

*Regional Training Strategy*  
*Framework*  
*for Strengthening Local*  
*Government in Eastern*  
*and Southern Africa*

Prepared by :    **The Municipal Development Programme  
for Sub-Saharan Africa  
Eastern and Southern Africa Regional Office  
Harare, September 1992**

## Foreword

---

The Municipal Development Programme (MDP) was established on the premise that well-functioning, self-sufficient local authorities who are responsive to their constituency can more accurately identify needs, and mobilize people and resources on a sustainable basis than central governments, because they are closer to the communities and thus, can better implement development strategies. The purpose of MDP is to support initiatives that will enable local government institutions in Eastern and Southern Africa to be increasingly effective, responsive and relevant to the economic and social needs of their communities.

A tremendous potential exists for local authorities to provide a full range of services in support of national economic development. But far from being well-functioning or self-sufficient, cities and town in the region are beset with inefficiencies and therefore, much must be done to redress the situation, including increasing the competencies of local governments to effectively carry out their responsibilities. One of MDP's objectives is to build upon and expand the existing national and regional training institutions' capacity to analyze the needs for increased local government competency, and to develop appropriate strategies and approaches to respond to them.

In 1989, more than 60 African ministers, mayors, policy makers and academics from 18 countries in Sub-Saharan Africa brought together in a senior policy seminar on Strengthening Local Government in Sub-Saharan Africa made a plea that "more innovative ways must be developed to build capacity of local authorities, emphasizing neglected areas such as training, human resource development, and revenue generation". They reaffirmed the need for analytical research into policy options rooted in African experience, and to include aspects related to training and human resource development. Finally, they noted that both **"research and training programs have to be carefully adapted to the situation of each country"** and suggested **"the development of an overall framework to support national activities and inter-country exchanges as an appropriate initial step"**.

The Municipal Development Programme for Eastern and Southern Africa has taken up the challenge to support the development of such a framework. The *Regional Training Strategy Framework for Strengthening Local Government in Eastern And Southern Africa* was developed on the assumption that existing training institutions constitute an appropriate institutional base for training in local government management and for helping to improve it in practice. It is also based on the premise that leaders, managers and staff of training institutions must adopt effective training and institutional development strategies if they are to contribute significantly to increasing the capacity of local governments to meet the challenges they face in the years ahead.

This document outlines a strategic framework for capacity building through support for training, research and institutional development of local governments in Eastern and Southern Africa. It is meant to assist training institutions servicing local governments in the region clarify the nature of the demand for local government training, and articulate an institutional response that will not only lead to improved local governance but also to increasing their own capacity to meet the needs of local governments.

The richness of the insights contained herein are a tribute not only to the individuals who participated in its formulation, but to the process of participation which is a guiding principle of MDP. It has demonstrated once again that the resources exist in institutions and communities in Africa and can be sources of innovation if harnessed in defining their needs and developing their solutions.

It is MDP's hope that the *Regional Training Strategy Framework for Strengthening Local Government in Eastern and Southern Africa* will provide training institutions who are responsible for strengthening local governments through their human resources activities, a useful context with which to assess their contributions, and stimulate them to take on some of the challenges outlined in the document.

On its part, MDP will assist existing national and regional training institutions to become sufficiently equipped to respond to evolving needs of their local government clients . It will do so by supporting:

- 1) collection and analysis of information on local government issues, establishment of consultative mechanisms with clients, and creation of data banks;
- 2) activities to assist training institutions define their strategic choices and formulate their strategic plans;
- 3) action-research into policy and management issues of local government to feed into training and policy advocacy, and into Human Resource Development issues (for example, how to attract, develop and retain staff in local government and in training institutions);
- 4) development and dissemination of effective training models and approaches for strengthening of local government; and,
- 5) identification of possible donors for specific activities and projects, in the context of overall national strategies for strengthening local government and building training institutions' capacity.

While MDP aims at strengthening the capacity of training institutions to respond to local government training needs (the supply side), it also proposes to increase the capacity of current and potential clients in the local government constituency to know and demand the training they need. MDP will assist in stimulating demand for training by supporting Central and Local Governments to articulate strategic and institutional development plans, and by supporting national and regional associations of local authorities to become more effective in representing their members' training needs, to articulate the demand training and to create partnerships with training institutions to deliver this training. MDP will also support NGOs and community organizations in developing their ability to demand the type of training that would enable them to become more effective participants in services delivery.

Finally, MDP proposes to actively promote linkages and networks, and to stimulate cooperation among training institutions by assisting them to find suitable co-operation partners both nationally and regionally. MDP will provide financial support for national and regional activities as fora for creation of linkages with local government stakeholders and other partners of interest around resolution of concrete issues and problems, for example, to come up with policy alternatives on specific human resource development issues.

Through its support for activities such as the ones described above, MDP hopes to play a catalytic role in the process of improving competency of local governments in the region. This document is a first step. It will be enriched with experience and innovation of training institutions in the region who wish to take up the challenge.

Joseph L.M. Mugore  
Regional Director  
Municipal Development Programme  
for Sub-Saharan Africa  
Eastern and Southern Africa Region



## *Acknowledgements*

---

The *Regional Training Strategy Framework for Strengthening Local Government in Eastern and Southern Africa* represents the collective ideas and experience of individuals involved in local government training and working in local governments in the Eastern and Southern Africa region. Various people contributed to its development and formulation.

First and foremost, the content stems from African practitioners and institutions who participated in a Regional Training Strategy Workshop organized by the Municipal Development Programme and the Government Training Institute (GTI)- Mombasa. Participants whose names and institutional affiliations are listed in Annex 1 generously gave of their time, the Government Training Institute of Mombasa, Kenya and its Principal James Kayila contributed organizationally and materially, Norman Maphosa and Godfrey Mutiso facilitated the workshop, while David Kithakye of the MDP and James Kayila of GTI were involved in both the preparation and administration of the workshop.

Suzanne Taschereau, initially assisted by Norman Maphosa, through interviews and discussions with participants, MDP staff and members of the Technical Support Network of the MDP, built upon the workshop report, expanded the ideas therein, developed and formulated them into a coherent framework for the development of training ideas and programmes for local government training in the region.

Finally, Joseph Mugore who, in addition to his responsibilities of overseeing the process of this activity as it unfolded, was also Task Manager for Training, managed the development of the *Regional Training Strategy Framework* from design to completion.

## *Contents*

---

	<i>Page</i>
<b>Summary</b>	
<b>Chapter 1 - Challenges of Local Government in Eastern and Southern Africa</b>	<b>1</b>
- Decentralization	2
- Democracy	3
- Economic Development	4
- Institutional and Management Challenges	5
- Mobilization of Revenue	5
- Institutional Capacity and Management Competence	6
<b>Chapter 2 - Training and Institutional Development Needs of Local Government</b>	<b>9</b>
- Councillors	9
- Management, Technical and Professional Staff in Local Authorities	11
- Communities (Citizens and their Organizations)	13
- Ministers, Top Public Officials and Policy Advisors of Central Government Ministries Responsible for and/or Involved with Local Government	14
- Associations of Local Authorities	16

<b>Chapter 3 - A Strategic Framework for Training Institutions' Response to Local Government Training Needs</b>	<b>18</b>
- Challenges of Training Institutions in Strengthening Local Government	19
- Relevance	19
- Fostering Participation	21
- Autonomy and Self-Reliance	21
- Institutional Capacity to Respond to Training Needs of Local Government	22
- Strategic Choices	23
- Target Groups	23
- Program Content	24
- Intervention Means	25
- Resources : Human and Financial	27
- Other Resources	28
 <b>Chapter 4 - The Local Government Training Agenda for the 1990s: Strategies for Training Institutions in Eastern and Southern Africa</b>	 <b>29</b>
- Develop National Strategies for Local Government Training	29
- Systematically Collect and Process Information on Local Government	30
- Identify and Manage Institutional Linkages	30
- Essential Linkages with the "Stakeholders"	31
- Linkages with Partners of Interest	32
- Develop Strategies to Attract, Develop and Retain Professional Staff	33

## **Annexes**

- Annex 1 - List of Participants to the Training Strategy Workshop jointly sponsored by MDP and GTI in Mombasa, November 1991
- Annex 2 - Intervention Means, Approaches and Methods to Meet Training Needs of Local Government- by Client Groups and Training Requirement



## Summary

---

How can local governments cope with the challenges that confront their organizations now and in the years ahead? What type of training and institutional development is required to strengthen local government in the region? In other words, how can local government develop the institutional and management competence to respond to urban growth; dwindling and unpredictable resources; decentralization; the call for democracy; the need for economic development? What is the role of training institutions in enhancing competence, practices and effectiveness of local government? How can training institutions develop their own capacity to strengthen local governments in the region? What strategic choices must they make to articulate their response? These are the questions this document addresses.

The first part of the *Regional Training Strategy Framework for Strengthening Local Government in Eastern and Southern Africa* focuses on local governments in the region. Chapter 1 reviews *current policy and management challenges* they face. These include the fact of decentralization itself, the call for democracy and the need for economic development- all of which require that communities develop competencies to articulate their needs, demand and monitor delivery of services; that new ways of fostering participation of citizens in decisions that affect them be found and adopted, and; that local authorities develop the competencies to prepare social and economic development plans and programs, to mobilize resources from the population for delivery of services, and to perform and implement activities. If devolution is to be adopted, the transfer of powers must be phased in, scaled to the level of resources, and must include serious training programmes.

Institutional and management challenges facing local authorities include those of mobilization of adequate and financial resources, and authority to spend. The most important competence challenge for local governments is to understand the needs of the people, and to develop long and short term economic development strategies and programs to meet the needs. Local authorities have a general shortage of skilled management, professional and technical competence to implement service delivery effectively, in a democratic and developmental way.

The capacity of local authorities to improve the life of the communities both socially and economically will be heavily influenced by the competency of all actors in local government. Chapter 2 reviews the *training needs* of various actors in local government in the region including citizens and their community leaders; councillors; management, technical and professional staff in local authorities; Ministers, top public officials and policy advisors of central government ministries responsible for and/or involved with local government; and, associations of local authorities. Gaps in performance and new competency requirements are identified for each client group, as are areas where training may contribute to increasing effectiveness.

While training can provide an element of a solution to the issue of competency of local governments, the effectiveness of training will be limited unless attention is paid to establishment of workable human resource development policies and systems that would enable local governments to attract and retain qualified personnel.

In order to decide what aspects of the demand and what opportunities to take on, and how to deal with them effectively, training institutions need to develop a coherent strategy. The second half of this document focuses on *a strategic framework for training institutions' response to local government training needs*. Chapter 3 reviews the key challenges training institutions face in delivering services to local government clients, and outlines the strategic choices they must make in terms of programs and services, intervention methods and resources.

The *key challenge* facing training institutions is that of relevance to society and competent service to national development. Training institutions must be conscious of the management and policy issues facing local government, and must have the institutional and management capacity to respond to the changing needs. They be effective only if they have enough information about local government and the main local authorities in their country, and about issues of economic development and delivery of services as seen by communities, the government at all levels, and other relevant actors. This information task requires capacity (including the competency and means) to do research, and consultative mechanisms with their client groups.

Institutional capacity to respond to changing needs implies a certain measure of autonomy and self-reliance, an adequate and balanced portfolio of financial resources. It also implies the ability to attract, retain professional staff, and to develop them so that they may be well versed in the day-to-day realities of local government, in participatory training approaches and methods, as well as in the policies and cutting edge concepts and practices in the field of local government. Attention must be paid to professional staff development policies and reward mechanisms to motivate those who are qualified to remain with the training institutions and to make innovative contributions to it. In mapping out a strategy to meet the training demand of clients in local government, training institutions must pay attention to defining their current institutional strengths and weaknesses and identify ways to develop their resources to ensure they can effectively meet their purpose in strengthening local government.

Assuming that training institutions have clarified their purpose, values and beliefs, and have a thorough understanding of the management and policy challenges and issues which are key to strengthening local government in their country, they must make *strategic choices* on their main target groups, on services and programs they will offer, how they will operate and how they will acquire, create, allocate and organize their resources to deliver these services.



Training institutions must aim to apply integrated portfolios of intervention means including training, consulting and research so that they may effectively play their role in local government capacity development. A broad range of training methods and consultation approaches, as well as the variety of action-research methods and tools can be drawn upon to meet the competency needs of local government clients. A matrix outlining the various possible choice of intervention methods that can be used for each training need and for each client group identified as key in strengthening local government in the region. This matrix was developed by African local government and training practionners at the Training Strategy Workshop in Mombasa, is included in Annex 2 at the end of the document. Training institutions are encouraged to ensure the development of competence within their institutions to handle these means of intervention.

Chapter 4 suggests that an *agenda for local government training in the 1990s* is required, and proposes the following strategic directions for training institutions in the region:

- . *develop national strategies for local government training:* While a regional training strategy framework can provide a context into which training institutions operate, strategic management is an activity that every institution has to undertake, with input from its' constituents, the clients and other stakeholders , and with the full participation of professional staff, all of whom possess information needed to make strategic choices and who will be interested in their implementation.

- . *systematically collect and process information on local government:* training institutions can hope to be relevant and effective only if they have enough information about policy and management issues, about the local government system and its beneficiaries. Basic information data banks on local government must be collected and processed systematically by the institutions.

- . *identify and manage institutional linkages:* training institutions must develop the capacity and professional commitment to identify, consult and collaborate with their essential stakeholders such as local authorities, ministries of local government and communities having a direct interest in the existence, outputs and performance of their institutions. Linkages with other institutions pursuing similar or complementary purposes at the local or regional level are proposed. A sound strategy should determine priority areas for cooperation, desirable partners, and methods to be used, as well as resources earmarked for cooperation. Establishment of more or less structured networks of national or regional cooperation may prove useful in this respect.

- . *develop a strategy to attract, develop and retain professional staff:* the quality of professional staff is a critical determinant of the effectiveness of any training institution. Identification of a strategy to develop and adapt faculty to the changing needs of local government and of the training institution itself is critical. Policies and management alternatives on the issues of salary and schemes of service for local government training professionals must be carried out, and innovative and best practices documented and disseminated.

***Challenges of Local Government in Eastern and Southern Africa***

Assuming that training institutions exist to improve the competency and institutional capacity of those they serve so that they may perform their economic and social functions more effectively, then any training strategy to strengthen local government in Eastern and Southern Africa requires a common understanding of what is meant by local government, and of some of the challenges local governments face in the era where the focus and priority is on economic recovery.

Local government has been variously defined by several writers and governments, but ultimately most definitions agree with the concept of local government as:

the management of services and regulatory functions by locally elected and/or appointed councils and officials responsible to them (local authorities) which, while subject to statutory and inspectorial supervision of national (or state) government, are endowed with enough financial and other independent power, discretion and responsibility to admit a fair degree of local initiative and policy making.

Thus, local authorities have the potential to be the self-expression of the people themselves, whose powers are retained by the citizens of each community in the country to provide the necessary local services for themselves. These include land allocation, security, infrastructure (roads, water, electricity and housing) and social services (health, education and recreation). Through delivery of effective services, local authorities are meant not only to serve the immediate needs of the community but also to create an environment conducive to further investment and development in their locality.

This definition implies two dimensions involved in local government, namely, the dimension of a central government willing to devolve power and responsibilities on the one hand, and the dimension of citizens in a given locality prepared to assume the obligations and cost of such devolved power through their local authorities. While decentralization has taken different meanings, from deconcentration of civil servants working in the field with authority to make decisions in the execution of central policies, to devolution of power to make decisions (including some restricted policy making power) to representative local authorities, the above definition of local government which captures the consensus of the Training Strategy Workshop in Mombasa implies the need for moving in the direction of devolution.



### *The Challenge of Decentralization*

One of the most enduring challenges to local government in the region is the fact of decentralization itself. Whether it is through deconcentration, delegation or devolution, the fact that central governments officially engage in the process of decentralization constitutes a change in philosophy emanating from an analysis of a desirable approach to governance, and a recognition of the institutional capacity limits of continuing to do centrally whatever it is that is now being decentralized.

The type of decentralization engaged into depends on its objective. This could be a genuine seeking for greater efficiency, political stability, or democracy. It could also in part be the transferring of responsibility to local authorities for grappling with an economic crisis that central governments are no longer able to deal with. Whatever the objectives and reasons behind the trend towards decentralization, the reality is that central governments cannot provide all and that centralized development strategies have not been able to benefit the local communities for whom ultimately they were intended. Another reality is that ultimately, people will demand to participate in, and to influence more directly the institutions which claim to exist for the ultimate purpose of raising and maintaining their level of living through the provision of services and the development of their economy, in order to contribute and generate sufficient resources to do so.

Generally, central governments are controlling and have inadequate mechanisms for consultation with local authorities - if any at all. Despite the official statements and commitments to decentralization, local authorities in many countries of the region are still looked upon essentially as subordinate mechanisms through which central governments can arrange the delivery of services for the state's citizens. Indeed, post-colonial governments of the region have generally given priority to central planning and administration and have neglected ideas and priorities as seen by the community.

There are a number of reasons for this. First, the predominant development theory of the last three decades advocated the need for a strong rational and centralized state. Patterns of development assistance made strong central governments in Africa a condition for assistance because these were supposed to guarantee stability, which in turn was seen as a condition for development. This combined with national governments' quest for unified national systems, did not allow for strengthening of local governments. Finally, the whole development administration strategy was based on central government as the main actor in development, not just against local government, but also the private and non-profit sector. All this not only led to the underplaying of decentralization and the underdevelopment of local government, but also to the inadequate provision of financial and human resources for local authorities to carry out even some of the few responsibilities given to them, thereby perpetuating and reinforcing the view that local governments are ineffective.

Decentralization has become necessary for effective governance. Its type, objectives, pace, form and content depend on existence or development of a national consensus obtained through interaction between central and local governments. It also depends on the demand from the people for a specific type of decentralization and their capacity to influence decision-making. Some central bodies, which stand to lose some of their powers, have resisted decentralization. Moreover, local bodies are often not trained to handle certain powers. If the devolution model is adopted, the more the local levels know what they want, and the higher the capacity for implementation of their mandate, the greater the case they have for more authority. Governments who are committed to decentralization have come to realize that a transfer of powers must be phased in gradually, scaled to the level of resources, and must include serious training programs.

### *The Challenge of Democracy*

Devolution of policy-making power to local authorities is potentially an ideal training ground for democracy because it gives to a great many elected councillors and the citizens who are part of community organizations plenty of opportunity to practice, and learn to understand the full process of political decision-making. Local government offers an opportunity for citizens to express their will and to influence the type of development they want.

Devolving power to the local authorities is an essential condition for the development of fully participative and democratic society. It is not possible for local authorities to be democratic in their approach unless they have autonomy to respond to local demands. Yet creating the conditions conducive to furthering democracy to the people does not necessarily lead to greater democracy. How often has power to serve been transformed into power and authority to oppress? It is quite possible for local authorities who do have power to use it to suppress local expression and to be a negative buffer between the people and central government. If the objective of decentralization is democracy, it is essential that devolution be seen as an instrument of the development of democracy where local communities have a voice, and not as a process of power sharing between different levels of the state.

Devolution assumes that citizens are aware of their civic rights and responsibilities, can articulate their needs, are organized to establish demand, and have a legitimate role to play. In the pre-colonial period, leaders of various urban community based organizations, where they existed, were closely involved in the administration of cities. With the distortions of the meaning of democracy under colonialism and the subsequent withering away of the culture of democracy in many Africa countries, there is a danger that local authorities and the private sector could control provision of service, leaving the communities out of the process.



The call for democratization of society by increasing citizen participation and the positive response by donors, governments and development theory provide an opportunity for reactivating and strengthening a civic culture in which citizens participate in government affairs. Democratization assumes a democratic election system and a system of public accountability whereby local authority staff and elected members can be made to answer publicly and even be removed if they fail to carry out their duties competently. Moreover, one of the real challenges if more responsibility and initiative is to be given to communities at the local level is to develop new ways of fostering their participation in decisions that affect them.

Efficiency of local government to secure higher standards of living for the people while enhancing democratization is limited by the lack of quality and vision of the Councillors who provide the political leadership. The drive to foster democratization has so far been undermined by the low level of civic knowledge of citizens, the low level of civic competence and inexperience in managing public affairs of the leaders which is compounded by the functional illiteracy of many councillors. This is an area where training can contribute through civic education for citizens, community leaders and councillors, and management training for councillors.

There is a dynamic relation between the competence of local authority staff and the democratization process. It is incumbent upon local authority staff to identify needs of the community through their elected members and community organizations, to ensure that articulation of needs of citizens is done by providing information and developing means to interact with the constituency and their councillors more effectively. Consultation with actors in the social and economic sectors of the community (including the private sector and the NGOs) is not easy as local authorities may be concerned about not being able to control the outcome-consultation can generate demand and could lead to conflict. Local authority staff need to develop skills that will make them both capable and comfortable with consulting the communities whom they serve.

### *The Challenge of Economic Development*

While under normal circumstances, local authorities must pay attention to stimulating the economic growth of their jurisdictions, in an era of economic crisis the need to promote economic development more vigorously down to the grass-roots is an issue of survival. Local authorities have a responsibility to ensure that facilities and needed services are available at the level of reliability, efficiency and affordability that would ensure access by citizens and guarantee the continuously enhanced productivity of the municipality.

Local authorities can play a very important role in advocating for the type of development that reflects the needs of the communities at the local level by formulating policy proposals and inputting into national development policy and programs. They have not played this role effectively for a number of reasons: 1) central governments still tend to hesitate to devolve real planning powers to the local level; 2) where there is political commitment to devolve, the legal frameworks for planning are often inappropriate; 3) the political imperatives and short time horizons of electoral office are such that councillors tend to focus on short-term political considerations in the planning process, and; 4) there is limited competence of local authorities to prepare economic development plans and programs, to mobilize resources from the population for provision of expanded services, to perform and implement activities.

Local authorities must pay greater attention to the growth and prosperity of all categories of economic actors within their jurisdiction be they from the private or not-for-profit sectors, and promote a consultative relationship through which their communities can input into the formulation of economic development plans and programs. Moreover, local authorities have a role to inform national policy making by formulating and advocating for policy alternatives that reflect the needs of their communities. This requires skills in formulation of economic policy and programs, and in influencing change.

### ***Institutional and Management Challenges***

The challenge of local government institutions, of their staff and management is to attain the objectives of decentralization, strengthen local government as a democratic institution, foster economic development of their communities and deliver the services which people need in an efficient and responsive manner. In order to do this, local authorities need material, financial and human resources.

### **Mobilization of revenue**

Delivery of services by local authorities is often perceived (by both the citizens and central governments) to be less than efficient and requiring improvements. Local authorities point to inadequate financial resources as a major contributing factor. This is often linked to failure of Central Governments to match responsibilities given to Local Authorities with reliable, equitable and buoyant supplies of subventions to enable local governments to meet their objectives effectively. Central government allocations to local governments have been subjected to frequent or arbitrary alterations. Revenue sources and boundaries are in some cases unclear between Central government and local authorities and/or there are inadequate legal and administrative mechanisms to collect revenue. Finally, decision-makers in local authorities are reluctant to adopt increases in payment of service charges because of potential negative public and central



government reaction or for different reasons depending on their source of legitimacy.

There is a definite trend for Central Government to reduce or even eliminate subventions to local authorities. Moreover, economic and fiscal crises have led African governments to adopt structural adjustment programs in which strong local governments are encouraged to provide basic social and economic services. These programs are most often characterized by a general policy of cutting down on government expenditures, retrenching of public servants, and pressure for governments to work with and rely on partners from other sectors of the economy (i.e. the private and non-government/not-for-profit sectors) to provide services at the local level. At the same time, industry and citizens whose budgets are being stretched with increased prices on consumer goods and services, often fail to see the linkages between quality and quantity of services and taxation, making mobilization of financial resources increasingly difficult. Local authorities are challenged to become increasingly self-sufficient and responsible.

Key questions to be addressed include identifying how increasingly autonomous local authorities can go about raising a significant proportion of the financial resources they require, and how they can ensure that they mobilize on a continuous basis all the sources from which they can derive revenue.

While adequate amounts of financial resources is certainly a key issue in local governments' ability to provide services, the authority to spend, the right to dispose of revenues in an expenditure budget over which the council can exercise independent control is also critical to effectiveness. Local governments typically have to go through lengthy centralized bureaucratic processes to obtain authority to spend.

Devolution of authority requires establishment of adequate financial controls and ability of local authorities to manage these finances well, both conditions which are clearly lacking. Transfer of authority to spend must be accompanied by competence by local authorities to handle financial responsibility and adequate accountability systems.

### **Institutional capacity and management competence**

While mobilizing adequate financial resources and authority to spend are key institutional issues for local government, perhaps the most important competence challenge for the cities and towns of the 1990's is to understand the needs of the people, to put them into program terms so that they could be met, and to develop long and short term economic development strategies to meet these needs.

Local authorities have a general shortage of skilled management, professional and technical competence to implement service delivery effectively, in a democratic and developmental way. Managers who emerge from the technical and professional ranks do not necessarily have adequate financial and human resource management skills to manage the complexities of local government affairs. They do not have sufficient experience with innovative approaches required to address new problems associated with a changing policy environment and rapid urbanization. Moreover, they have difficulty in managing the interface between their administrative/bureaucratic imperatives, priorities and procedures, and those of the community as represented by politicians at the local level, often leading to conflict and paralysis to act on service delivery.

For devolution to local government to be effective, local authorities have to develop institutional and management competencies to : a) clarify and work within the boundaries of the relationship between central and local government , b) use creatively the dynamic relationship between the political and the technocratic systems which form the local authority and to draw the best out of each other in order to better serve the communities, c) develop the optimal level and mechanisms for citizen participation in decision making and in the articulation of economic and social development strategies, d) develop policies and strategies for the delivery of services for which they are responsible, and decide how to generate resources to support these, and e) create and develop efficient systems, mechanisms, and instruments with which to deliver services to the communities.

One way of increasing the competency of local government, particularly where this can be linked to a need for acquisition or upgrading of knowledge and skills, is through practical supervisory and management training anchored in local government reality, as well as regular in-service updating and upgrading of staff. This requires the formulation and adoption of comprehensive training policies and systematic provision of local government training for all actors involved in local government .

While training can provide an element of a solution to the issue of competency of local authorities, human resource management practices adopted by local authorities are important to increasing their effectiveness. One key issue is how local authorities can develop clear and widely accepted standards of work performance and service to the public for all levels of staff which are monitored through supervision, and reward systems for good performance and service to the public.

One important reason for the shortage of competent management, professional and technical competence in local authorities is the failure of Governments to evolve workable human resource development systems that would enable local authorities to attract and retain qualified and

competent personnel, while at the same time bestowing upon Local Councils adequate and effective control over such personnel. Here again, key issues are local authority autonomy to decide on conditions of service, and their ability to mobilize revenue to offer terms of service that can attract and retain high quality staff in competition with central government, parastatals and the private sector. This is particularly serious in a context of shortage of specialized skills (accountants, engineers, architects, etc.)

Efforts at increasing performance of local authorities through strengthening its human resources base must include research on human resources development policy dimensions of personnel planning and recruitment, improvements in pay and rewards structures to attract and retain qualified staff, professionals and managers, local government autonomy in fixing salaries and recruitment of staff, schemes of service issues, etc.

**The effectiveness of training will be limited unless institutional and human resource policy issues are identified and dealt with.** Indeed, the various challenges to local governments described in this section have institutional and management dimensions which impact on the competence of the system. Training can contribute to raising and addressing human resource management practices and systems issues, but ultimately local governments must take on the responsibility for resolving them. Training institutions for their part can directly increase the competence of local governments through delivery of training that is both responsive and relevant to the needs and challenges of local governments. For this, they must have a clear picture of the training needs of various actors in local government.



### ***Training and Institutional Development Needs of Local Government***

Training for effective local government must be targeted at all the key actors in making it work. These include the citizens and their leaders in the community, their elected representatives in the councils, local authority staff at all levels, and associations of local authorities. They also include politicians in Central government who have something to do with local government, especially the Ministry of Local Government, and officers who develop policies and guidelines within which local authorities must operate and who, consequently, can either foster or inhibit effectiveness of local government. Training can play a useful role by increasing the competence of all these actors at whatever level of intervention they may operate.

#### ***Councillors (Elected Representatives)***

Councillors are key actors in local government. They represent the citizens and are supposed to provide political leadership. Yet they have not been as effective as is desirable, having a low level of civic knowledge and inexperience at managing public affairs. Elected members themselves realize that their skills and knowledge are seldom adequate to fit them for making informed decisions about all the complexities of contemporary local government. They also need to increase their capacity to work with central government and their own officials at the local level.

#### **Training of New Councillors**

New councillors are usually politically prominent people in their community, who come to local authorities with or without prior management skills and/or knowledge of local government systems and legislation. They therefore need to be informed about:

- 1) what local government is about: the legislation, enabling act, local government structures and decision-making processes, local/central government relations
- 2) structures and function of the local authority: services provided to the community, departmental functions and reporting relationships, functions of committees, rules of debate, etc.



3) councillors' role, responsibilities and powers in ensuring provision of services to the community and in economic development. Key principles to guide their actions, including supremacy of public over private interests

4) democracy at the local level: accountability of council to the community, role and responsibilities of citizens in initiating and monitoring what their local government does (services, financial), the role of citizens and local government in development planning and development policy, and the need for dialogue with citizens- to be close to and constantly get input and views from their constituency

#### **On-going Training on Management Concepts and Skills**

During the course of their mandate, councillors are called upon to either make or approve management decisions. Exposure to management concepts, principles and practices to enable councillors to gather, interpret, analyze and use information in making decisions in the context of carrying out their duties will contribute significantly to professional management of local authorities.

##### **- Financial Management**

Key decisions councillors have to make are in the area of financial management. To enable them to ask the right questions when faced with these decisions, councillors need to be introduced to budgets- what they are, budget cycles, budget preparation and implementation. They also need to be familiar with sources of revenue and collection, and principles of allocation of expenditures.

##### **- Communication Skills**

Councillors are responsible for ensuring that provision of services is managed in the most cost-effective manner by local authority officers. Their communication skills, particularly their ability to ask pertinent questions, to listen and to communicate with the citizens as well as local authority staff are key to them playing their role effectively.

##### **- Leadership and the Management of Change**

For councillors to provide the political leadership at the local level, they must be aware of

national and local economic and policy environment and issues, in the context of a changing political/ economic reality. They need to be able to formulate and discuss policy and management approaches acceptable to the local level and Central Government, and also to be able to develop strategies for influencing Central government policy on local government issues.

- **Managing and Conducting Meetings:**

Since a good part of councillors' duties are carried out in the context of council and committee meetings, they must not only be familiar with standing orders and procedures for conducting meetings, but also be able to manage agendas and discussions so as to lead to effective decisions.

- **Literacy (where Necessary and Appropriate)**

Functional illiteracy of many councillors inhibits their full participation as representatives of the people. Moreover, there is often a discrepancy between the language of discussion (vernacular) and the language of documents and laws (official language). Literacy training for councillors, anchored in their work in local government can enable them to read documents they must work with in carrying out their duties, including laws, rules and regulations, minutes of meetings and resolutions, and policy papers so as to facilitate their full participation in council affairs.

***Management, Technical and Professional Staff in Local Authorities***

Competent management, technical and professional staff are essential to manage local authority affairs, and deliver efficient, cost-effective services to the public. Assuming that human resources policy issues and institutional factors are addressed, the following training can contribute to increasing competence of local authorities.

**Induction and Orientation of New Staff to:**

- 1) what local government is about: the legislation, enabling act, local government structures and decision-making processes, local/central government relations
- 2) structures and function of the local authority: services provided to the community, departmental functions and reporting relationships, role and responsibilities of council

3) their job, position, systems and procedures

4) service to the public: interfacing with citizens and with their elected representatives, and with the various actors in the economic and social life of the community.

### **Management Skills**

Managers who emerge from the technical and professional ranks do not necessarily have adequate financial and human resource management skills to manage the complexities of local government affairs. They lack experience with innovative approaches required to address new problems associated with a changing policy environment and rapid urbanization. Moreover, they have difficulty in managing the interface between their administrative/bureaucratic imperatives, priorities and procedures, and those of the politicians at the local level, often leading to conflict and paralysis to act on service provision.

#### **- Progressive Local Government Management Training Programs**

There is a need for progressive general supervisory and management training programmes for technical and professional staff as they move into supervisory and management positions. These need to cover human and financial resources management skills and approaches based on local government systems, procedures and tools, with special emphasis on communication, and managing and influencing change.

#### **- Financial Management and Mobilization of Resources**

Given the importance of mobilizing adequate sources of revenue to sustain local authorities , special emphasis must be given to providing training on financial resource management and developing the capacity of local authority staff to identify and to mobilize sources of revenue.

#### **- Development Planning and Management**

To become effective contributors to development, local authority staff need to be able to develop a number of skills. They must be able to promote a consultative relationship with all categories of economic actors within their jurisdiction be they from the private or not-for-profit sectors (including NGOs and gender sensitive organizations), through which their problems relative to



quality of service provision are discussed and strategies formulated to deal with them. They must also be able to prepare investment plans, mobilize resources from the population for provision of expanded services, and perform and implement activities effectively.

- **Democratic Decision-Making : Managing the Interface with Citizens and Councillors**

There is a dynamic relation between the competence of local authority staff and the democratization process. Local authority staff must be able to identify needs of the community through their elected members, to ensure that articulation of needs of citizens is done by providing information and developing means to interact with the constituency and their councillors more effectively.

- **Formulating Policy Alternatives and Influencing Change**

Local authorities have a role to inform national policy making by formulating and advocating for policy alternatives that reflect the needs of their communities. This requires that they be aware of the national and local economic policy environment issues, and the implications of changing political and economic realities (for example, ESAP among others). It also requires skills in policy formulation and influencing change: how to stimulate/encourage debate and dialogue with Councils and citizens on policy issues, how to formulate policy alternative and lobby for /influence policy change reflecting the needs at the local level. Chief Officers (Town Clerks) who are at the interface between the policy makers at the local and central levels are a particularly important target group for such training.

**Updating and Upgrading in Specialized Areas to Combat Obsolescence:**

Technical and professional staff need to be periodically updated in their area of expertise. This is particularly important in order to keep them abreast of developments such as new accounting methods and tools and new technology (in engineering, for example). Whatever their professional expertise, staff exposed to management information systems, data handling and computers need to be upgraded to function in this environment.

***Communities (Citizens and their Organizations)***

Citizens' participation in government affairs is one of the most challenging strategic concerns if local governments are to meet their objectives. By demanding services and holding local

government accountable, citizens and communities can ensure that government truly represent their interests. This presupposes that citizens are aware of their civic rights and responsibilities, can articulate their needs and are organized.

### **The Need for Civic Education and Community Awareness Programs**

Citizens need to be made aware of their rights and responsibilities to demand, participate in and monitor delivery of services to their community. They must be made aware of the costs of infrastructure, social services and housing, and of the need for mobilization of resources including taxation for delivery of these services. Finally, they must also be conscious of the accountability of the elected and the bureaucracy to them, and their role in ensuring the integrity of their representatives.

### **Training of Community Leaders**

One way citizens can participate in delivery of services and policy formulation is through their community organizations. These organizations need community leaders who can truly foster citizens' participation around issues of concern to them, and assist in the formulation of proposals that lead to change. Natural community leaders who emerge in response to demand for services within the community need to develop knowledge about power relationships (who controls, where do the funds come from, roles and responsibilities of citizens, etc) and about financial mechanisms for services delivery. They need to learn how to collect information and present facts, how to prepare projects, how to mobilize the community to demand services and participate in their implementation, and how to influence change in policy, programs and services.

### ***Ministers, Top Public Officials and Policy Advisors of Central Government Ministries Responsible for and/or Involved with Local Government***

Ministries of Local Government and other Central Government ministries are responsible for equitable provision of services throughout the nation, and the just distribution of scarce resources and benefits through the local government system, in particular through local authorities. These Ministries establish policies and map out programs which impact on local authorities. Close contact with local conditions is essential if economic development is to be planned realistically, with optimal selection of priorities and appropriate use of services and resources.

Generally, Local Government Ministries are controlling and have inadequate mechanisms for consultation with local authorities- if any at all. Ministers, top public officials and their policy advisors charged with local government responsibilities need to develop consultation mechanisms and skills to draw upon local government initiative more effectively. They need to develop approaches whereby they can provide leadership in policy and development programs on a national level while mobilizing the energy and resources at the local level.

### **Current Policy and Management Issues on Central/Local Government Relations and Decentralization**

Ministers provide leadership in Central/local government relations and on issues of fostering governance. Top public officials and their policy advisors recommend policy options and make decisions that have an impact on local governance. Ministers need to be exposed to ideas and exchange of views on current central/local government policy issues so that they may appreciate the role of local government in development, and the policy issues that must be addressed to foster governance. Top public officials need to be exposed to policy alternatives and management approaches that foster local governance, so as to make more informed recommendations on policy and procedures that facilitate local government rather than hinder it.

### **Training of Ministers and Senior Officers New to Local Government**

Ministers and senior officers who are newly appointed to local government and have not been involved with local authorities in their previous positions in government, need to be informed of central/local government roles and relations, legislation governing local government, rights of local authorities to make laws, by-laws and regulations, and the responsibility of the Ministry of Local Government to be enabling.

### **Participatory Policy and Decision-Making**

Senior officials of Ministries responsible for local government recommend policies options and make decisions that have an impact on local governance. A lot of these decisions are made without reference to local authority needs, threats and opportunities. Hence opportunities for improving governance are lost by default.

Central government officers tend to be directive in their approach. They need to develop the ability to develop policies and programs reflecting the needs of communities at the local level.



They also need to develop the skills to stimulate/encourage/get input from the local authorities i.e. to establish a dialogue with local authorities on current policy and management issues critical to effectiveness of local authorities in providing services at the local level.

### **Effective Decentralization**

Despite official statements in support of and commitment to decentralization, in some cases central government officials have tended to hold on to power and resist decentralization to local authorities. Policies, procedures and systems governing central/local government relations have reflected this tendency to centralize and are consequently more stifling than enabling. In other cases, the capacity to initiate, manage, redefine and rejuvenate the decentralization process has been inadequate. Whatever the case may be, public officials need to be able to create an enabling environment for local authorities to carry out their objectives. This includes developing the capacity to assess the responsiveness and appropriateness of current policies, procedures and systems to facilitate provision of services at the local level. It also includes developing the ability to elaborate guidelines governing management of services and development planning by local authorities while giving them authority and responsibility to carry these responsibilities out.

### **Managing Change**

As central governments adjust to economic and political imperatives in their environment, they develop new policies and approaches. They can build these policies into operations in a way that consolidates power in central government hands or in a way that fosters decentralization and democratization. Ministries responsible for local government who choose the latter approach need to have the ability to manage the transition effectively in collaboration with those who are affected by the changes, both in the ministry and in local authorities.

### ***Associations of Local Authorities***

Local Government Associations bring together those who work in Local Government to share information and experiences, build support networks, initiate policy dialogue and carry out policy activities, present a common voice for local government on policy and management issues. Strong National Associations can play an important role by identifying the needs of their members and could constitute a source of information on good local government practices. Associations can also be useful in peer group supervision of professional standards and initiating new areas of activity.

---

Existing National Associations have been more or less effective in providing information services, and identifying consulting and training resources for local government, depending on availability of resources and time of Association staff, and on their management and organizational skills. To date only a few have become major instruments of policy initiation and advocacy for their members. Local authorities in many countries are still not organized in associations and do not know how to go about setting up an association.

- **How to Form and Manage a Membership-Based Organization**

Local authorities who are involved in leading national associations or who want to establish one in their country may need to be exposed to the structure and work of other associations and to develop skills in programming to provide services to local authorities that meet their needs and objectives at the local level. In addition, they may need to develop skills in managing finances (membership fees, cost-recovery of services, etc), mobilization of resources within the constituency, and membership participation in decision-making

- **Influencing Policy and Programs**

In order to play their advocacy role effectively, association members need to know how to collect information and present facts, how to prepare policy positions and projects and mobilize their members to influence change in policy, programs and services. They also need to develop strategies on linking up and working with institutions that may provide research and training support to their members.

**Conclusion**

Training needs and opportunities for national training institutions to play a useful role in strengthening of local government are considerable. At the same time, training interventions have not to date significantly improved local government performance. Institutional constraints have been identified and training needs have been outlined for different target groups.

In order to decide what aspects of the demand and opportunities to take on, and how to deal with them effectively, training institutions need to develop a coherent strategy. Chapter 3 of this document outlines a strategic framework for training institutions' response to local government training needs.

***A Strategic Framework for Training Institutions' Response to Local Government Training Needs***

Any coherent strategy to strengthen local government in Eastern and Southern Africa must be based on an understanding of the objectives and needs of the client system. Key challenges for local government in an era of economic recovery in Eastern and Southern Africa have been identified in Chapter 1 of this document. Chapter 2 has detailed the training and institutional development needs of local government.

A training strategy to strengthen local government requires identification of the institutions who are and could be meeting the training and institutional development needs of local governments. It also requires a common understanding their role in the total process of enhancing competence, practices and effectiveness of management and policy making in local government, and of their strengths and weaknesses in responding to the demand.

Training institutions have been defined in this document as institutions who are or could be in the position to carry out research, and provide training and consultancy services to strengthen the management and institutional capacity of the various actors in local government. These include governments, national and regional training institutions, universities, colleges and polytechnics, professional associations, Non-Governmental Organizations (NGOs) and private sector firms.

These training institutions must assess what their staff are actually able to achieve in teaching, consultancy and research in support of local government, what their sectoral background and experience level, flexibility and adaptability to new situations and commitment is, and what practical problems they can and wish to tackle. Their links with local authorities, central government as well as the community, their ability to finance for new action, and other such questions must be considered.

This part of the document first outlines key challenges for training institutions in assessing their role in enhancing competence, practices and effectiveness of local government, and of their capacity to respond to the needs of local government. It then goes on to describe some of the strategic choices that governments and training institutions must make in articulating their response.



## *Challenges of Training Institutions in Strengthening Local Government*

### **The Challenge of Relevance**

Institutional effectiveness is above all relevance to society and competent service to national development. The definition of training institutions' purpose is the most fundamental strategic choice, one that provides the orientation and framework for all other choices.

The concept of an effective training institution assumes that its purpose is defined in relationship to the environment, in terms of socially desirable changes to be ultimately achieved. Training, research, and consultancies are only an intermediate product and the numbers of persons trained cannot indicate whether the ultimate purpose is achieved. Even increased competence of individual managers, staff and councillors in local authorities has to be reflected in more substantive changes, such as improved performance of the local government system and the organizations in fostering democratic practices, improving delivery of affordable and equitably distributed housing, infrastructure and social services at the local level, creation of an economic environment to generate resources for delivery of those services, and ultimately improving the social and economic life of the communities local authorities are meant to serve.

The challenge for many training institutions is to go beyond the aim of delivering good quality courses, graduates, research reports, etc. to developing a sense of national, corporate and civic responsibility for achieving global national goals, defining their objectives and services in this spirit, and evaluating their performance in this context.

Improving organizational performance of local authorities requires that training institutions adopt integrated approaches to development of organizations within the local government system. Training institutions in the region tend to focus on the delivery of formal courses and not on comprehensive programmes and services aimed at increasing the capacity of local authorities to become well-functioning and self-sufficient. Although some institutions have a mandate to carry out consultancy and research activities, most limit their activities to delivery of formal courses. Moreover, there is an over emphasis on administrative staff training with little or no focus on higher level financial, technical and management training. There is a severe lack of training on policy formulation and advocacy for change.

Training institutions may be reluctant to refer to more than increased competence of individuals within local authorities in defining their purpose. To change managerial behavior, enhance organizational performance, achieve improved services delivery, economic and social development for the communities may be formidable tasks to which an institution can contribute

through training and practical interventions, but which cannot be achieved by the institution alone and may require changes in policy or organizational set-up. Training institutions can cooperate with client organizations in their attempts to deal with these issues but they cannot assume all organizational and management development responsibilities of local government actors. They must be clear about exactly what and how they can contribute to increasing local government institutional and management competence at the local level and assess their impact accordingly.

Most of the training available to local authorities and officials in ministries of local government is still in general public administration, and is not specific to local government issues and realities. Moreover, the training has little or no relevance to local authorities in managing day to day activities and there is little follow-up on the job, if any at all.

If training institutions want to be effective, they must be relevant and grounded in local government reality. They must aim at developing good local government management theory from generalized experience through research, and put high emphasis on applying in practice what is taught in the classroom. The training they provide must be linked to problems faced by local governments as they attempt to meet their objectives, and result in developing the capacity of all actors in local government to solve these problems.

There is a need to develop a strategy that fosters local self-reliance in learning to confront and resolve intricate urban problems in individual national economies in the region. For their services and programs to be relevant to all client groups in local government in the region, training institutions must be conscious of the management and policy issues and challenges in the environment in which they operate, and must have a capacity to respond to their changing needs. Institutions can hope to be effective only if they have enough information about local government and the main local authorities in their country, and about issues of economic development and delivery of services as seen by communities, the government at all levels, and other relevant actors.

This information task requires capacity (including the competency and the means) to do research and maintain close contact with clients groups. While institutions may choose to rely on course participants as sources of information and feedback, institutions are likely to learn more from developing consultative mechanisms with their client groups and active links in the communities they serve, and from carrying out problem-centered research resulting in development of practical conceptual frameworks and tools useful to clients in thinking through the particular types of problems they face, as well as case studies to inform training.

### **The Challenge of Fostering Participation**

One of the challenges in local government is the fostering of participation and democracy at the local level. Training institutions whose aim is to strengthen local government must be consistent with the principles and values they expect their clients to apply in their daily lives, both in terms of the management theories and practices they propose, and in the approaches to learning that they use.

Yet much of the training available to clients in local government is supply-driven, directive and formal and does not draw upon the experience of participants as an important source of knowledge. Few institutions interact with clients in developing their objectives, services and training materials. While some institutions develop case studies to be used in their courses, there is still limited use of interactive, experiential learning approaches drawing extensively on participants' existing knowledge, skills and experience.

### **The Challenge of Autonomy and Self-Reliance**

If the main objective of local government is to improve local governance through devolution of authority, governments (in most cases through the Ministry of Local Government) should aim at modelling their national local government training institutions as closely as possible on the ideal of well run and dynamic local authorities, vested with as much autonomy and authority to make decisions about their operation as possible.

Total or considerable financial dependence of training institutions catering to local government clients tends to carry with it limited decision-making and operational autonomy. The impact of finance on training institutions' behavior is important to their effectiveness in meeting the needs of local government in their country. The sources of finance and conditions on which training institutions receive it, be they from central government or donor agencies, may have a stronger influence on what the institutions actually do, than some considerations concerning purpose and technically desirable orientations. Training institutions should assess the sustainability of what they are trying to do and ask themselves to what extent they can run sustainable training programs if they depend mostly on external funding.

The challenge for training institutions currently or potentially involved with local government training is to seek increasing autonomy, and to achieve a balanced portfolio of financial resources including sponsorship from different client groups, self-financing through charging for services, and grants for activity areas or projects.



## **The Challenge of Institutional Capacity to Respond to Training Needs of Local Government**

Local authorities, communities and ministries charged with local government responsibilities need access to professional training opportunities, to information on good practices (data banks and newsletters, for example), to consultancy services (for example, to assist with development planning) and research support (for example, to assist with investigating policy alternatives).

The effectiveness of training institutions to deliver such services is often limited by their lack of sufficiently qualified and motivated human resources, and by their financial capacity. Most training institutions who cater to local government have a great deal of difficulty to attract and retain professional staff because of inadequate salaries and conditions of service. Most training institutions have not paid sufficient attention to professional staff development policies and reward mechanisms to motivate qualified staff to remain with the training institutions and make innovative contributions to it. While relying upon their core staff, few institutions have developed means to call upon other resources for support.

Trainers charged with delivering local government training may have a general understanding of local government having been exposed to theory, but have had limited exposure to day to day realities of local government. Management, technical and professional experts who train in their fields of expertise have had limited exposure to participatory training methods. While some professional staff have been trained in research methods, they often have had limited exposure to organization development skills, action-research methodology, group process facilitation and consulting skills needed to provide the type of client-centered and problem-focused practical training, consulting and research services that their clients in local government require.

As is the case for local governments themselves, training institutions are subject to inadequate and unpredictable levels of funding. They do not often have sufficient access to training and research materials and have difficulty in getting funds for research, and new course or materials development. Autonomy to programme and finance their activities could increase the flexibility of training institutions to recruit and retain capable staff, and to provide a wider variety of services to local government clients.

In mapping out a strategy to meet the training demand of clients in local government, training institutions must pay attention to defining their current institutional strengths and weaknesses and identify ways to develop their resources to ensure they can effectively meet their purpose in strengthening local government. Objectives of ensuring the institutions's growth, improving staff competence, reallocating a percentage of staff time to major action areas such as consulting and research, building information banks, making the institutions better known, expanding facilities and achieving a healthy financial situation must be defined in relation to results to be achieved

in developing their institutional resources.

***Strategic Choices: Target Groups, Program Content, Intervention Means, Financial and Human Resources***

Assuming that training institutions have clarified their purpose, values and beliefs, and have a thorough understanding of the management and policy challenges and issues which are key to strengthening local government in their country, they must make choices on their main target groups, on services and programs they will offer, how they will operate and how they will acquire, create, allocate and organize their resources to deliver these services.

Choices imply alternatives, but not all apparent alternatives are necessarily mutually exclusive. Training institutions with a mandate to carry out research, training and consultancy but with few professional resources may choose to limit their activity to delivering a spectrum of formal training courses, when the optimum choice may be to combine research and training and have these activities feed into each other to produce more relevant services while increasing the institution's capacity.

Strategic choices can be made at different levels. Choices of training objectives, programs and services may be made considering the national context, and others considering also the opportunity that the regional context offers in terms of enhancing, for example policy orientation and coordination of efforts. Some may be made independently by national institutions, while others may be made in the context of more or less structured national and regional networks for institutional collaboration. Determining the level and constellation of the institutional environment is itself of strategic importance.

**Target Groups**

Training institutions must define their client base in the local government system (including organizations and individuals at the central and local levels) and their specialist services, consistent with the needs of this client base. They must determine how they can adopt a comprehensive approach embracing several levels while ensuring compatibility with other services provided to these same clients at different levels. They must also determine the balance between scheduled open programmes and those tailored to the needs of one or a small group of local authorities.

Choosing the geographical focus for the target groups is matter of mandate and capacity of training institutions to meet the needs of local government. Where training needs cut across national boundaries and could best be met through exchange of information and/or development of frameworks or models on a regional level, local government regional training activities could be made available through well-established training institutions who have a mandate to do so, for example through national institutions with scope for regional activities, or institutions established by joint decision or and sponsored by a group of governments. This could be very useful in technical areas where an existing institution has already demonstrated considerable competence, and opening its doors to clients from other countries or establishing a new special service for them may be the quickest, cheapest and technically most interesting way of making this experience accessible regionally.

### **Program Content**

Curricula adopted by a particular training institution reflects its own professional profile and perception of the environment above all. A pro-active institution will consult clients extensively and try to be as objective as possible in identifying present problems and assessing future trends and changing needs.

Choices of program content include teaching local government as it is, as it should be, as it will be, or as a combination of two or three of these alternatives. Relevance of training programs implies timely adaptation to new needs and challenges. Short-term seminars for practicing managers in local government tend to be more flexible in this respect. For example, training institutions can adapt or develop seminars for local authorities on managing services delivery under structural adjustment.

To equip client groups to meet future needs, rather than overloading participants with facts that may soon become irrelevant, the focus should be on methods and attitudes likely to help managers perceive and analyze future problems, devise new solutions, communicate with people and learn from every new situation.

Relevance also implies developing valid models of effective local government management in the region. Training institutions may have little alternative to using foreign management and training technology at the initial stages. However, close contact with local government practice and intensive research should inspire institutions to eliminate clearly non-functional models, retain some, adapt others and ultimately develop frameworks and models for local government that are unique to the national or regional context.



Other factors may be adverse to consulting and action-research : an excessively high teaching load imposed on trainers, inadequate budgetary allowance for travelling to client organizations, legislation preventing the charging of fees for consulting interventions and lack of reward systems for carrying out research. Thus, attention must be paid to the next fundamental groups of choices - those that relate to alternative approaches for acquiring, creating, allocating and organizing the training institution's human and financial resources.

## **Resources**

Ideally, institutional resources should be determined and organized after the purpose and portfolio of services have been defined. In practice, training institutions who serve local government have existing resources (human and financial) which may constitute a constraint that may eliminate or partially limit certain choices concerning purpose and services.

### **1. Human Resources**

Human resources constitute the principal asset of any training institution. Institutions develop, flourish, stagnate and decay with the arrival, growth and departures of their professional staff. Building a strong professional staff is therefore the only possible strategy open to institutions that do not want to stay on the periphery of the local government scene.

Strategic choices include: 1) the proportion of full-time and part-time staff to ensure programme coordination and continuity while at the same time maintaining close contact with the world of practice, and 2) the choice of how the team of professionals work: whether they work as a team in making choices about ultimate purpose, portfolio of mutually supportive means of intervention, links with the client base and all aspects of institutional management and activity.

The latter depends a great deal on the quality of the leadership which must be deeply rooted in the institution and have a deep understanding of the capabilities, values and aspirations of the staff (internal leadership), and must be active in building and strengthening links with the environment (external leadership).

### **2. Financial Resources**

There are various alternative sources of finance and ways of channelling financial resources to training institutions. Choosing among them and achieving a balanced portfolio of financial

### **Intervention Means**

The question of how to operate is no less crucial than that of defining objectives, target groups and programme content.

"Intervention means" include:

(1) basic intervention means such as training, consulting and research

(2) complementary intervention means such as information and documentation, and various other services to local government institutions and individuals.

**Training seminars** are designed to produce specific behavior changes identified as important during the diagnostic study of the client system.

**Action-research** is problem-centered, emphasizes the decision-maker's perspective, and gives substantial attention to the organizational processes through which actual outcomes are shaped. In an applied discipline such as management of local government, theory is generalized experience. If an institution does not want to be totally dependent on research undertaken by others, it has got to study concrete management experience of local government itself and aim at identifying general trends and patterns behind individual actions and situations. Hence the need for research based on field-study and fact-finding.

The research process includes direct work with the client system. Action-research is undertaken to understand and expose institutional problems and opportunities, to reflect on practice and influence institutional action and direction, especially when combined with a consultative process. An important product of the research is a set of practical conceptual framework useful to decision-makers in thinking through the particular types of problems they face. Findings of action-research can feed into the design and updating of seminar and teaching materials. The opportunity to interact with experienced individuals in a seminar context is viewed as a major opportunity for testing the validity and utility of tentative research conclusions and for identifying additional issues to be studied.

**Consulting** is aimed at increasing problem-solving capabilities of the client system itself rather than to solve problems for the client. Attention is given to improving organizational structures and management systems.

If practical application of a specific management technique is sought, consultancy and action-research on-the-job with active participation of the client in diagnosing problems, formulating and implementing solutions would be appropriate. While an institution may choose to rely on feedback communicated by clients on the results and impact of its training, it may actually learn more from trying itself to discover more about the ultimate impact of its activities.

**Thus, training, consulting and research are necessary and mutually supportive components of the institution's portfolio of intervention means, and elements of a single intervention process, which must be carried out in close collaboration with the client system.**

Within each basic means of intervention, there are further choices of methods. This concerns the whole spectrum of teaching and training methods from lecturing, to facilitating groups discussions, to field trips and practical attachments, the broad range of consulting approaches from those taken by traditional resource consultants to pure process consulting, as well as the variety of action-research methods and tools.

Participants to the MDP/GTI training strategy workshop mapped out a variety of possible and recommended means of intervention to be considered in meeting training needs of local government identified in the context of the Workshop. These are included in Annex 2.

Capacity and the development stage of training institutions in terms of recognized expertise and budget are important factors affecting choice of and ability to apply complete and integrated portfolios of intervention means. New and young institutions normally put more weight on training, trying to increase the share and role of consulting thanks to client contacts established through training. Only well established institutions that have provided evidence of research expertise and commitment can hope to be consulted on policy issues by government. For institutions to aim towards application of the type of integrated portfolio that is necessary for them to effectively play their role in local government training, they must ensure the development of competence within their institutions to handle these means of intervention.

---

<sup>1</sup>The matrix graphically represents the variety of possible intervention means, approaches and methods to be used in meeting training needs of local government clients. The matrix lists, for each target group, training needs outlined in Chapter 2 of document and the corresponding suggested intervention means, approaches and methods. It also identifies where interventions may be more appropriately limited to the national context, and where collaboration on a regional level may be considered and beneficial.



Other factors may be adverse to consulting and action-research : an excessively high teaching load imposed on trainers, inadequate budgetary allowance for travelling to client organizations, legislation preventing the charging of fees for consulting interventions and lack of reward systems for carrying out research. Thus, attention must be paid to the next fundamental groups of choices - those that relate to alternative approaches for acquiring, creating, allocating and organizing the training institution's human and financial resources.

## **Resources**

Ideally, institutional resources should be determined and organized after the purpose and portfolio of services have been defined. In practice, training institutions who serve local government have existing resources (human and financial) which may constitute a constraint that may eliminate or partially limit certain choices concerning purpose and services.

### **1. Human Resources**

Human resources constitute the principal asset of any training institution. Institutions develop, flourish, stagnate and decay with the arrival, growth and departures of their professional staff. Building a strong professional staff is therefore the only possible strategy open to institutions that do not want to stay on the periphery of the local government scene.

Strategic choices include: 1) the proportion of full-time and part-time staff to ensure programme coordination and continuity while at the same time maintaining close contact with the world of practice, and 2) the choice of how the team of professionals work: whether they work as a team in making choices about ultimate purpose, portfolio of mutually supportive means of intervention, links with the client base and all aspects of institutional management and activity.

The latter depends a great deal on the quality of the leadership which must be deeply rooted in the institution and have a deep understanding of the capabilities, values and aspirations of the staff (internal leadership), and must be active in building and strengthening links with the environment (external leadership).

### **2. Financial Resources**

There are various alternative sources of finance and ways of channelling financial resources to training institutions. Choosing among them and achieving a balanced portfolio of financial

resources is the object of financial strategy.

Total financial dependence on central government or foreign aid agencies tends to carry with it limited decision-making and operational autonomy. While for the short and medium term, central government subsidies are likely to be necessary, training institutions must assess options for their long-term institutional sustainability including:

- . joint sponsorships by ministry, associations of local authorities, etc. (keeping government grants within a certain percentage)
- . grants for precisely defined activity areas or projects submitted by these institutions to sponsors such as donor agencies (for research projects, preparatory work for new courses in local government, staff development programmes, etc)
- . self-financing through charging for services

Training institution intent on improving their services to local government in the region may choose a financial strategy that combines these alternatives in various ways and proportions. Even if they opt for self-financing through sale of services, they may look for additional resources for research and programme development work, for training intended for organizations and individuals who cannot pay high fees, and similar purposes. Pricing policy is an important element and feature of the financial strategy that must be developed by each institution.

### **3. Other Resources**

Institutional resources are not only human, material and financial. For example, appropriate and effective links with constituents and clients can be regarded as a major resource ( of expertise, inspiration, power, demand for services, access to finance, etc). Training institutions must identify, choose and manage linkages that will assist them most effectively in carrying out their purpose and objectives in strengthening local government. Possible linkages to consider are reviewed in the following Chapter.

***The Local Government Training Agenda for the 1990s:  
Strategies for Training Institutions in Eastern and Southern Africa***

The pressure on local governments to perform, and the accompanying increasing demand for development of institutional capacity and competence in local government require an agenda that goes beyond that of ad-hoc supply of training opportunities.

***Develop National Strategies for Local Government Training***

A strategic framework has been outlined for local government training in the region. However, alternative approaches and instances of good strategic choices identified for training aimed at increasing effectiveness of local government in the region do not provide ready-made strategies valid for a whole range of situations in which particular institutions operate.

Strategic management is an activity that every institution has to undertake with the full knowledge of its complexity and of the various difficulties to be overcome, and making full use of the institutions' environmental contacts and information on local government in their country. This has been demonstrated time and time again as donor supported regional initiatives to train local government trainers in participatory or client-centered approaches have failed to be institutionalized at the national level. Commitment, competence and perseverance of the heads of national institutions determine whether strategic choices will be taken up and effectively applied.

Involvement of professional staff to harness all available brainpower and build commitment is key in making and implementing such strategic choices. The main benefits are in team-building, improving communication and better understanding of how others see the future of the institutions, and how they can aim at common goals.

Finally, essential inputs into strategy have to come from the external environment: the constituents, the clients and other stakeholders who possess information needed for strategic choices and who will be interested in their implementation. Whatever the autonomy of the institution and its formal links with the constituents and clients, it should associate them as closely as possible with the strategic analysis and consult with them on the choices to be made.



### *Systematically Collect and Process Information on Local Government*

Training institutions can hope to be relevant and effective only if they have enough information about issues of service delivery and economic development at the local level, about the local government system and its organizations, about the clients to which it will supply services, about the management and policy issues in local authorities, etc. Few institutions serving local government maintain up-to-date files on local government and the main local authorities in the country, although they are the main clients for their training and consulting services.

Basic information data banks on local government must be collected and processed systematically by national training institutions. This includes information on the client base, changes in legislation and regulations, issues of service delivery, government policy statements of interest to local authority management, etc.). Updating this information is a must for strategic decisions and ongoing operations.

Certain information must be collected and processed ad-hoc, through special surveys or campaigns (for example, to gather information needed for revision of strategy for example, or on a new sector to be served, or on important unforeseen developments that may trigger off new institutional interventions). The institution has to organize itself, in co-operation with its clients and constituents and with other institutions, to acquire and analyze both basic and ad-hoc information.

Training institutions also need access to information on the macro-economic and political issues and trends affecting local government, but need help as they lack resources for collecting, surveying and analyzing this type of information. They may establish links with other institutions in their country and in the region who can either be sources of such information (such as Universities, for example) or collaborate in carrying out research and collecting relevant information.

### *Identify and Manage Institutional Linkages*

Institutional links are contacts and exchanges with organizations, institutions, groups and individuals that can assist the training institution in carrying out its mandate more effectively. These links can be formal or informal, more or less regular. A wide range of forms can be used, from informal personal contacts, ad hoc meetings and consultations to very formal arrangements (contracts, committees, etc) concerning various exchanges and services.

### **Essential Linkages with the "Stakeholders"**

Essential linkages will be those with the so-called "stakeholders" - local authorities, ministries of local government and communities (both at the organizational and individual levels) having a direct interest in the existence, outputs and performance of the training institutions.

Approaches used by the training institutions have to convince clients that these institutions understand their day-to-day problems and are in a position to do more than organize courses and seminars. Local government clients must believe that they can trust the institutions technically and make management information available to them without any risk.

Local authorities that are under pressure of multiple social and economic objectives and from which higher performance is required, know very well that only high-quality training and consulting services are of use to them. Not only programme content, but also the way in which it is presented have to appeal to local government clients. They must be convinced that the training institutions understand their specific conditions of action, the objectives that are assigned to them by government, their problems of decision making, centralization and decentralization issues, and their interaction with political imperatives and influences which cannot be avoided, and so on.

Training institutions should take the opportunity to render various services to constituents (ad-hoc technical advice, examining reports, helping with preparing policy documents, active participation in planning and similar committees) to express responsibility and recognition, and also to demonstrate interest in matters seen as being important by a constituent. Participation in the life of the community becomes critical if given training institutions aim at improving management in the traditional economic sectors and in social development programmes.

Local government trainers do not deal with enterprise managers whose task is to allocate among a multitude of opportunities the abundant resources of large multi-national companies. Rather they have to understand the problems and develop managerial approaches for development managers and elected representatives who must operate within limited resources, who must marshal resources from the community, package them in ways that they can accept, co-ordinate and orchestrate the efforts of other development managers over whom they have no authority, and teach the communities how to manage themselves.

Training institutions can help voluntary associations, municipalities, community bodies and other social groups to review their administration, and organize information sessions and seminars on data collection, writing of proposals, and management for example, for their

members and permanent officials. They can also help non-government and community-based organizations host or institutionalize non-formal training already available to the communities.

Finally, in principle, institutions can use information media to disseminate information to communities. General public media and local authority association newsletters could be used more actively for informing the wide public of interesting innovations and successes, as well as problems and difficulties in local government and training. Editors should be able to count on training institutions if asked to write about various policy and management issues.

### **Linkages with Partners of Interest**

Linkages can be established with institutions pursuing the same ultimate purpose of developing local government competence and improving local government in practice. Some may be institutions offering identical or similar service to the same clientele, or to a similar clientele in the region. Others may engage in complementary activities like universities (who handle basic education of would-be local authority managers), consulting organizations ( who provide consultancy services in planning, for example) and NGOs doing training of community-based organizations.

Institutions of public administration and universities which are the home of various professions can feed training institutions with research findings and help keep staff members in touch with practices in public administration and professional areas (engineering, information science, administration, etc.). Professional associations can also be useful: staff members may adhere to such associations to keep abreast of developments and in touch with colleagues employed in other institutions.

Partners may be local ones, but they may also be institutions in other countries and regions. Local contacts are essential if institutions are to improve services rendered to the national environment. Regional and international contacts are essential to circulate information from country to country and develop appropriate tools to make local government progress.

A sound approach is one in which an institution views cooperation with other institutions as a long-term strategic choice, thanks to which it will be able to achieve results unattainable otherwise. In this way, it is possible to determine priority areas for cooperation, desirable partners, and methods to be used as well as resources earmarked for co-operation.



A variety of cooperation methods are available. These include meetings of institutions heads and exchange of information on programmes, visits and study tours, newsletters, exchange of teaching and methodological materials, joint training programmes, etc. In many cases, several methods have been applied simultaneously in a cooperative arrangement. Co-operative or joint research projects are attractive but their findings must be applied and tested to be effective. Areas which are promising but are virtually non-existent include joint information and documentation services and joint design and development of new programmes and materials of common interest (excellent planning and coordination would be a must).

Areas and methods for potential regional cooperation in training for local government are identified in Annex 2. While collaborative arrangements can be made on an ad-hoc basis, deliberate establishment of more or less structured networks of national or regional cooperation may also prove useful in identifying potential areas and partners for institutional collaboration, and as a vehicle for information and materials exchange.

### *Develop a Strategy to Attract, Develop and Retain Professional Staff*

The quality of professional staff is a factor which many would regard as the most critical determinant of the effectiveness of any training institution. Key issues include the selection of appropriate staff with a mix of skills, establishment of a balance between core faculty (for institutional leadership and continuity) and part-time staff (to help maintain flexibility in programme planning, maintain links with the environment and provide access to special expertise unavailable in other ways), and identification of a strategy to develop and adapt faculty to changing needs of local government and of the training institution itself.

Some staff of training institutions may be familiar with training but not with research and consultancies. Development opportunities may include working with senior staff or a team in a research or consulting assignment. Though formally trained in public administration and with some experience with local government, some staff members may need to be strengthened in pedagogical methods. If a given training institution wishes to use participatory approaches and the case method extensively, trainers will have to be given a chance to master these either through formal workshops or programmes of through field work in collaboration with more experienced professionals.

Some staff members, though well versed in concepts and theories, may be unfamiliar with the world of practice. In order to strengthen their practical capabilities, it may be useful to place the new members in local authorities to work with managers on real life problems for a reasonable length of time. To be effective, such assignments need to be planned and monitored as part of the professional development of the persons concerned. Experienced long-term staff

may keep abreast of day-to-day problems faced by local authorities through research and consultancies.

While staff development is certainly important in retaining competent professionals, compensation policies are critical. Civil servants who are influential in formulating compensation policies for local government trainers are normally adverse to the idea of building into the system the concept of monetary incentives and disincentives on the basis of staff performance. The end result is that the training institutions' staff become yet another component in the civil service or closely allied to it, with very little built-in pressure for innovation and improved performance.

Action-research leading to policies and management alternatives on the issue of salary and schemes of service for local government training professionals must be carried out if institutions can hope to build up their human resource capacity to respond to the needs of local government in this region. Innovative and best policies and practices in existing training institutions must also be documented and disseminated.

## Annex 1

### List of Participants to the Training Strategy Workshop jointly sponsored by MDP and GTI in Mombasa, November 1991

Name	Country	Organization
1. Prof. R. Nengwekhulu	Botswana	Institute of Development Management
2. Mr. E.S. Gitahi	Kenya	Assistant Director Directorate of Personnel Management President's Office
3. Mr. S. M. Githaiga	Kenya	Head, Local Government Department Government Training Institute, Mombasa
4. Mr. James O. Kayila	Kenya	Principal Government Training Institute, Mombasa
5. Mr. S.O. Kiaye	Kenya	Training Officer MLG
6. Ms. M.S. Mohammed	Kenya	Lecturer Kenya Institute of Administration
7. Mr. John M. Njora	Kenya	Town Clerk Nyeri Municipal Council
8. Mr. Norman N. Njuguna	Kenya	Deputy Secretary Ministry of Local Government.
9. Mr. M.M. Shambi	Kenya	Assistant Town Clerk Nairobi City Commission
10. Mr. Simon M. Phamotse	Lesotho	Town Clerk Maseru City Council



11. Mr. M. Kalea	Malawi	Staff Training College Blantyre
12. Mr. L.M. Magreta	Malawi	Principal Staff Training College
13. Mr. F. Nembo	Mozambique	Director Centro de Formacao en Gestao Publica Locale, Maputo
14. Mr. T.N. Mbaeva	Namibia	Director, I.N.D Ministry of Local Government & Housing
15. Mr. J.K. Kalebbo	Uganda	Director Institute of Public Administration
16. Ms. Barbara Kasura	Uganda	Personnel/Training Officer Kampala City Council
17. Ms. C.M. Kumisuku	Zambia	Chief, Manpower Development Ministry of Decentralization
18. Prof. G.S.S. Syamoomba	Zambia	Principal Local Government Training Institute, Chalimbana
19. Mr. W.V. Bhule	Zimbabwe	Head, Local Government Department Zimbabwe Institute of Public Administration and Management
20. Ms. R.T. Fitshani	Zimbabwe	Town Clerk Shurugwi Town Council
21. Mr. G.G. Nhemachena	Zimbabwe	Town Clerk City of Gweru
22. Mr. C.C. Katiza	Zimbabwe	Deputy Secretary, Ministry of Local Government  Honorary Secretary IULA-Africa Section

### Participants from International Agencies

Name	Organization
23. Mr. E.E. Maan	Institute of Housing and Urban Development Rotterdam, Netherlands
24. Mr. Peter Slits	IULA- Netherlands The Hague, Netherlands
25. Mr. T. Sudra	UNCHS (Habitat) Nairobi, Kenya
26. Mr. George Gattoni	World Bank, AFTIN Washington, USA
27. Ms. Gibwa Kajubi	World Bank, AFTIN Washington, USA
28. Mr. Mauricio Silva	World Bank, EDI Washington, USA
29. Mr. David Kithakye	Municipal Development Programme Harare, Zimbabwe
30. Mr. Joseph L.M. Mugore	Municipal Development Programme Harare, Zimbabwe

## Annex 2

### Intervention Means, Approaches and Methods to Meet Training Needs of Local Government - by Client Group and Training Requirement

#### 1. Target Audience : Councillors

Content	Methods	Level	
		National	Regional
Training new councillors	Induction Seminars	X	
	Documentation	X	
Ongoing Training on management concepts and skills	Seminars & Workshops linked to concrete issues in the community, using tools and documents used in day-to- council business	X	X
	Study tours to investigate practices	X	X
	Conferences	X	X
	Information dissemination: articles on best practices, media presentations on current issues, speakers at council meetings	X	X
	Coaching by local authority staff	X	
Policy Formulation	Seminars and Workshops Around concrete issues in the community (with support from a consultant/facilitator)	X	
Literacy	Formal courses by experts in literacy training, using documents councillors work with	X	



**2. Target Audience : Management, Technical and Professional Staff in Local Authorities**

Content	Methods	Level	
		National	Regional
Induction	Induction Guide: . information to employees . "how to" for supervisors	X	
	Induction seminars (general information)	X	
	Induction plan to the job, coaching by supervisor and/or delegated staff (can include field visits and demonstrations)	X	
Progressive Management and Supervisory Skills Training	2 to 3 weeks systematic supervisory and management seminars, on promotion to positions	X	
	Short term knowledge and skills specific seminars and workshops	X	X
	Study tours and attachments: to investigate practices	X	X
	Access to information: Information Data Banks on good practices Periodicals and Journals	X	X
	On-the-job coaching and performance review from supervisors	X	
	Action research and consultancies (on-the-job support to analyze management problems and opportunities, and to identify solutions)	X	X

**2. Target Audience : Management, Technical and Professional Staff in Local Authorities (cont)**

Content	Methods	Level	
		National	Regional
Democratic Decision Making	Seminars and Workshops	X	X
	Action-research	X	X
	Consultancies to facilitate consultation with and managing the interface with councillors, community organizations and citizens	X	
Financial Resource Mobilization	Seminars and workshops followed by on-the-job support through consultancies to identify strategies	X	X
Development Planning and Management	Seminars and Workshops linked with planning cycle and opportunity to influence policies and programs	X	X
Policy making	Senior policy seminars with policy makers including local and central government politicians and top level central government officers	X	X
Updating in specialized areas	Seminars, workshops and courses	X	X
	Study tours and attachments	XX	XX
	Access to information:		
	Data banks	X	X
	Periodicals and Journals	X	X
	Operational and Maintenance manuals	X	X

**3. Target Audience :** Communities (Citizens and their organizations)

Content	Methods	Level	
		National	Regional
Civic Education	Mass media	X	
	Through participation in community groups and activities	X	
Training of Community Leaders	Seminars and workshops	X	X
	Written documents and materials	X	X
	Field visits	X	X

**4. Target Audience :** Ministers, top public officials and policy advisors of Central Government Ministries responsible for and/or involved with Local Government

Content	Methods	Level	
		National	Regional
Policy and management issues on central/local government relations and decentralization	Senior Policy Seminars	X	X
	Consultative meetings	X	
Training of Ministers and senior officers new to local government	Induction guides and documents	X	
	Induction Seminars	X	
	Field visits to local authorities	X	



4. Target Audience : Ministers, top public officials and policy advisors of Central Government Ministries responsible for and/or involved with Local Government (cont)

Content	Methods	Level	
		National	Regional
Participatory Policy and Decision-making	Seminars and workshops	X	X
	Consultative meetings with local authorities and associations of local authorities	X	
Development Planning and Management	Access to information: Data banks	X	X
Creating an enabling environment for local government	Action research and consultancies to explore alternatives	X	X
Managing Change			

5 Target Audience : Associations of Local Authorities

Content	Methods	Level	
		National	Regional
How to form and manage membership based organizations	Seminars and workshops	X	X
	Conferences	X	X
	Consulting support	X	X
	Field visits and exchange of experience		X
	Information data bank	X	X
Influencing government policy and programs	Seminars and workshop	X	X
	Conferences	X	X
	Support through action-research and consultancies	X	X

**6. Target Audience: Training Institutions Leadership and Trainers**

Content	Methods	Level	
		National	Regional
Knowledge or local government operations	Field visits	X	X
	Information: Data Banks and documents	X	X
	Participation in action-research and consultancies	X	X
	Consultation with clients at needs assessment, course development and follow-up stages	X	
Process skills training and	Seminars and workshops	X	XX
	Study tours and attachments	X	XX
Training in use of participatory approaches and methods	Access to information: Information data banks	X	X
	Research materials		
Influencing Policy and programs	Seminars, workshops and conferences	X	X
	Consultation and research	X	X
Strategic management for institutional development	Seminars and Workshops for heads of training institutions	X	X
	Consultation support for strategic analysis, facilitation of consultation with stakeholders, identification of priorities, resource mobilization		X