

TRAINER'S KIT: HARMONISATION, DECENTRALISATION AND LOCAL GOVERNANCE

prepared on behalf of the
informal Development Partners Working Group
on Local Governance and Decentralisation (DPWG-LGD)

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Preface

Since the 1990s, decentralisation and local governance have become increasingly important areas of cooperation for many bi- and multilateral donors. In a broad range of developing countries the implementation of decentralisation efforts has resulted in changes in the institutional landscape and political system: new tiers of sub-national government and new administrative entities have been created, procedures and chains of accountability have changed and a number of countries have been experimenting with new, more participatory or inclusive forms of governance.

Donors have provided substantial technical and financial assistance for the design, implementation and evaluation of decentralisation programmes. Furthermore, they have helped to test innovations in local governance. Following the Paris Declaration and the Accra Agenda for Action (AAA), the donor community has paid increasing attention to coordination, harmonisation and alignment. This also holds true for decentralisation and local governance.

In 2006, the informal Development Partners Working Group on Local Governance and Decentralisation (DPWG-LGD) was established with the purpose of enhancing the coordination and harmonisation of assistance in this area. More specifically, the Group aims to contribute to an improved understanding of different donor approaches and to build a consensus around fundamental issues that need to be considered when supporting decentralisation and local governance processes in partner countries. The focus of the work of the DPWG-LGD is operational; this means that sharing experiences and good practices is an important objective.

Since 2006, the Working Group has been meeting regularly and has prepared a number of guidelines, reports and studies that aim to take stock of experiences or provide operational guidance to practitioners (e.g., DPWG-LGD 2006, 2007, 2008 and 2009). Within this framework, discussions about joint training started in early 2008 and were followed by a study summarising the offers and needs of training of the donors in the field of local governance and decentralisation. This study was presented and validated during a workshop on 13–15 October 2008.

After the workshop, the discussions continued and commitment was sought for applying to Train4Dev¹ as a subgroup. On 15 September 2009, a subgroup with the following members was created under the Train4Dev network:

¹ This network aims to promote improved aid effectiveness for poverty reduction through enhanced donor cooperation in the field of competence development and training. The network uses the Paris Declaration and the Accra Action Agenda as starting points in defining its priorities, and the specific areas of cooperation are determined by the participating donors in accordance with the needs identified.

- The Ministry of Foreign Affairs of Denmark (DANIDA)
- The Swiss Agency for Development and Cooperation (DEZA)
- The Ministry of Foreign Affairs of the Netherlands
- EuropeAid Cooperation Office
- Capacity Development International (InWEnt), a German implementation agency that is leading the subgroup and hosting the Secretariat of the DPWG-LGD

The members of this subgroup engage in discussions on the content and methodology of a series of demand-driven training modules on decentralisation and local governance.

This participants' kit provides background articles for the first, generic course on Harmonisation, Decentralisation and Local Governance that has been developed for this subgroup by the European Centre for Development Policy Management (ECDPM), The Hague Academy for Local Governance and Wageningen Centre for Development Innovation (CDI). This course will also provide the building blocks for future, more specific, courses related to the field of decentralisation and local governance.

Contributors

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Jean Bossuyt is Head of Strategy at the European Centre for Development Policy Management (ECDPM). For the past 20 years, Jean has facilitated dialogue between ACP-EU actors and undergone extensive practical (field) research on the political dimensions of partnership, (sector) governance, civil development, decentralisation processes and local governance. He has been involved in programmes of institutional development, including the African Union Commission, and has been team leader of several major evaluations, namely on EC support to governance (2006) and on the use of civil society as an EC aid delivery channel (2008). Jean helped to produce the EC Reference Document on Support to Decentralisation and Local Governance and has been the lead resource person in several EC training seminars in Europe, Africa, Asia and Latin America focused on this theme. Prior to joining ECDPM, he worked at the Centre for Third World Studies at the University of Ghent (Belgium), the Brussels Delegation of UNHCR and as a civil servant in the Belgian Parliament.

Stéphanie Colin has a background in political science and holds an MSc in development studies with a specialisation in water policies. She is currently a member of the Governance Programme at ECDPM. During her two years of experience at ECDPM, Stéphanie's work has involved policy-oriented research, publication and administrative responsibilities around issues of governance, decentralisation and aid modalities, as well as trade, economic partnership agreements and EU-Africa relations. She has contributed to the design of the session of this training course on governance assessments and analysis of political economies.

Elena Fanetti obtained her Master's degree in "Local and International Co-operation" at the University of Bologna with a final dissertation that explored the links between local development and food security in Brazilian urban peripheries, after which she undertook fieldwork in Africa: first, in Angola, in the Italian Embassy's office for cooperation, and then in Mauritania, in the position of Programme Officer in Local Governance and Decentralisation for UNCDF/UNDP,

where, among other activities, she coordinated a programme for support to 21 municipalities in the region of Assaba. Elena has worked in Brussels on a short-term contract at the representation office of the Union of Italian Provinces. Since joining the ECDPM Governance Team in 2010, she has mostly been working on decentralisation and local governance, domestic accountability, aid effectiveness, donor coordination and issues of harmonisation. For this course, she has provided support to the ECDPM project leader in all phases of the course design. In particular, she was responsible for the mapping of the pre-existing training material, which resulted in a detailed overview attached to the concept note.

Alisa Herrero has almost 10 years of experience in the field of development. She has worked with different non-governmental organisations in India and Yemen, and with the European Commission Delegation in Eritrea. She is currently policy officer at ECDPM, where she has built an interest for development effectiveness and donor behaviour, political economy analysis, domestic accountability and local governance. Alisa contributed to the design and delivery of EuropeAid's training on decentralisation and has provided support in the finalisation of this course.

Dieuwke Klaver has over 20 years of experience working as project manager and capacity builder for governmental and non-governmental organisations. Over the course of her career, she has lived and worked in more than 30 different countries, cooperating with government and non-governmental organisations on all continents. Dieuwke has an impressive record in local government capacity building, democratisation and decentralisation processes, dealing with diverse target groups and often working under challenging conditions. She is a renowned specialist on multi-stakeholder decentralisation strategies and is the author of several leading handbooks and training manuals on inclusive local governance in Africa and Eastern Europe. Dieuwke has contributed to the introductory session about decentralisation, the session on linkages between decentralisation and local governance and sector approaches and the session on implementation of decentralisation processes.

Tony Land is a development consultant and an ECDPM associate who is currently based in Botswana. He specialises in capacity development, change management and aid effectiveness and has a particular interest in decentralisation. Tony has worked with governments, civil organisations and development agencies across the African continent as well as in the Asia-Pacific region. His work includes design, monitoring and evaluation of development programmes and facilitation of strategy development and change processes, as well as applied research.

Christiane Loquai is a Project Leader at ECDPM. She has coordinated projects and research in support of decentralisation in many African countries and published, among other topics, on European assistance for decentralisation, capacity building for local governments, monitoring and evaluation, and performance-assessment tools for municipalities. In 2005–2006, she facilitated a regional knowledge-management initiative on "Assessing decentralisation and local

governance in West Africa" for the Malian Ministry of Local Government, SNV and the *Réseau de Réflexion et d'Échanges sur le Développement Local*, a network of donors working in the field of local development and decentralisation. Christiane has designed and facilitated training courses on decentralisation and local governance for European donor agencies, such as the European Commission, SDC, BTC, SNV, and the Finnish and Swedish ministries of foreign affairs and has taken a leading role at ECDPM in the design of this training course.

Cecile Meijs is General Manager at The Hague Academy for Local Governance and an international expert in the field of decentralisation, good governance and public-service delivery. She has worked in various countries, including the Sudan, Albania, Ukraine and Serbia on developing local services and training civil servants on local governance, citizen participation, communication and media. Before that, she worked in advisory and management functions in several Dutch municipalities, including the city of The Hague, and published several articles on government communication and accountability. For this course, Cecile was involved in the overall coordination, as well as the design of the sessions on administrative decentralisation and linkages between decentralisation and sector support.

Cora van Oosten is an international specialist in local resource management, capacity building and participatory training facilitation in least-developed countries. She has lived for years in Africa, South-East Asia and Latin America, working as a project manager for non-governmental organisations, a consultant to the United Nations and a senior project leader at universities and research institutes. As such, she has profound first-hand knowledge of donor programs and policies from different perspectives. At present, Cora is employed as senior project leader at Wageningen Centre for Development Innovation, where she is in charge of a project portfolio related to decentralisation, environmental governance, natural-resource management and landscape/ecosystem approaches. Her activities are mainly related to academic teaching, professional training, capacity development, process facilitation and institutional change. Cora is the lead trainer for the pilot course and was responsible for coordinating the design of the introductory session on decentralisation, the session on implementation of support strategies and the evaluation sessions.

Gemma Piñol-Puig has a background in political science and holds a Master's in development evaluation and management. She has professional experience in the development field, working with different local and international organisations, as well as in the private sector where she acquired solid experience on EU development policies. Before joining ECDPM, Gemma worked as junior expert at Analysis for Economic Decisions (ADE, Belgium), where she was responsible for the planning and organisation of training courses for EC staff. She also supported the elaboration of studies on non-state actors and new aid modalities, governance and decentralisation. At ECDPM, Gemma is currently working as a junior policy officer on issues ranging from governance, political economy analysis, accountability, aid and development effectiveness.

Jan Vanheukelom is currently Head of the Governance Programme at ECDPM. He is particularly interested in the political dimensions of development and on how a better knowledge of these dimensions within the donor community can contribute to more effective reforms and change processes leading to development. His past experience relates to work with a non-governmental organisation on the relevance of collective action in social movements and the liberation struggle in Southern Africa; transformation and democratisation processes in post-apartheid South Africa with Belgian aid administration; and peace building in Burundi, with the UN. At ECDPM Jan and the Governance Team seek to develop a deeper understanding about relations between state and society, about the various interactions between state and non-state actors and how these shape—or obstruct—opportunities for development. He has coordinated the design of the session of this training course on governance assessments and political economy analysis.

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Introduction

This trainer's kit comprises a description of the PowerPoint presentations, exercises and background materials for the training course on "Harmonisation, Decentralisation and Local Governance" that has been designed for the informal Donor Partners Working Group on Local Governance and Decentralisation (DPWG-LGD). The trainer's kit has been prepared to help trainers facilitate a generic course based on the guiding principles that have been defined in, and the insights generated through, the work of the various partners of the DPWG-LGD.

The kit presents four overarching modules that are essential for understanding how Local governance and decentralisation processes can be supported in a harmonised manner:

"Introduction to Harmonisation, Decentralisation and Local Governance"

"Decentralisation and Sector Support"

"Designing Coherent Support Strategies"

"Implementing Support and Monitoring Change"

Each day of the course represents one module—or chapter—providing you with information on the content and overall learning objective for each module as well as logistical information on materials needed. Furthermore, it presents outlines of the specific sessions (session-specific learning objectives, time required, process and available materials). You can find the PowerPoint presentations that correspond to each session, as well as the available handouts and literature, on the accompanying CD.

This trainer's kit has been designed in a format that allows for a maximum degree of flexibility. Thematic interest and training needs tend to evolve over time in line with changing objectives and practices of support to decentralisation, so the training materials presented in the kit may need to be revised and updated over time. Moreover, for reasons of copyrights, no pictures or drawings have been included. We strongly encourage you to update or replace materials as you see fit, to ensure that the course includes the latest insights from research and practice and is congruent with the learning needs of the participants.

In order to acquire insight into the learning needs of the participants, we advise you to send out a training-needs-analysis form to the participants one and a half months before the start of the training. This will give you a better idea of the expectations of the participants, their work experience, their present field of action, the challenges they face in their work and the issues they would like to have addressed in the course. Based on this background information, you can make alterations to the training programme and materials, to assure that the course content meets the needs and wishes of the participants.

Additionally, we recommend that you encourage participants to bring along material (particularly toolkits) that they deem relevant to share with the other participants. This stimulates mutual learning and the exchange of experiences. These usually attract quite a lot of interest, because there is scope for "recycling" and adapting existing guides to different contexts (e.g., guides on municipal investment funds, toolkits for building citizen awareness, tools for measuring municipal performance, etc.).

Considerable care has been taken in the selection and arrangement of the sessions. They have been designed to use conceptual knowledge for structuring participants' own experiences by linking theory, key concepts and tools with policy developments and operational challenges. The combination of expert lectures, group discussions and skill-based training exercises on facilitating politically sensitive processes and analytical thinking that you will find in this trainers kit will stimulate active participation and provide an integrated, multi-disciplinary and hands-on view of support to local governance and decentralisation in developing countries.

The sessions in each of the modules have been sequenced to facilitate an orderly process of learning. While they can be used to design the generic course on harmonisation, decentralisation and local governance described in this kit, it is possible to combine sessions differently for other training courses (e.g., training courses on specific thematic issues, in-country courses or courses exclusively addressing sector specialists or macro-economists).

The closing sessions are repeated at the end of each day to provide continuity in the development of a self-administered learning contract. However, we encourage you to apply your creative talents to make the training an interesting learning experience.

Course Structure

Morning 1	Day 1 Introduction to harmonisation, decentralisation and local governance	Day 2 Introduction (continued) and linkages between decentralisation and sector support	Day 3 Designing coherent support strategies	Day 4 Implementing support strategies and monitoring change	Day 5 Evaluation and taking stock
	Session 1.1 Introduction: Aid effectiveness, decentralisation & local governance	Session 2.1 Administrative decentralisation	Session 3.1 How to assess local governance and decentralisation	Session 4.1 Implementation of support to decentralisation	Session 5.1 World Café
Break					
Morning 2	Session 1.2 Harmonisation and alignment: Guiding principles in practice	Session 2.2 Fiscal decentralisation	Session 3.1 How to assess local governance and decentralisation (continued)	Session 4.1 Implementation of support to decentralisation (continued)	Session 5.2 Taking stock and evaluation
	Session 1.3 An open systems approach				
Lunch					
After-noon 1	Session 1.4 Political decentralisation and political economy analysis	Session 2.3 Linkages between decentralisation and sector support	Session 3.2 Identifying strategic options for support	Session 4.2 Monitoring and evaluating support	
Break					
After-noon 2	Session 1.4 Political decentralisation and political economy analysis (continued)	Session 2.3 Linkages between decentralisation and sector support (continued)	Session 3.2 Identifying strategic options for support (continued)	Session 4.2 Monitoring and evaluating support (continued)	
After-noon 3	Wrap up Day 1	Wrap up Day 2	Wrap up Day 3	Wrap up Day 4	