REPUBLIC OF RWANDA



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Strategy for Developing Capacity for Effective Decentralized Governance and Local Level Service Delivery in Rwanda

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1: Introduction:

Capacity building is not an innocent activity. It is purposeful and needs to be understood, planed and implemented within a specific context to respond to specific needs and aim at specific key results and out comes. In this context, developing and strengthening capacity for effective decentralized governance and local level service delivery is conceived within the mandates and imperatives of implementing the recently adopted Decentralized **Governance Reform Policy**

The Government of Rwanda is aware that while it has strong political will to decentralize the politics of the country as well as the management and administration of public affairs, there are limitations in terms of institutions, materials, human resources, systems, and indeed financial resources to implement the policy. There is therefore strong need to develop and strengthen, on a sustainable basis, the capacities of all actors and players involved to enable them sustain decentralized governance and effective local level service delivery in the country. This document presents the strategy (designed by the Ministry responsible for local governments in close consultation with and participation of the key players and stakeholders at national, provincial, local government, and community levels) for developing and strengthening capacities for effective decentralized governance and effective delivery of services at local level in the country. The strategy will be monitored and reviewed as the picture of available and lacking or inadequate capacities continue to change following the implementation of the various components of the strategy.

The strategy has been formulated following the various shifts that have been introduced in decentralised governance in the country by the recent decentralized governance reform policy. It takes into account the changes introduced whereby the provinces and districts have become fewer but larger and with more personnel and resources to supervise, the sectors have also become fewer but larger and with more responsibilities in the implementation of decentralised governance policy, service delivery and infrastructure development at local level. Finally it takes into account the recent innovation in the accountability processes f decentralized governance performance whereby districts have signed contracts with the President of the Republic binding them to specific outputs in the year. It is understood that any capacity building activity in the district that does not contribute to the fulfilment of the provisions of these contracts is not likely to have the commitment of district leaders who will be eager to deliver on their contractual obligations.

2: An integrated and comprehensive understanding of capacity development

Capacity development efforts have tended to be conceived and implemented within a limited conceptual framework based on human resources training. In order to avoid this, local governance capacity development, targeted by this strategy will be planned and implemented from an integrated, comprehensive and holistic framework to

ensure that capacity development is always based on identified needs to cover all elements of capacity including developing support policies and legal frameworks, cultivating political, social, and bureaucratic will, operating systems in the various areas concerning management and administration of decentralised governance organisations, developing institutions, developing the requisite human resource, putting in place facilities and equipments, mobilising and providing sufficient financial resources etc. A framework illustrating a comprehensive integrated and holistic capacity building is presented in the diagram below:

Capacity Requirement Activity **Focus Areas** Advocacy Political will Policy design and decision Support policies **Environment** Legislation Legal frameworks Governance improvement Overall governance culture and practices Creating institutions Designing systems (financial, personnel, procurement, information, Institutional development Audit etc) Systems development Designing organisation Organisation development structures Job design and enrichment Job analysis Job descriptions Networks development **Institutions** Organisation and methods Job specifications (O&M) Writing procedure manuals Creating institutional networks Advocacy Attraction Leadership development Selection Knowledge enhancement Individuals and Recruitment Skills building groups Deployment Attitude change & Motivation Training Team building Tours, visits, staff exchanges Facilities planning and development Facilities Construction Equipment Rehabilitation Logistics Optimum utilization Material logistical and Physical infrastructure Procurement of equipment financial support Finances Maintenance Building infrastructure Resource mobilization

Figure 1: Integrated and Holistic Capacity Building Framework

3: Purpose and objectives of Local Governance Capacity Development

The purpose for capacity building must be very specific and clear to all those involved in designing and implementing the strategy for capacity building. In this case it is clear that without adequate capacity, Rwanda's decentralized governance reform policy will not be effectively implemented. This reservation had been stated in the "Implementation Strategy for National Decentralization Policy of May 2000 in the following terms: "A country like Rwanda, which has been governed by highly centralized and dictatorial systems inevitably has a lot of capacity shortages to manage decentralized and local governance systems.We will implement an incremental, gradual, decentralization process that will build the capacity as it progresses". The situation has greatly changed. Rwanda has made progress in building, developing, and strengthening its capacity in various forms for sustaining decentralized governance and local governments. However, the principle has not changed. Capacity building is part and parcel of the implementation process of the decentralized governance reform policy.

The Decentralized governance reform policy document specifies the central role capacity building will play in the implementation of the policy. "Particular attention will be paid to the issues and challenges of developing the requisite institutional and human capacities for the planning and implementation of local governance and decentralization to make it a vehicle for Rwanda's development at local level. Local governance capacity building will be planned and implemented from a holistic point of view to avoid the tendency of undertaking only training. Capacity Development will be always based on identified needs and cover all elements of capacity".²

Consequently, all those involved in the process of implementing the Decentralized governance reform Policy should have always at the back of their mind the objectives and the main thrust of both the Decentralization policy and the decentralized governance reform policy because these two provide the cement for the rationale for any capacity building activity in local governance. Below are the objectives as stated in the two policy documents. They provide the mandate for local governance capacity building in the country whether it be at central government, provincial, district, sector or even cell levels. In addition to, or rather in pursuit of these objectives, recently the District leaders in the country signed performance contracts with the President of the country which bids them to certain levels of performance and deliverables in each year. The pursuit for realising the provisions of these contracts will also constitute a strong objective of the capacity building strategy

¹ Ministry of Local Government and Social Affairs: Implementation Strategy for National Decentralization Policy, May 2000, page12.

² Ministry of Local Governments, Good Governance, Community Development and Social Affairs, Decentralized Governance Reform Policy, August 2005.

3.1: Capacity development will pursue the achievement of the objectives of the National Decentralization Policy

The decentralized governance reform policy is undertaken against the backdrop of the May 2000 National decentralization policy which has been under implementation as a top government priority with the following five objectives:

- To enable and reactivate local people to participate in initiating, making, implementing, and monitoring decisions and plans that concern them taking into consideration their local needs, priorities, capacities and resources by transferring power, authority and resources from central to local government and lower levels.
- To strengthen accountability and transparency in Rwanda by making local leaders directly accountable to the communities they serve and by establishing a clear linkage between the taxes they pay and the services that are financed by these taxes
- To enhance the sensitivity and responsiveness of public administration to the local environment by placing the planning, financing, management and control of service provision at the point where services are provided and by enabling local leadership develop organization structures and capacities that take into consideration the local environment and needs
- To develop sustainable economic planning and management capacity at local levels that will serve as the driving motor for planning, mobilization and implementation of social, political and economic development to alleviate poverty
- To enhance effectiveness and efficiency in the planning, monitoring and delivery of services by reducing the burden from central government officials who are distanced from the point where needs are felt and services delivered.

The National decentralization policy was formulated as an instrument of people's political empowerment, a platform for sustainable democratization, a structural arrangement for mobilization of economic development energies, initiatives and resources, and as a weapon for people's reconciliation, social integration and well being.

The implementation of the national decentralization policy is guided by the following principles: National unity, indivisibility and even development, local autonomy, identity, interests, and diversity, separation of political and administrative / technical authority and transfer of responsibility matched resources.

Therefore the capacity building strategy for effective decentralised governance and service delivery has its major driving force from the need to sustain the implementation of the National Decentralization policy and to achieve its objectives.

3.2: Capacity development will pursue the achievement of the objectives of the Decentralized Governance Reform Policy

The main thrust of the decentralized governance reform policy is to further pursue the five objectives guided by the principles and values mentioned above. The changes that are introduced by the decentralized governance reform policy should be seen in this perspective. The decentralized governance reform policy is aimed at deepening and strengthening decentralized governance in the country for the benefit of the development of local populations especially through more streamlined, effective, efficient, responsive, participatory and accountable delivery of services at local community level. Therefore in addition to the overall objectives of the National Decentralization Policy, this capacity building strategy is formulated and will be implemented to achieve the following local governance reform policy specific objectives:

- To promote and enhance effectiveness in service delivery and collection of data and information (statistics) at sector level by making the Sector a truly service delivery focal point with adequate human, material and financial capacity.
- To streamline and strengthen the coordination of "public services" and local economic development at District Level by availing more technically competent personnel as well as financial and other resources to the District
- To streamline and strengthen the coordination of Development at provincial level
- To establish and strengthen coherent Rwanda relevant monitoring and evaluation, institutionalise accountability tools and systems and ensure sustainable, equitable decentralized fiscal regimes

The capacity building strategy will also support the strengthening of institutional, human and material capacities for the upholding and application of the following principles guiding the implementation of the local governance reform policy: client-orientation, proximity, specificity, resource availability, partnerships, accountability, and simplification.

3.3: Capacity development will pursue empowering local players to meet the challenges facing local level development in the country

In the final analysis, developing local governance capacity, has the ultimate aim of empowering all players (Central government agencies, local governments, administrative units, civil society organizations including community based organizations, private sector enterprises as well as international aid agencies) including grass-roots communities themselves, especially their leadership to meet the challenges facing the country and its people. Therefore this capacity development strategy is conceived and will be implemented with the ultimate aim of making political, managerial/administrative and technical leaders and people as well as the

institutions, systems, organization structures, governance environment, policy environment including vision and strategies as well as support facilities and logistics including ICTs capable of effectively addressing the key development and service delivery challenges facing Rwanda today and likely to face the country in the foreseeable future, especially at community level.

Derived from this strategy, capacity development programs, action plans, and activities will always be in response to the demands that these challenges will place on the leadership style socially, administratively, managerially, technically and politically. The overall challenge for any level of leadership in the country is how to reduce poverty and ensure sustainable development for the people of Rwanda. The challenges are many and most of them are yet to be clearly identified and quantified but the following are singled out as critical ones for local governance reform policy to be effective.

- (i): How to ensure urban and rural development and poverty reduction
- (ii): How to develop policies that are inspired by and responsive to the needs of the local populations and how to ensure participation of local communities in the analysis, formulation, decision, implementation, monitoring and evaluation of these policies.
- (iii): How to mobilise adequate resources for successful implementation of the decentralized governance reform policy in the context of high levels of poverty
- (iv): How to ensure that district and other local level development plans are not only coordinated but also based on empirical and scientifically researched data and do not contradict national policies, laws and regulations
- (v): How to take advantage of the participation of citizens in decision making to promote peace, transparency and accountability in the management of public affairs especially at local community level
- (vi): How to utilise local governance capacities to promote the participation of the people in justice (via Gacaca courts) and reconciliation.
- (Vii): How to ensure improvements in physical infrastructure and the delivery of services at community level.
- (viii): How to achieve high levels of performance in al areas of districts in order to meet the obligations of the contracts signed between the President of the Republic and District leaders.

All these challenges are linked not only to socio-economic development of Rwandan communities but to the achievement of the Millennium Development Goals and other internationally agreed commitments such as the convention against corruption and sustainable development. This makes capacity development for local governance reform a critical strategy for the country.

3.4: Capacity development will pursue the fulfillment of the obligations of the performance contracts between the President and District Leaders.

Recently, as one of the innovations for improving performance, service delivery, and accountability of the districts performance contracts were signed between each district and the President of the Republic. When wholly fulfilled these contracts will constitute a powerful accountability mechanism and an incentive for district leaders to be focused and persistent in the implementation of the local governance reform policy and the improvement of infrastructure and service delivery in each district. In essence, the performance contracts do not over shadow the objectives of the decentralization policy and those of the decentralized governance reform policy. On the contrary they are intended to serve as tools for the achievement of these objectives. The contracts also provide opportunity for the central government to dialogue with districts right from the planning level to ensure commitment to implementation of decentralization from both central government ministries and district leadership. The standards, targets, and indicators of achievement expressed in the performance contracts constitute an agreement on to what extent the national aspirations and objectives will be achieved at local level. However, to the extent that the performance contracts are not uniform for all districts, it is clear that, for each district, capacity building will be meaningful, in the immediate term, only when it is seen to contribute significantly to the realization of the provisions of these contracts.

Another element that has been introduced by the contracts is that while it is worth while and indeed necessary to have a comprehensive nation-wide strategy for capacity building for decentralized governance, each district is likely to demand capacity building activities that are in line with the contract they signed with the President. Essentially this means that there cannot be only one capacity building strategy but rather as many capacity building strategies as there are districts. It also means that each district will require the capacity to assess their needs, analyze, formulate, decide, implement, monitor, and evaluate not only their capacity building strategy but also their district development strategy. This provides an opportunity for the central government level (Ministries) to dialogue with districts and ensure that the national capacity building strategies take completely into account districts needs especially those related to the contracts.

4: Assessing Current Needs, Capacities, Environmental Opportunities, and Challenges

Capacity development of any type will be successful only when it is constructed based on clearly identified needs, existing capacities and gaps. Indeed it will be one of the very first components of the activities of this capacity development strategy to conduct a comprehensive needs assessment that will take stalk of needs, available capacities and capacity gaps at central government, provincial, district, sector, cell and Imidugudu levels. With the implementation of the Local Governance Reform Policy, organs and structures of local governance have undergone fundamental changes and therefore any needs and capacity analysis and assessment that had been done cannot be taken to reflect a correct picture of what is on the ground. A clear appreciation of the current capacities at both central and local administration levels as

well as the opportunities and challenges posed by the environment must be appreciated. The decentralization process would then make use of the existing capacities, develop the lacking ones, take advantage of the opportunities and at the same time plan and implement measures for overcoming the challenges. An analysis of capacities, opportunities, and challenges will have to be continuously carried out all along the way of implementing decentralized governance. As indicated above, the specificity of the needs assessment and subsequent capacity building strategies and activities has been re-emphasized by the introduction of performance contracts between the Districts and the President of the Republic. Therefore the approaches and methodologies applied to assess the capacity in districts cannot be representative. One district cannot be seen to represent another or others because each has individually signed a performance contract that engages it. Therefore the assessment of its opacities must be specific to it. The diagram below represents the framework that will guide every capacity analysis and assessment exercise at what ever level it is decided to be conducted.

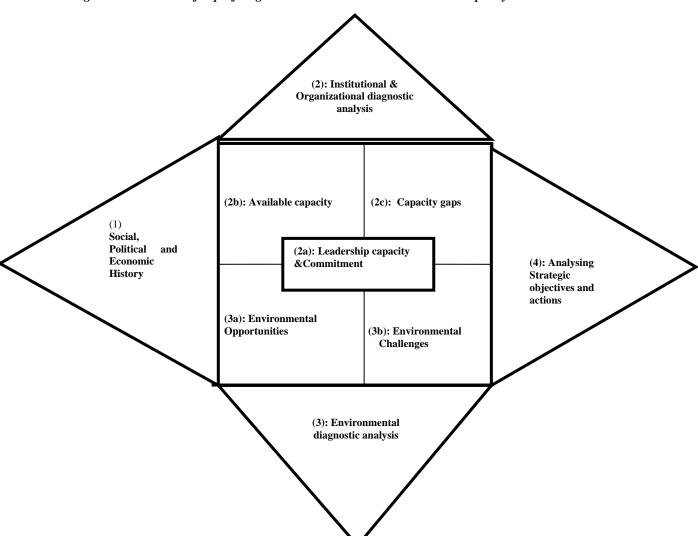


Figure 2: Framework for profiling Institutional and Human resources capacity

- **4.1: Analyzing social political and economic history (1):** Analyzing the capacities of actors of local governance needs to be done within a clear understanding of the social, political, and economic history and set up of the country. It is the history that may provide plausible answers as to why emphasis should be put on decentralized governance for example. Also this history has played a critical role in determining the outlook, attitude, and even knowledge and skills of the people of Rwanda whose inputs are an indispensable ingredient in local governance.
- **4.2:** Institutional and organizational diagnostic analysis (2): In order to have a full picture and trend of available and lacking capacities, a comprehensive institutional and organizational analysis of the key actors in local governance will need to be conducted. The key actors here are the Ministry in charge of local governments, the Ministries whose services have been decentralized (for example those charged with health, education, agriculture, veterinary, forestry, environment, gender, etc.), all the four provinces plus Kigali city, all the thirty districts, all the four hundred and sixteen sectors, and all the two thousand one hundred and forty eight cells.
- 4.3: Assessing leadership capacity and commitment (2a): At each of these levels of governance there is need for assessing the capacity of leadership (in terms of commitment to decentralized governance, relevant knowledge, skills, attitude, and networks) to mobilise and inspire the population into visioning, strategising for, and implementing development-oriented change and sustain engagement in decentralized governance and participatory development planning as well as service delivery. Local governance leadership includes, but is not limited to: Members of the Legislature and Ministers, top Public Servants in Ministries and central government Agencies directly concerned with decentralization and local governments, Provincial governors and senior Public servants in Provinces, District Counsellors and top Public servants in the Districts as well as members of various District Committees, Managers of private sector enterprises in the Districts as well as Civil society organisations and international organisations having projects in the Districts, Councillors senior public servants in the Sectors a s well as Managers in the private and civil society organisations and international organisations with projects in the sectors, Councillors at the cell level. Assessing needs and capacities in leadership will have all these and more as targeted beneficiaries and capacity building activities will be conceived to cover each of them.
- **4.4:** Assessing available and lacking capacities in light of current and future needs (2b&2c): One of the pitfalls in capacity assessment is the tendency to target lacking capacities. This is not a strategic move in capacity building. The strategic move is to assess very correctly the available capacities because it is through harnessing and deploying the available capacities that any capacity gaps can be achieved. The available capacities are the building blocks for effective capacity building. Not only the available capacities must be analysed and assessed in light of current needs but also they must be assessed in light of the future needs. That means

that the exercise of capacity and needs analysis and assessment must have an angle of forecasting. What will be strategic about this capacity and needs assessment is the opportunity it will provide for local governance actors to project the future local governance and development situation in the country and plan to fill what ever capacity gaps thus revealed.

A comprehensive capacity assessment will be done especially in local governments. It will involve analysing and assessing:

- i. the **institutional arrangements** at local governments and local authorities levels vis avis the functions and services expected to be delivered,
- ii. the **systems** dealing with development planning, procurement (tendering and purchasing), finance (budgeting, auditing, financial reporting and oversight, etc), human resources (recruitment, promotion, deployment, training, remuneration, disciplinary, promotion etc), customer and client relations, information, records and documentation,
- iii. the organisational structures
- iv. the facilities and equipments management
- v. the **personnel** in terms of numbers, education levels, skills levels, etc
- vi. the **networks and partnership** that local governments have with private sector enterprises, civil society organizations including community based organisations(CBOs) and non governmental organisations (NGOs) both national and international working within local government constituencies,

What will be avoided in doing all these is to take capacity building as an activity that refers only to training human resources.

4.5: Environmental diagnostic analysis (3): The capacity of any organisation is mostly influenced by the environment. Therefore assessing the capacity of local governance actors will entail also assessing the environment in which these actors operate. The environment provides facilitating factors (opportunities) for the development of the capacity. But it also contains constraining factors (challenges) which must be overcome for capacity building to succeed.

5: Assessing environmental opportunities and challenges

5.1: National leadership commitment to local governance: The success of local governance and effective delivery of decentralized services will not only depend on leadership in local governance structures. It initially depends largely to the commitment of leadership at national level. Leadership is the engine that powers local governance and service delivery. Without it, corporate governance arrangements cannot operate effectively and ultimately public services suffer. For decentralised governance to spring up and thrive, it requires a strong leadership that not only enjoys the trust of the people, but also trusts in the power of the people. There has been national level leadership commitment to decentralized governance in Rwanda. This commitment has so far driven decentralization efforts through initiation, policy and strategy frameworks as well as legal provisions including constitutional mandates. It

has pushed decentralisation through creation of local government structures and holding local government elections successfully. However, there has been reluctance in decentralising the delivery of services. There needs an extra doze of leadership commitment at Ministerial level to decentralise the delivery of services so that decentralization can be fully realised and the empowerment of the grass roots people completed. The challenge particularly facing capacity building for local governance in this respect is how to secure total commitment from the leadership (political leaders and Senior Civil Servants) in ministries whose services have been decentralized to ensure that the reluctance is broken down and the energy is released to support the process and successful implementation of decentralised delivery of public services.

5.2: Governance & Policies: Some of the activities that are critical for the success of decentralized governance do not always depend on the local governance policies and strategies alone. They may succeed or fail depending on the general governance situation in the country on one hand and the other policies and strategies of government on the other. Therefore a number of questions need to be posed here. Are the various policies and legislations supportive of local governance? Is the general governance situation conducive for local people to invest their resources and energies to build for the future? Has the government sufficiently budget for funding decentralized governance to nurture it until it is self sustaining? Are there external partners who are ready to finance local governance?

5.3: Human resources: Does the country have a reservoir of knowledgeable and skilled people from which to recruit personnel for decentralized governance? The current Rwanda is different from the-immediate post-genocide country of 1994. Many Rwandans have come from exile and returned with a variety of knowledge and skills. There have been a number of Rwandans trained from within as well as from abroad in various fields of socio-politico-economic, administrative, managerial and technical fields. So there is temptation to affirm hastily that Rwanda has a pool of knowledgeable and skilled people form where to recruit officials for operating and sustaining local governance and decentralized delivery of services. However, strategic capacity building will not be constructed on impressionistic assertions. There will be a comprehensive stock taking of the human capital that is available to feed into the personnel requirements of the decentralized governance system and decentralized delivery of services in the country. The Ministry of local government, good governance, community development and social affairs will work with the Ministries charged with finance, public service and the ministries whose services have been decentralized as well as the Human and Institutional Capacity Development Agency (HIDA) to assess and compile the stock of human resources that is available for running decentralized service delivery. Efforts will also be made to assess how these can be tapped and motivated to work in remote areas in a decentralized governance environment. We are aware that issues of incentives and motivation are also at the core of capacity development and we will take them into account when assessing the availability of human capacity in Rwanda. The reservoir for personnel in local governments or in Rwanda in general will be seen to include the whole of East Africa (Rwanda, Burundi, Uganda, Tanzania and Kenya) especially given the on-going preparations for Rwanda and Burundi to join the East African community which is already considering free movement of labor in the community.

5.4: Management and technical training and education institutions: Does Rwanda have training Institutes for implement the training that will be envisaged by the capacity development strategy? In the short, medium and long term, the level of human capacity in the country will largely depend on the availability of management development institutes, technical schools, including Universities and other tertiary institutions that can provide training and education of high quality. Therefore the capacity assessment exercise will include an assessment of such institutes and the capacity building efforts will also include enhancing the capacity in this area. This is a point on which the capacity building for local governance meets the need for capacity building at national level. This is another area where the Ministry in charge of local government and other local governance actors must work with the Human and Institutional Capacity Development Agency (HIDA) to draw an accurate map of the current management and technical training and educational institutions in the country. It may also be helpful to have a map of similar institutes in the region that can be used to supplement the national ones.

However, n many modern institutions and organizations that are "learning organizations", the tendency is to have in-house learning resource centers that can facilitate continuous learning. The capacity assessment in this respect should also ascertain whether there are districts which have such learning resource centers. If not then each district should have a learning resource centre professionally equipped to support continuous learning and capacity building.

6: Strategic actions

In principle, any capacity building activity will be preceded by a comprehensive capacity needs assessment so that the activity is in response to the real needs rather than imagined ones. However, there are some strategic actions that need to be embarked on immediately because they constitute a critical starting point or launch pad for building capacity for local governance and decentralized delivery of services in the country. Below are some of the activities that must be undertaken in the immediate term

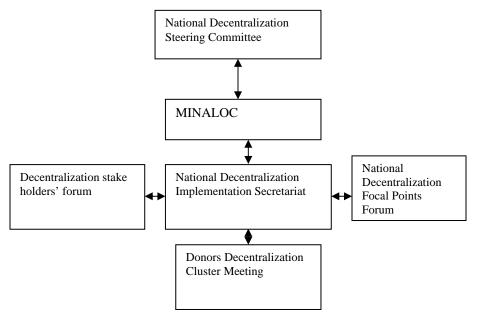
6.1: Strengthening the institutional arrangement for coordinating implementation of the local governance reform policy

For effective and harmonious coordination of the local governance reform policy, the following institutional arrangement has been put in place by the local governance reform policy of August 2005

- A National Decentralization Steering Committee
- A National decentralized focal points forum
- A National Decentralization Implementation Secretariat

- A Decentralization Stake holder's forum
- A Donor's Decentralization Cluster meeting

Figure 3: Institutional arrangement for coordinating the implementation of decentralized governance



First, the National decentralization implementation Secretariat needs to be strengthened among other things through recruitment of an expert in local governance capacity building who is very conversant with both institutional and human resources capacity building strategies and programs. The entire institutional arrangement will be brought together in a series of workshops, meetings, seminars, etc to have the same vision of decentralized governance and each to understand how their roles fit in the roles of the others. This will help to build peer pressure on all of them to speed up the activities within their mandates to implement decentralized governance and service delivery. The firs activity of this institutional set up will be to design the local governance implementation programme derived from this capacity building strategy. Their involvement in the design of the implementation program will ensure buy and commitment to implementation.

6.2: Local governance sensitization

There has been a significant shift in the structure of local governments in the country which has been followed by readjustments in the legal provisions for decentralized governance. Also shifts have been made in terms of the sharing of functions and responsibilities as well as resources related to service delivery for example. Many stake holders and key players as well as the grass-roots people will need sustained sensitization to internalize and operationalised these shifts and make decentralized governance and service delivery a success. Workshops, seminars, meetings, radio and Television programs, drama, songs, news paper articles, etc, will be used on a sustained basis to sensitize the entire population on the shifts and merits of decentralized governance in the country. However, it will be taken into account that

some sensitization workshops will be more specific to some groups than to others. For example, it is imperative that newly elected sensitized about the provisions of the local government legal provisions as a matter of urgency.

6.3: Induction of political leaders and public servants in local governments

People have taken up or will take up positions in the various structures of local governments. Some of these are elected political leaders while others are appointed Public servants. While most of them will require specific training to equip them with the relevant knowledge, skills, and attitudes, as a matter of strategic policy they will all undergo induction in each of the function and responsibilities they have taken up.

6.4: Local governance capacity needs assessment

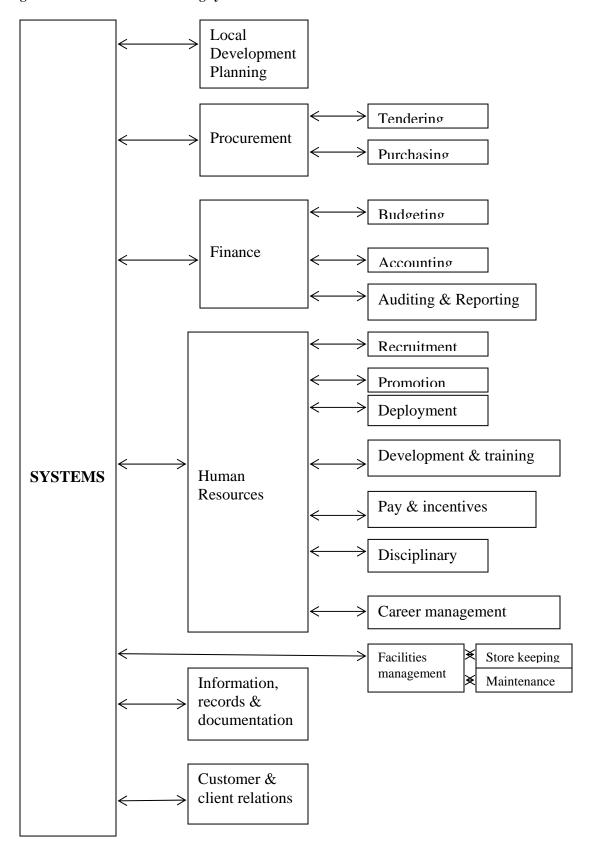
There will be conducted an extensive exercise of capacity assessment in local governments and all relevant players in the implementation of the decentralized governance policy. The outputs of the capacity assessment will inform the designing and implementation of programs and activities for strengthening the capacity of local governance. The first thing to look at is the systems. The diagram below illustrates the various systems that need to be assessed to se first of all whether they are in place or not and secondly whether they operate and how well.

The organisational structures also will be assessed to ascertain to what extent they are aligned with the objectives and functions of the institutions and organizations. This will be done mainly in local governments but also in the central government ministries and agencies that are directly linked with decentralization.

The performance of local governments will depend also on the availability of requisite facilities and equipment to support their work. The issue of facilities is critical especially since it is also linked to the ability of districts and other rural local authorities to attract well qualified personnel for their effectiveness. Office space, residential facilities, schools for workers with families, etc serve as incentives for qualified workers to accept to be deployed in rural areas. But also equipment and logistics such as computers and well equipped offices are incentives for performance and therefore constitute important elements of capacity. This is one of the reasons why they need to be included in the exercise of capacity assessment.

The personnel need to be assessed in terms of numbers, education levels, skills levels, etc. Also the networks and partnerships that local governments have with private sector enterprises, civil society organizations including community based organisations (CBOs) and non governmental organisations (NGOs) both national and international, working within local government, are critical ingredients in the performance

Figure 4: Framework for assessing systems.



6.5: Resource mobilisation for implementing the capacity development strategy

The implementation of this capacity development strategy requires sufficient financial resources for it to be successful. The resources will be mobilised in the following manner:

- There will be established a basket fund for financing capacity development activities included in this strategy and this fund will be administered by the Decentralization Secretariat.
- Development partners and donors will be approached to put funds in the basket fund
- The districts will contribute from their budget the financial resources intended for capacity building into the basket fund.
- HIDA will be a critical partner in providing finances in the basket fund because it has a strong capacity development mandate which should include the development of capacity in local governments.

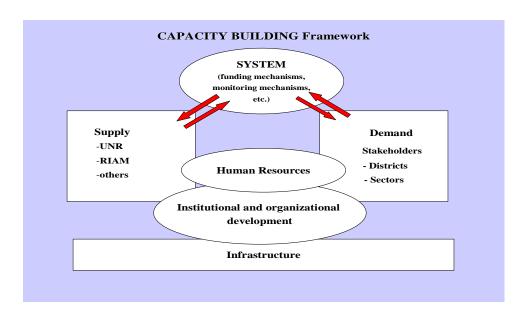
This basket fund will then provide a mechanism for resource sharing for capacity development in the district and will permit an approach of budget support rather than project support in matters of capacity development in districts.

GoR and Development Partners (DP) must change their way of working together in order to facilitate the harmonization of capacity building initiatives and in order to increase the ownership of the development process of local communities

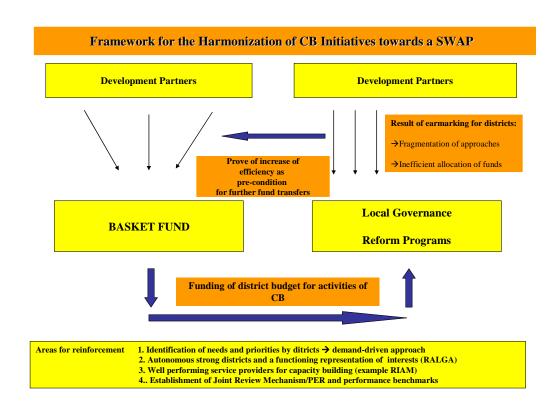
The GoR is now looking for a holistic approach for Capacity Building that consists of three key elements:

- Human resource development
- Institutional and organizational development
- Development of economic and social infrastructure

The key elements are interlinked and can not be developed in isolation from each other. The main challenge is to establish a demand-driven approach to bring together demand (districts, sectors) and service providers in order to overcome the former approach towards Capacity Building.



The new basket fund approach could lead to a more balanced allocation of funds to districts. In order to assure an even development of capacities also of the two other key elements (Human resource development; Institutional and organizational development) GoR and development partners would establish, similar to the basket fund for infrastructure development, a basket fund mechanism for the development of the two other key elements.



As local authorities will not be immediately in the position to manage the budget allocations efficiently, the existing projects should be reconverted to support the decentralized authorities for a specified time to build up capacities especially with regard to planning and financial management in order to enable them to make proper use of the budget allocations. Budget line allocations (example: 30% human resource development,: 70% institutional/organizational development) need to be established. An increase of the basket fund alimentation by DP should be linked to an increase in the performance of the local authorities and to the increase of GoR allocations to local authorities for service delivery.