքականության ձևավորման բնագավառում: Հիմնվելով կառավարման տարբեր մակարդակներ ներկայացնող 30 պաշտոնական անձանց հետ իմ հարցազրույցների վրա, ես առաջարկում եմ բնակարանային ռեֆորմի սահմաններում իրականացնել հետևյալ գործունեությունը.

- Կարճաժամկետ խորհրդատվություն մասնագետի կողմից, որը մեծ փորձ ունի տեղական իշխանությունների օրենսդրության մշակման հարցերում:

  [Հարցազրույցին մասնակցած 30 պաշտոնյաներից 24-ը նշեցին, որ ***ազգային օրենսդրության մշակումը՝ տեղական ինքնակառավարում հաստատելու մասին*** հանդիսանում է քաղաքային կառավարման կարևորագույն խնդիրը]:

- Կարճաժամկետ խորհրդատվություն քաղաքային կառավարման մասնագետի կողմից՝ տեղական կառավարման մարմնի, նրա քաղաքականության և գործունեության համակարգի, տարբեր ծառայությունների (օր. աղբահանում, ճանապարհների շահագործում, ջրամատակարարում) համար պատասխանատու այլ կառավարման մարմինների հետ նրա փոխհարաբերությունների գնահատում անցկացնելու համար: Գնահատումը արժեքավոր ինֆորմացիա կտա այն մասին, թե տեղական իշխանությունները և գործող ծառայությունները ինչպես են աշխատում տեղերում և

կօգնի մշակել մեթոդոլոգիա այլ քաղաքային իշխանությունների համար նման դիագնոստիկ գնահատում անցկացնելու համար:

Այս գնահատումը անհրաժեշտությունը բխում է հարցազրույցների արդյունքներից. այդ հարցազրույցների ընթացքում, մասնակիցները գնահատել են քաղաքային կառավարման համակարգերի մշակումը որպես երրորդ կարևորագույն խնդիր:

[Գորիսի քաղաքապետը խնդրել է անցկացնել վերը նշված գնահատումը և համագործակցության պատրաստակամություն է հայտնել: Գորիսը Հայաստանում գոյություն ունեցող բազմաթիվ փոքր քաղաքների ներկայացուցիչ է և կարող է հանդիսանալ յուրօրինակ լաբորատորիա՝ ծրագրերի և ծառայությունների պլանավորման, կառավարման և անցկացման մասին փաստաթղթերի մշակման համար]:

- Քաղաքային կառավարման դասընթացի կազմակերպում Երևանի և Գյումրիի քաղաքային պաշտոնյաների համար, որոնք մասնակցել են IMMI-ի ուսուցմանը:

[Առաջարկվող դասընթացին կմասնակցեն նաև Թբիլիսիի և Քութաիսիի ներկայացուցիչները: Դասընթացի հիմնական թեման կլինի սեփականաշնորհված բնակարանային ֆոնդի կառավարումը և շահագործումը՝ հատկապես ուշադրություն դարձնելով ժամանակակից կառավարման կոնցեպցիաների և պրակտիկ մեթոդների վրա: Այսպիսի դասընթացի անհրաժեշտության օգտին է խոսում այն փաստը, որ հարցազրույցին մասնակցած 30 պաշտոնյաներից 20-ը բնակարանային ֆոնդի կառավարումը և շահագործումը գնահատել են որպես առաջին կամ երկրորդ կարևորագույն պրոբլեմ, որի հետ առնչվում են տեղական իշխանությունները ներկա ժամանակներում]:

- Մասնակցություն Սորոսի ֆոնդի հովանավորությամբ Ռումինիայում կազմակերպվող դասընթացին, որտեղ կպատրաստվեն երկու մասնագետներ, որոնք հետագայում կանցկացնեն ընտրովի տեղական կառավարման ներկայացուցիչների ուսուցումը: Հարցազրույցների ընթացքում *ուսուցումը* նշվել է որպես առաջին կարևորագույն խնդիր, որը կբարձրացնի աշխատանքի արդյունավետությունը, ինչպես նաև նշվել է, որ *ընտրովի* պաշտոնյաները առաջին հերթին պետք է անցնեն ուսուցում:

[Այս առաջարկության իրականացման համար պահանջվում է աջակցություն ծրագրերի ֆինանսավորման և իրականացման կազմակերպությունների կողմից, անգլերեն լեզվին լավ տիրապետող թեկնածուների ընտրություն, ինչպես նաև կառավարության աջակցությունը՝ Հայաստանում ընտրովի պաշտոնյաների ուսուցման շարք անցկացնելու հարցում: Ֆինանսավորող կազմակերպությունների պահանջով, հատուկ պատրաստություն ստացած անձինք պետք է դասընթացների շարք անցկացնեն տեղական իշխանությունների ընտրովի ներկայացուցիչների համար]:

Առաջարկված կարճաժամկետ գործունեության քայլերից յուրաքանչյուրի իրականացումը կախված է Ձեր աջակցությունից և համաձայնությունից, USAID/ICMA-ի աջակցությունից և անհրաժեշտ ռեսուրսների առկայությունից:

Քաղաքային կառավարման զարգացման երկարաժամկետ ծրագիր

ICMA-ը, իր գլոբալ, ընդհանուր պայմանագրի շրջանակներում, Հայաստանի կառավարության հետ համատեղ, պատրաստ է սկսել քաղաքային կառավարման զարգացման ծրագիր, եթե համաձայնություն ձեռք բերվի մի քանի կարևորագույն

հարցերի շուրջ: Առաջինը, USAID-ի կողմից քաղաքային կառավարման զարգացման ծրագրին անհրաժեշտ աջակցություն ապահովելու նախաձեռնությունը պետք է պատկանի Հայաստանի կառավարությանը: Երկրորդը, USAID-ի տեղական միսսիայի գրասենյակը պետք է համաձայնվի, որ այդպիսի ծրագիրը չի հակասում USAID-ի կողմից Հայաստանում իրականացվող ծրագրերին և նրա մյուս դեմոկրատական նախաձեռնություններին (որոնցում տեղական ինքնակառավարման հարցը հանդիսանում է կարևորագույն բաղկացուցիչ մասը): Վերջապես, անհրաժեշտ են ռեսուրսներ 2-3 տարվա տևողությամբ քաղաքային կառավարման զարգացման ծրագիր իրականացնելու համար:

Այս նախազգուշացումները կատարելուց հետո, թույլ տվեք ինձ հիմնավորել այս ծրագրի անհրաժեշտությունը: Եթե Հայաստանի կառավարությունը ցանկանում է ստեղծել կենսունակ և գործող տեղական իշխանության մարմիններ և աջակցել նրանց, որպես դեմոկրատիայի զարգացման գործոններից մեկին, ապա ակնհայտ է քաղաքային կառավարման մարմինների և իրենց ընտրողներին արդյունավետորեն հասանելու նրանց հնարավորությունների զարգացման ծրագրի անհրաժեշտությունը:

Եթե այն պաշտոնյաների կարծիքը, որոնց հետ ես հարցազրույց եմ անցկացրել, ներկայացնում են համընդհանուր կարծիքը, ապա միանգամայն հաստատ կարելի է պնդել քաղաքային կառավարման զարգացման ծրագրի մի քանի կարևորագույն բաղկացուցիչ մասերի իրականացման վրա: Հիմնվելով հարցազրույցների որակական և քանակական արդյունքների վրա, կարելի է դիմել ICMA-ին՝ քաղաքային կառավարման հետևյալ հարցերում տեխնիկական օգնություն և աջակցություն ստանալու համար.

- Ազգային օրենսդրության մշակում և ներդրում՝ համապատասխան մարմինների հիմնադրման և նրանց տեղական ինքնակառավարման իրավունքներով օժտելու համար:
- Քաղաքային կառավարման տարբեր տեսակի համակարգերի և քաղաքականության մշակում, ուժեղացնելու համար տեղական իշխանության մարմինները՝ որպեսզի նրանք ավելի արդյունավետ իրականացնեն կառավարումը (սկսած ֆինանսական կառավարումից, վերջացրած կադրերի ղեկավարումով):
- Տեղական բնակչության կարիքների բավարարմանն ուղղված կազմակերպչական և ընթացակարգային համաձայնությունների ստեղծում և ռացիոնալիզացիա:
- Տեղական իշխանության մարմինների համար աշխատակազմի ստեղծում տեղերում, որը կապահովի դասընթացներ և այլ տեխնիկական օգնություն:
- Բնակարանային և շրջակա միջավայրի կառավարման կարևորագույն բնագավառներում տեխնիկական օգնության ապահովում (օրինակ, ոչ հեղուկ աղբի մշակման, կոմունալ և այլ բնակարանային ծառայությունների գների սահմանման, ինֆրաստրուկտուրայի ստեղծման և շահագործման ֆինանսավորման բնագավառներում):

Հարցազրույցների ընթացքում, քաղաքային կառավարման քաղաքանության հետևյալ բնագավառները ստացել են ավելի պակաս կարևորություն, սակայն հանդիսանում են օգնություն ցուցաբերելու պոտենցյալ բնագավառներ (եթե ծրագիրը իրականացվի).

1. Տեղական կառավարման մարմինների կարիքներին ծառայող և նրա շահերը ներկայացնող ասոցիացիայի ստեղծում;
2. Տեղական պաշտոնյաների և քաղաքացիների հետ աշխատանք՝ կենսունակ և արդյունավետ սերտ համագործակցություն ստեղծելու նպատակով;
3. Ընտեսական զարգացման ստրատեգիայի մշակում տեղական մարմինների համար:

Բաղկացուցիչ մասեր (ենթախմբի ընդհանուր միավորները– 270)	(հարցազրույցի մասնակիցների միջև բաշխված ընդհանուր միավորները)	(անհատական միավորների միջին արժեքները)	(ընդհանուր հնարավոր միավորների տոկոսը)	(1-ին կարևորության էլեմենտների քանակը)	(տոկոսների հիման վրա կառուցված դասակարգում)
. Օրենսդրություն	246	8.20	91.1	24	1
. Աջակցություն	73	2.43	27.0	-	9
. Կազմակերպություն	123	4.10	45.6	-	6
. Իրազեկ, ունակ կազմի ատրաստում	167	5.56	61.8	-	4
. Գործադիր մարմնի եկավար	210	7.0	77.8	5	2
Կառավարման ամակարգեր	195	6.50	72.2	1	3
Քաղաքացիների երգրավում	113	3.76	41.9	-	7
Տեղական մարմինների միջև ամագործակցություն	74	2.47	27.4	-	8
Որոշումներ կայացնելու լրոցես	140	4.67	51.9	1	5
Օրենսդրություն (ընդհանուր միավորները–210)					
. Ընտրություններ	162	5.40	77.1	12	1
. Ապակենտրոնացում	146	4.87	69.5	9	3
. Եկամուտի աղբյուրներ	93	3.10	44.3	-	6
. Բյուջետավորման իազորություն	98	3.27	46.7	2	5
. Մատուցվող ծառայություններ	57	1.90	27.1	-	7
. Գործադիր և ներկայացուցչական մարմիններ	134	4.47	63.8	2	4
7. Ունեցվածքի, իրավասությունների ճստակեցում և տարանջատում	149	4.97	71.0	5	2
Աջակցություն ծրագրին (ընդհանուր միավորները–120)					
1. Ուսուցում	83	2.77	69.2	10	2
2. Բաց հանդուպումներ	68	2.27	56.7	4	3
3. Բյուջեի հրապարակում	89	2.97	74.2	11	1
4. Լրատվական միջոցներ	60	2.0	50.0	5	4
Կազմակերպություն (ընդհանուր միավորները–90)					
1. Քաղաքապետարաններ	65	2.17	72.2	12	1
2. Քաղաքապետեր	56	1.87	62.2	7	2
3. Պրոֆեսիոնալ կազմ	53	1.77	58.9	11	3
Իրազեկ, ունակ կազմ (ընդհանուր միավորները–150)					
1. Ուսուցում	122	4.06	81.3	17	1
2. Պրակտիկ հետազոտում	106	3.53	70.7	4	2
3. Տեխնիկական օգնություն	63	2.10	42.0	1	5
4. Ինֆորմացիայի կառավարում	68	2.27	45.3	2	4
5. Կազմակերպչական /համակարգային զարգացում	92	3.07	61.3	6	3
Ուսուցման մասնակիցներ (ընդհանուր միավորները–120)					
1. Ընտրվածներ	96	3.20	80.0	18	1
2. Ավագ կառավարիչներ	77	2.57	64.2	8	3
3. Կառավարիչներ /ղեկավարներ	86	2.87	71.7	5	2
4. Տեխնիկական կազմ	42	1.40	35.0	1	4

ուցման ուղիներ հանուր միավորները–150)					
աշտոնական ուսուցում	131	4.37	87.3	19	1
ոֆեսիոնալ ապմունքներ	101	3.37	67.3	5	3
ուտասահմանյան ծրագրեր	78	2.60	52.0	1	4
շխատատեղ	105	3.50	70.0	6	2
եռակա	38	1.27	25.3	-	5
մակարգերի զարգացում հանուր միավորները–180)					
ինանսների կառավարում	150	5.0	83.3	9	1
ձնակազմի կառավարում	144	4.80	80.0	17	2
ատուցվող այություններ	82	2.73	45.6	1	5
ոցիալական այություններ	92	3.07	51.1	3	3
շխատանք աքացիների հետ	87	2.90	48.3	3	4
եղական մարմինների միջև մագործակցություն	75	2.50	41.7	-	6
նախնդիրներ (ընդհանուր ավորները– 150)					
ստակ իրավական դաշտ	125	4.17	83.3	18	1
ինանսներ	101	3.37	67.3	9	2
ազմակերպական - ուցվածքային փոխություններ	100	3.33	66.7	1	3
ծառայությունների անասային աղբյուրներ	70	2.33	46.7	-	4
Քաղաքացիներկ հետ կապի ապահովում	54	1.80	36.0	2	5
ասարկման/կառավարման նախնդիրներ (ընդհանուր ավորները– 210)					
Աղբահանություն	113	3.77	53.8	3	5
Կոմունալ ծառայությունների ազոյացում	131	4.37	62.4	4	3
Ջրամատակարարում	126	4.20	60.0	6	4
Կոյուղի	110	3.67	52.4	2	6
Բնակֆոնդի կառավարում	150	5.00	71.4	7	1
Ջեռուցում	93	3.10	44.3	1	7
Ինֆրաստրուկտուրա	135	4.50	64.3	12	2

Դիտողություն. մասնակիցների մի մասը նշել են մեկից ավելի առաջին կարևորության հարց, որի հետևանքով ստացվել տարբերություն մասնակիցների քանակի և առաջին կարևորության հարցերի ընդհանուր քանակի միջև: