

Department of Economic and Social Affairs
Division for Public Administration and Development Management

Strengthening Public Administration and Leadership for Millennium Development Goals at Local Level

Report of the Expert Group Meeting

*Expert Group Meeting
Strengthening Public Administration and Leadership for Millennium Development Goals at
Local Level
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Abbreviations

AEGM	Ad-Hoc Expert Group Meeting
DPADM	Division of Public Administration and Development Management
IASIA	International Association of Schools and Institutes of Administration
MDGs	Millennium Development Goals
NEPAD	New Partnership for Africa's Development
PACB	Public Administration Capacity Building Branch
UNCDF	United Nations Capital Development Fund
UNDESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme

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DPADM/DESA collaborated with IASIA to jointly organize the Ad Hoc Expert Group Meeting (AEGM). The Experts identified by UNDESA/DPADM joined the academics and experts from schools and institutes of administration, universities, government ministries/departments, local government bodies, public enterprises, regional and international organizations, who convened in Rome to participate in the IASIA annual conference to discuss the theme of “Challenges and Ways Forward for Public Administration Globally”. The Experts were joined by the IASIA “Working Group on Local Governments” to discuss and propose ways of strengthening public administration and leadership capacity at local level for the achievement of the MDGs. This pooling of expertise for knowledge and experience sharing enriched the discussions of the AEGM which greatly contributed to the materials that make up the report. The list of all the participants is annexed to the report.

It would be too lengthy to mention by name each and everyone who contributed. However, we would like to acknowledge the following, Ms. Najat Zarrouk, Chairperson of the United Nations Committee of Experts on Public Administration whose presentation and participation was much appreciated and Hon. Protais Musoni former Minister of Local Government, Good governance Social Affairs and Community Development of Rwanda and currently Minister in charge of Cabinet Affairs, whose experience in building local level public administration in a post conflict situation was enriching, The report has been put together by Sirkka Nghilundilua, Associate Governance and Public Administration Officer, DPADM/DESA. We would like to recognize Mr. Gheraldo Casini, Head, DESA Office in Rome, Ms. Stefania Senese, National Professional in the DESA Office in Rome and Ms. Nadine Manket, Technical Cooperation Assistant, DESA who contributed immensely to the arrangements for the AEGM.

Foreword

Since they were adopted, development initiatives aimed at realization of the Millennium Development Goals (MDGs) have helped large numbers of people to escape poverty, ensuring that the world is on track to meet the poverty reduction target. The MDGs have also seen significant improvements in primary school enrolment and attendance, with girls gaining considerable ground; steady progress is being made in reducing child and maternal deaths, reducing the HIV/AIDS incidence rate and tackling malaria and tuberculosis among other targets.

However, to accelerate progress, and improve the quality of life of their citizens, countries need to improve the capacity of state institutions to develop appropriate policies and strategies as well as to deliver public goods and services efficiently and timeously. While development is often envisaged in terms of grandiose projects, in practical terms, it is actually realizing incremental improvements in normal day-to-day life necessities and provision of vital services such as health, education, social services, transport, clean water and sanitation, energy agricultural extension closer to citizens.

Achieving MDGs is a mission too big to be undertaken only at a central level. Local governments play an important, and in some instances decisive role in attaining MDGs and their development has to be a central component of all development strategies. Institutional and human capacity to deliver services must be strengthened at local level. Governments have to create developmental and effective local governments through adequate resource mobilization, both human and financial, to local levels and giving sufficient autonomy to local governments to implement demand-driven development projects that are responsive and informed by local needs to get people out of abject poverty.

Notwithstanding the increasing consensus on the significance of decentralized governance towards attaining the international development agenda including the MDGs, to which the pace of decentralization bears testimony, in many instances, efforts of strengthening capacity are focused at central government levels, leaving local governments in a precarious position and seriously impairing their ability to deliver effectively on their mandates. UNDESA/DPADM has noted this gap and initiated efforts to focus leadership and public administration capacity development at local government / authorities level. UNDESA/DPADM urges relevant actors in public administration to join this effort. UNDESA/DPADM in collaboration with the International Association of Schools and Institutes of Administration (IASIA) will form a Task Force to develop standards of excellence for effective public administration in local governments to achieve MDGs and I thus invite all

development partners in public administration to support the formulation and implementation of these standards for improved service delivery.

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Executive Summary

The Division for Public Administration and Development Management (DPADM) of the United Nations Department of Economic and Social Affairs (UNDESA) collaborated with the International Association of Schools and Institutes of Administration (IASIA) to organize an Ad Hoc Expert Group Meeting (AEGM), to examine how public administration and leadership capacities in the public service at local government level can be strengthened and lead the process of achieving the MDGs and development at local level. The AEGM took place during the IASIA annual conference held in Rome from 13 to 18 June 2011.

Realization of the MDG targets and efficient delivery of public services requires strong public administration, backed by a suitable mix of institutional structures, capable personnel and adequate funding that can coordinate participatory development and harness the skills and expertise of actors at all levels of society. Decentralized governance is evidently an indispensable vehicle for achieving MDGs as it streamlines decision making processes inevitably characterized by bureaucratic planning complicated by diverse needs and dynamics at sub-national levels, and it facilitates greater participation of local communities, and in the process increasing the opportunities to identify development strategies that are responsive to local needs.

The AEGM deliberated on challenges inhibiting service delivery at local level, with particular emphasis on local governments' capacity to drive the development process and achievement of MDGs. The phenomenon of unfunded mandates is a big challenge for local governments, with mandates transferred to local level without corresponding increases in funding to support adequate operational capacities to effectively execute such mandates. Channeling sufficient financial resources is essential for deliverance of MDGs and improved public service delivery. Low levels of capacity at political and technical levels, coupled with appropriate institutional arrangements equally impede local governments' ability to significantly contribute to the attainment of MDGs. Central to these challenges are the ability of local governments to attract and retain competent personnel with relatively lower levels of incentives and quality of life; as well as their ability to embrace diversity and ensure participation of all actors from various political, ethnic, cultural and religious backgrounds. The exodus of staff from local governments depletes institutional knowledge and cripples their efforts to maintain the momentum gained in pursuit of MDGs and staff retention remains critical.

Participation across all levels of society is critical and exclusion of key actors at local level is counter-productive and is to the detriment of achieving MDGs.

Development to local residents means incremental improvements in their daily lives, including improved food security and access to key services such as education, health, housing, water, energy, transport and agricultural extension among others.

While the MDGs clearly spell out the “what” component of development targets, the “how” part of achieving such targets remains the biggest challenge. Naturally, no other factors can provide answers to this question better than local dynamics. It is the realities of local communities that count in the achievement of MDGs and it is these realities that should inform the “how” component of the development equation. Leading with integrity, maintaining transparency and remaining accountable in local government is essential. Public service delivery in the developing world significantly lags behind the rest of the world. The huge gaps cannot be bridged by small slow steps in development and governments need to firmly focus on large scale transformation.

Maintaining effective governments at central level remains critical for enabling strong local governments. Governments have the important responsibility of creating developmental and effective local governments through mobilizing adequate resources to local levels, and enhancing the regulatory environment for sufficient autonomy at local governments that will enable them to continuously improve service delivery in a manner that responds to local needs.

The AEGM recommended formation of a Task Force to develop standards of excellence for effective public administration in local governments that will enable them to achieve MDGs in a holistic manner and calls on governments and other development partners to give due emphasis on building institutional, technical and fiscal capacities for visioning, policy formulation, implementation and monitoring service delivery at local level.

Part One

Introduction and Conceptual Context

1. The Division for Public Administration and Development Management (DPADM) of the United Nations Department of Economic and Social Affairs (UNDESA) collaborated with the International Association of Schools and Institutes of Administration (IASIA) to organize an Ad Hoc Expert Group Meeting (AEGM) to examine how public administration and leadership capacities in the public service at local government level can be strengthened and lead the process of achieving the MDGs and development at local level. The AEGM took place during the IASIA annual conference held in Rome at the Faculty of Economics at Roma Tre

University from 13 to 18 June 2011. The following report was derived from the presentations and discussions of the AEGM.

2. Meeting at the United Nations Headquarters in New York for the MDG Summit in September 2010, World Leaders reiterated that they are “convinced that the Millennium Development Goals (MDGs) can be achieved, including in the poorest countries, with renewed commitment, effective implementation and intensified collective action by all Member States and other relevant stakeholders at both the domestic and international levels, using national development strategies and appropriate policies and approaches that have proved to be effective, with strengthened institutions at all levels, increased mobilization of resources for development, increased effectiveness of development cooperation and an enhanced global partnership for development”.
3. The World Public Sector Report, one of the United Nations Department of Economic and Social Affairs’ (UNDESA) flagship reports, in its 2005 edition titled “Unlocking the Human Potential for Public Sector” highlighted that the development performance of countries is heavily underpinned by the quality of public institutions and emphasized that the strengthening of national capacity for public administration is one of the best measures that governments in developing countries can undertake in their efforts to realize the MDGs before the year 2015.
4. Achievement of MDGs requires sustained improvements in public administration. Creating and sustaining effective public administration that efficiently deliver public services and respond to the needs of their communities however, be it at national or local levels has eluded most governments, particularly in developing countries. Given the diverse needs of localities within regions and even within countries, it has become increasingly evident that decentralized governance provides governments with enhanced chances for improved public administration and efficient service delivery. In the last few decades, decentralization has thus gained prominence as an expressed goal or as an actual programmatic pursuit for improving public service delivery. The fact that a considerable number of governments are committed to and placed decentralization at the centre of their development strategies for addressing increasingly complex challenges and accelerating development at local levels is demonstrated in a number of policy documents.
5. Decentralized governance is increasingly being favored as the most suitable mode of governance through which poverty reduction interventions can be conceived, planned, implemented, monitored and evaluated. This is because it is hoped that the process of decentralization facilitates greater participation of communities in problems’ analysis, needs identification, projects’ planning and implementation, which in turn increases ownership and the likelihood of sustainability. Decentralization is taken as a high value policy. There is, in some corners, also the

hope that decentralization offers opportunities for peace in situations where power sharing and shared exercise of power can mitigate violent ethnic, religious, and territorial conflicts inside a country. For all these reasons and perhaps even more, many development partners at local, national, regional, and international levels including intergovernmental bodies such as the United Nations Agencies are engaged in supporting decentralized governance in many countries. In many countries that have decentralized, local governments are critical to the achievement of MDGs because most of the areas in which the Millennium Development Goals and Targets have been set are mandates of local governments, for example poverty eradication, primary education, primary health care and communicable diseases, environment, maternal healthcare, HIV/AIDS and Malaria etc.

6. Transferring authority and responsibility of public functions from central governments to local governments is a noble concept which broadens participation of citizens in decision making. The work of developing local communities is too big to be handled only at central government level. The necessity for people to participate in their development is partly responsible for institutional and structural re-arrangements, otherwise referred to as decentralization, to facilitate the engagement of local people in making and implementing decisions for their development. Where it works effectively, decentralization streamlines decision making processes which are typically characterized by bottlenecks caused by central government bureaucratic planning and implementation. Through decentralized governance structures, communities can play an active role in democracy and setting development agendas that are responsive to their needs. They can shape service provision through participating and influencing decisions on the type, quality and mix of services they desire and can afford.
7. Whereas decentralization has been going on in many developing countries as part of the efforts to reform public administration, strengthening public administration leadership capacities in local governments borne out of decentralization has not moved at the same pace. While local governments are increasingly expected to be responsive to the needs and problems facing their communities, more often than not, they do not possess the necessary financial, administrative and leadership capacities to effectively address such problems. Consequently, in many developing countries public administration capacity in local governments is generally very weak and this poses a threat to the achievement of the MDGs.
8. It is recalled that in September 2002 in Turin, Italy, the International Association of Schools and Institutes of Administration (IASIA) and UNDESA jointly organized an Ad Hoc Expert Group Meeting (AEGM) on “New Challenges for Senior Leadership Enhancement for Improved Public Management in a Globalizing World”. This joint meeting gave birth to the joint efforts that led to the production of the

UNDESA/IASIA Standards of Excellence in Public Administration Education and Training which are being progressively instrumental in strengthening capacities for public administration education and training in many countries around the world.

9. UNDESA subsequently co-facilitated the Conference on “Leadership Capacity Development for Decentralized Governance and Poverty Reduction in Africa” under the theme “From Policy to Implementation: Challenges and Strategies for Effective Implementation of Decentralized Governance in Africa” held in Yaoundé, Cameroon on 28 - 30 May 2008. The conference, jointly organized and supported by UNDESA, UNCDF, UNDP, and the Government of the Republic of Cameroon acknowledged the importance of sharing country experiences on Local Government Leadership, Decentralized and Participatory Governance, and the role of Local Governments in Local Economic Development and Poverty Reduction in line with the Millennium Development Goals and the New Partnership for Africa’s Development (NEPAD) objectives and recognized the need to link policy formulation to action, continual pursuit of leadership capacity and innovative approaches at institutional, policy and human resources levels that would improve capacity building for participatory local governance.
10. UNDESA has also played an active role in the Global Forum on Local Government convened by the United Nations Capital Development Fund (UNCDF), UNDP and the Government of Uganda, held in Kampala, Uganda on 4-8 October 2010, which noted that local governments can play a strong orientation and coordination role vis a vis the multiple actors operating in the local space and that they are ideally placed to facilitate the establishment of strategic partnerships for local development. The Forum acknowledged that the ability of local governments to foster local development and contribute to the achievement of the MDGs may be seriously constrained by limited decentralization, inadequate central support and inappropriate oversight, lack of financial and other incentives, and related low levels of local capacity.

Part Two

Objectives

1. Building onto this progress, the Division for Public Administration and Development Management (DPADM) of UNDESA collaborated with IASIA to organize an AEGM on “Strengthening Public Administration and Leadership for Millennium Development Goals at Local Level” to examine how public administration and leadership capacities in the public service at local government level can be strengthened and lead the process of

achieving the MDGs and development at local level. IASIA hosted the AEGM at the Faculty of Economics at Roma Tre University during the IASIA annual conference held in Rome 13-18 June 2011. The main objective of the AEGM was to identify strategies for strengthening public administration and leadership capacities in the public service at local government level and lead the process of achieving the MDGs and development at local level.

2. The specific objectives of the AEGM were as follows:

- a) Discuss the extent to which the decentralization drive in some developing countries can help countries build people-focused public administration and leadership capacities for local and national level socio-politico-economic development.
 - b) Examine the challenges facing local level public administration and leadership within the context of achieving the MDGs under globalization and how such challenges can be overcome.
 - c) Explore the measures that can be taken by central government authorities, local governments, other local authorities, and all development partners engaged in decentralized governance to strengthen local public administration and the various leadership capacities at local level for effective grass-roots achievement of MDGs and development in general.
 - d) Discuss how the UNDESA/IASIA developed “Standards of Excellence in Public Administration Education and Training” can be applied by various actors and stakeholders to develop public administration and leadership capacity at local level and specifically in local governments and other local authorities
3. A diverse group of experts and academics from schools and institutes of administration, universities, government ministries/departments, local government bodies, public enterprises, regional and international organizations attended the EGM. Presentations were made by experts from Ethiopia, Uganda, USA, Netherlands and Rwanda. Rich discussions took place and culminated into a number of observations and recommendations.

Part Three

Emerging issues and challenges for public administration in local governments

1. **The phenomenon of unfunded mandates:** The AEGM noted that the UNDESA/IASIA Standards of Excellence in Public Administration are widely used by countries for self-assessments. The meeting debated the “unfunded mandates” of local governments. While local governments are increasingly expected to be responsive to the needs and problems facing their communities, more often than not, they do not possess the necessary resources, administrative and leadership capacities to effectively address such problems. Responsibilities and mandates are transferred to local governments without matching them with financial resources to develop adequate administrative, financial and leadership capacities to effectively execute such mandates. It was recognized that channeling financial resources to local governments and capacity building at local level is crucial for deliverance of MDGs and improved public service delivery.

2. **Challenge related to low levels of capacity:** The AEGM acknowledged that where extensive decentralization has taken place, it has not yielded expected results and some governments are stalling on decentralization as a result. On the other hand, other governments have not decentralized enough to succeed. The question of whether Central government should decentralize or wait for local governments’ capacity arises. The hesitation on decentralization for fear of failure because of limited capacity paralyzes initiatives in decentralization and puts local governance actors in a perpetual lack of capacity. One basic prerequisite for developing leadership capacity at local community level is to put in place decentralized structures and institutional arrangements that provide opportunity to the local actors to progressively acquire the necessary knowledge and skills in development oriented leadership through practice and interaction. It is not possible to develop comprehensive local governance capacity without instituting some form of decentralization.

3. **Challenges related to the development of an institutional structure to support capacity development:** At local level, it is always possible to find people with integrative leadership ability, but for them to fully develop their administrative/managerial, entrepreneurial and operative capability they need to be put in institutional structures that provide opportunity for such abilities to be put into action. Such structures can be provided by local councils, committees and other management structures especially if decentralization takes the form of devolution. Local governance

and leadership capacity cannot be developed in the absence of a supportive institutional infrastructure. It would be like hoping to develop a strong winning soccer team without a soccer field and soccer balls to play in the first place! It is apparent that capacity development and decentralization have to take place simultaneously. The AEGM resolved that decentralizing institutions and structures provides an opportunity to develop local administrative and leadership capacities. Through local development initiatives, local governments have an opportunity to practice what can work and what cannot, an excellent chance to develop and implement successful development models informed by lessons learnt.

4. It was stressed that local governments provide structural and institutional arrangements through which local governance and public administration leadership capacities can be developed to manage the development process at grass-roots and ultimately national levels. It is noted that realizing MDGs starts from a local level. The key question that needs to be answered is what does it take to create developmental and effective local governments?

5. **Challenge of developing human resource capacity with integrative, entrepreneurial, administrative/managerial and operative abilities:** One of the important and perhaps the most important resources is the human resources required for local government. It was reiterated that working as a civil servant at central government level is not the same as working at local government level, where broader skills are a prerequisite. Working effectively at local level requires strong managerial, administrative, entrepreneurial and leadership capacities.

6. The quality of human resources in local governments is critical to the development of any country and to the achievement of the MDGs and other Internationally Agreed Development Agendas. Global, regional and national commitments to sustainable development and poverty reduction need human capacities as the translation of such goals into tangible results is in the hands of human resources. It is through the knowledge, know-how and skills, networks and attitudes of human resources that services are planned and delivered, critical innovations conceived and realized and needed reforms carried out. It is a fact that some governments have made great strides in policy development and mapping out sound local development road maps. Policy implementation and translation of plans into results has however remained an elusive dream for many. While this reality can be attributed to a number of factors, it can be ascertained that the biggest single factor that can be blamed for the status quo is limited human resource capacity at local level to facilitate development.

7. Challenges related to attracting and retaining high caliber personnel in local governments: Attracting competent personnel to local governments is at the forefront of human resource challenges. More often than not, the incentives offered at local level are less attractive than at central level. Local governments are situated in areas with lower quality of life than the major cities. They are in localities where key services such as education, health and social services are poorer and less accessible. Such a state of affairs, exacerbated by poorer conditions of service and less career growth opportunities seals local governments' fate of inability to attract most people, creating a perpetual capacity constraint at local level. Where local governments succeed to attract the right mix of personnel, they are quickly faced with the secondary layer of the human resource challenge, staff retention.

8. Given the intense competition for talent, retention of competent personnel at local government level was underlined as a serious challenge that inhibits local government capacities to meaningfully contribute to the achievement of development goals. The exodus of staff from local governments leads to detrimental depletion of institutional knowledge and cripples local governments' efforts to maintain the momentum achieved in the pursuit for MDGs and other development agendas. Improved conditions of service, investments into staff training and skills development, opportunities for growth and other factors that will enhance chances to retain staff are options that are at times out of reach for local governments due to their under funded status and limited autonomy in decision-making.

9. The centrality of political will to empower local governments: The EGM concurred that under funding and limited autonomy are features that central governments should help alleviate. Political will and commitment is necessary to effect adequate resource allocation for local governments to implement development programs and offer competitive conditions of service that can attract and retain competent personnel to serve as a pillar for implementation. In some cases, local governments have been provided with sufficient funding but limited autonomy in making decisions on how to utilize such funds. Through fulfilling the funding and sufficient delegation of power mandates, governments bear the responsibility to create developmental local governments.

10. The need to provide incentives for local level public servants: Civil servants are frequently inclined to seek job security in government than to deliver results and it is important that governments put in place incentives to inspire civil servants to constantly improve their capacities and remain effective. In a world of constant change, training is one of the most important strategies that every local government should undertake. If done in a sporadic manner however, training will not enhance local government

officials' capacity to deliver services and a systematic approach is key to achieving development ideals. The AEGM shared an example of a systematic capacity building model during the expert meeting, on the Government of Uganda which has taken deliberate steps to address capacity challenges at local government level. Uganda has put in place a capacity building policy intended to harmonize capacity building interventions and initiatives for local governments; guide needs assessment and development plans, widen scope of consultation, strengthen human resources management and provide a framework for standardized training materials. The policy was developed basing on the principles of bottom-up planning and enhancing local governance.

11. The necessity for coordination of capacity development activities:

Institutionalizing the coordination and implementation of capacity building policies is also important for capacity building policies to work. For example, to strengthen capacity development in local governments, the Ministry of Local Government in Uganda established a Capacity Building Unit to coordinate and formulate strategies that address capacity building issues in a holistic and coordinated manner; ensuring adherence to capacity building quality standards through monitoring and evaluation of capacity building plans. The unit also provides assistance to weak local governments where needed.

12. Development priorities also have to be agreed upon with national governments, informed by the realities and demands from the local communities. Ambiguity around what services local governments are tasked with and what services remain the responsibility of central governments should be avoided. Evidence of contribution to national development goals from local initiatives increases prestige at and morale at local level, and enhances local governments' opportunities to attract talent. An example of the Government of Rwanda is a case in point, where mayors of local governments have a pact with central government on development priorities. Mayors present their development plans to Parliament and they are approved by the President upon discussions. There is mandatory reporting to ministers on a quarterly basis and mayors are ranked based on implementation performance. This competition contributes immensely to the achievement of development goals and in essence the MDGs. In Rwanda, creating partnerships for local economic development which is MDG 8 is part of the mandates of local governments.

13. Decentralization and public administration leadership development are symbiotic in the sense that for effective decentralized governance to take place, it requires a commitment of public administration leadership at central and local government levels, a leadership that trusts in the power of the people at local level. At the same time, local governance structures provide a training ground through which leaders are identified and trained through a hands-on process of managing local governments in all aspects

(problem identification, policy and strategy design and decision-making including by laws, and in general managing resources).

14. Participation and Managing Diversity: Among the challenges requiring visionary leadership especially at local level are those triggered by the growing and insistent demands for popular participation and good governance, for the accommodation of ethnic, cultural, gender, political, economic, and religious diversity. Leaders cannot design and implement strategies on their own, nor is it desirable that they do so. Leaders that are not particularly aware of and sensitive to issues of diversity will not only miss the opportunities provided by the socio-cultural and even politico-economic diversity, but will also fail to pay particular attention to and creatively mediate the demands that are created by this diversity. Such a failure would fuel unnecessary conflict. Most conflicts start at local level and their disastrous effects are felt mostly by local communities. Managing diversity should be central to the competency of local public administrators as well as political, managerial and technical leaders. Embracing and harnessing diversity for development starts with acknowledging the fact that everybody has a role to play in development. Experience over time has shown that no matter how much one wants to help local communities to develop, the task is by far easier when the communities participate in the whole process of planning, programming, prioritising, implementation, monitoring, and evaluation of their development.

15. At times, local governments expend so much energy and time resisting divergent views instead of harnessing the opportunities provided by such contrasts. Participation from local actors at all levels of society significantly influences the level of commitment that stakeholders give to local government initiatives. Lack of participation and inclusiveness will reduce chances for local governments to be effective and the worst but very probable and common scenario is undertaking development projects that do not address the needs of the local communities. While development is often envisaged in terms of impressive grandiose projects, to common grass-root people, it actually entails incremental improvements in normal day-to-day life necessities of food, shelter, and provision of services in critical areas such as education, health, water, energy, transport, etc.

16. Developing countries, particularly African countries have a huge task of getting their people out of abject poverty. In many respects, the bigger chunk of development tasks at local community level has been passed on to local governments through decentralization. There is a general consensus that participation is not getting local communities to rubber stamp preconceived ideas by public officials, neither can it be considered participation when public officials merely inform communities of planned projects that communities took no part in visioning. It can't reasonably be expected that officials will adequately understand and plan effectively for responsive service delivery in isolation as people in poverty spend most of their time visioning ways of getting out

of such abject poverty. Moreover, it is not just about meeting people's needs, it is about creating an environment in which people can address their needs. It is about time public institutions genuinely sought people's participation as their realities count and can inform development strategies accurately. Local governments can therefore not afford to second guess what their communities need. The main challenge is how to ensure that local governments have the capacity to facilitate participation. A popular slogan by activists for the rights of people with disabilities in South Africa sums it up well, "nothing about us, without us".

17. **The impact of political term limits on participatory democracy:** The experts discussed the impact of political term limits on participatory democracy, noting on one hand the fact that true participation takes time and on the other hand the need for political parties to deliver what they promised the electorates during their term in office, which also largely influences the results of subsequent elections. However, for public institutions to thrive particularly at local level, it requires a strong public administration leadership that not only enjoys the trust of the people, but also trusts in the power of the people, demonstrated through the level of collaboration between local governments and the communities they serve. Trust in leadership will prevent hasty decisions from leaders wanting to show quick results and enable them to have a long-term development focus... Similarly, opposition should be seen as a critical partner in development instead of being viewed as mere nuisance. The role of opposition in development should be embraced rather than regarded as something to fend off and different views should provide alternative paths of development and not stifled as is typical in a large part of the developing world.

18. The cut-throat political competition displayed in most of the developing world today, which encourages isolation and exclusion of opposition leaders from decision-making is counter-productive in terms of leadership capacity building or even local level development. The main preoccupation of any current leader should be to ensure that the entire community has a sufficient pool of leadership potential and capability to the extent that, development-wise, it ceases to matter which political party is in power. In competitive politics for leadership positions, the loss of a political election by a group of leaders, should not translate into loss of economic development, peace, gains in other areas such as environment, gender equality, poverty reduction, law and order, rule of law, transparency and accountability, equity, human rights, networks for development, and ultimately a compromise on service delivery. Looked at from this angle, it should be a cardinal task of each local government leader to nurture leadership capacity in the community for its development even when such a leader is no longer there.

19. Balancing donor-funded projects with short life spans against long-term development objectives is as critical, to enable short-term gains to create incremental

progress that allows local governments and communities to attain their visions and strategic goals.

20. **Leading with integrity:** Protecting and advancing the public interest ahead of individual interest; the maintenance of public confidence in the integrity and objectivity of governance; openness to public inspection; transparency and accountability; and the ceaseless concern to fight against poverty at local level are critical in the struggle for development. Corruption and efficient service delivery are inextricably intertwined, as corruption hurts the poor disproportionately by diverting funds intended for development, undermining a Government's ability to provide basic services, feeding inequality and injustice and discouraging foreign aid and investment.

21. For decentralized governance to remain viable in the eyes of local people as well as central government and development actors, local government authorities, especially leadership must demonstrate sustainable professionalism, integrity, ethical conduct, transparency and accountability not only towards the local populations but also to the central government. Just like lack of accountability of central government to local people causes instability so does inadequate accountability of local government. Clear lines and modes of accountability must be designed and well understood and applied in simplified ways for the local people to engage with their leadership, demand transparency, ethical behavior, effectiveness in achieving planned activities, efficiency in the utilization of meager resources, integrity in action and inspiration.

22. Issues of accountability these days have been politicized leading to the danger of masking what leadership accountability is all about in the strict sense of the concept. For examples, there is managerial/administrative accountability which can be analyzed into: (i) "effectiveness accountability" which requires that those who are entrusted with specific objectives, tasks, and resources to achieve them account for the achievements they have done. Effectiveness accountability is a response to a simple question: Did you achieve the objectives? Or did you accomplish the tasks? (ii) "Efficiency accountability" which requires that in accounting for the achievements obtained, consideration is given to the resources (human, material, financial, time) that have been utilized to get the achievements. (iii): "Process accountability" which requires that specified processes, procedures be followed in accomplishing tasks and achieving objectives. A lapse at this level is a sign that there can easily be corruption. (iv) Legal accountability requires that in accomplishing tasks and achieving specified objectives, specific laws, rules and regulations are followed! This is the basis of the rule of law. To reduce accountability to only financial aspects is to oversimplify the accountability burden of leaders.

23. The question that needs to be addressed in strengthening local governance (or decentralized governance) is that of to what extent does decentralization facilitate the practice of these different accountabilities? Our take on all this is that if there is any

level where professionalism, integrity, ethical conduct, accountability are required it is at local government level. And the reason is simple. Local governments are at the contact point between government and the people. Actions of the local public administration leaders are visible directly to the local people and sparks of conflict or resentment can easily be provoked by a misstep in the conduct of any public servant at this level thus damaging the image of the entire government. Operation systems should be designed in such a way that they enable people to prevent and detect corruption when it occurs.

24. Poverty reduction as the main goal of local level public administration: Leading people out of poverty is a virtue that all leaders should focus on and rich leaders leading poor people is no longer acceptable if MDGs are to be achieved. It is noted that efficiency and effective governance in itself will not result in improving living standards for the poor. Governments have to consciously make pro-poor policy choices and consistently implement them as the impact on poverty cannot be reduced by mere declaration of such policies. Notwithstanding the different set of skills needed at local level, support from central government to ensure an effective local government was underscored.

25. The AEGM recognized that entrepreneurial approaches to development in local government are critical to growth and making large-scale transformations to create wealth for people at local level and institutional capacities for fighting corruption are imperative to achieving that growth. Entrepreneurial ability is required for visioning and strategizing including analysis of the past, current and future environment and situation in order to map out paths and policy alternatives for development and a better socio-politico-economic future.

26. The necessity of linking local governments with institutions of learning: The role of institutions of higher learning in promoting effective local governments was emphasized. An example was given on utilizing the skills of students at institution of higher learning to analyze local statistics and make recommendations for local development through regular curricula. Evidence of local government studies and partnerships between governments and universities in South Africa and Uganda was shared. It is known that professors, researchers and students alike, in universities, research centers and think tanks, when well prompted, can help discover solutions to problems that encumber the work of local governments. Linking local public administration and leadership to researchers and training institutions could be one way of sustaining capacity development at local level. The key question that needs deeper analysis and thought is what would be the best model to interlink local government and institutions of higher learning.

27. Demand versus supply-driven decentralization: Notwithstanding the clear evidence of benefits realized from decentralizing governance, governments should be cautious about where and when to establish new local government structures.

Decentralizing cannot be equated with development if necessary resources are not mobilized to facilitate such development. On the one hand, decentralization may bring decision-making closer to people, so local preferences can be better reflected in policies (Oates, 1972). On the other hand, decentralization may degrade public service provision when local governments are less efficient than central governments (Smith, 1985). It is only prudent on governments to establish local governments when feasible as creation of new local authorities when existing ones are barely able to deliver the services they are mandated with places them in a precarious position, which eventually leads to public disenchantment. Making decisions on creation of local governments needs to go beyond political factors, which often seek to appease local communities under the pretext that their localities are being developed as the same communities will get tired of incapable local authorities that are not able to deliver the services.

28. The situation where local authorities do not have adequate initial funding from central governments to enable them to become self-sustaining is not desirable. Empirical evidence has shown that in such situations, local governments will keep increasing prices for services even where it is clear that only the few elite would afford such services, again creating public disaccord and in worst case scenarios, leading to unnecessary social unrest. Needless to say, serving in local governments in some countries is not always attractive as it puts officials at the heart of tensions that result from wanting service delivery. The question is then what factors should governments take into consideration prior to creating new local governments and authorities? It is a complex question that needs thorough analysis of multiple factors, among them appropriate levels of 'seed money', necessary degrees of fiscal autonomy and economic environments in various localities. What is apparent however is that decentralization needs to be demand-driven and informed by the dynamics of various localities if local governments are to thrive. Governments need to carry out comprehensive studies of such factors and devise appropriate models of decentralization for different localities as the 'one-size-fits-all' approach often adopted will not yield intended results. Supply driven decentralization without adequate mobilization of resources to decentralized structures is shooting oneself in the foot on the part of governments

29. **Challenges related to leading large-scale transformation:** The developing world significantly lags behind the rest of the world in terms of service delivery. There is especially a huge gap between Africa's development levels and the developed world. Such a gap becomes a deep gaping hole as one moves deeper into Africa's local rural communities. Such gaps and gaping holes cannot be bridged by small slow steps in development. Local public administration leaders must mobilize communities to embark on large scale and fast moving transformations in order to bridge the gaps. This cannot be accomplished by public administrators who are only conversant with administering laws, rules and regulations. The task requires knowledge, skills, attitudes, and networks

that enable working with stakeholders, balancing and managing long term and short term objectives in the context of change, creating a shared vision and strategy and empowering people.

30. Essentially local public administration leadership should avoid piece meal development strategies that detach the past from the present and the present from the future. The world is ahead of Africa and small changes will not make the continent catch up. Transformational leadership at local level must take large scale trends by intensifying the quest for knowledge, technological applications, partnerships, and community based innovative thinking and development planning. Leveraging the use of Information and Communication Technologies to enhance governance and service delivery is a concept that local governments in some developing countries cannot even take on as there is limited infrastructure at a national level to base such innovations on.

31. **Tracking Progress:** Monitoring systems to guide central governments and local governments themselves to monitor progress at local level and take corrective action timely were deemed equally important. It is essential that governments have monitoring systems in place that are able to track progress over time to aid planning and corrective action to sustain development gains. Local governments' capacity to monitor and use monitoring information is an important aspect of improving service delivery in the long-run, particularly taking into account the meager resources allocated to local governments.

Part Four

Conclusion

1. Decentralization is often mistakenly perceived to weaken central government power and authority. However, decentralization strengthens governments if local governments are more effective and similarly, it weakens governments when local governments fail to deliver their mandates efficiently. Maintaining effective governments at central level remains critical for enabling strong local governments. Governments have to create developmental and effective local governments through adequate resource mobilization to local levels, both human and financial. Strengthening leadership and putting in place appropriate institutional and structural arrangements, with systems that facilitate continuous improvements in service delivery is an ideal whose realization requires a firm commitment and political will from central governments.

2. Giving sufficient autonomy to local governments to plan and implement innovative solutions to existing challenges will further enhance their capacity to make decisions on key issues on time. Similarly, an entrepreneurial mind is a prerequisite for running local governments successfully. Local governments have to ably engage multiple partners at

various levels, including civil society, central government and local communities to exploit the potential at all these layers for development. Undertaking demand-driven projects that are informed by needs at grass-roots level is a prerequisite that cannot be overemphasized. This also calls on communities, civil society and opposition parties alike to honor their responsibilities in identifying viable development options at local level and doing so in a responsible manner that nurtures trust with their local governments.

Part Five

Recommendations

Given the number of challenges facing local governments discussed at the EGM and outlined in this report, the experts agreed that there is a need to provide guidelines that will enable local governments to address such challenges in a holistic manner. A number of recommendations, whose implementation will be facilitated by DPADM, were agreed upon. The recommendations are as follows:

- A. Actors in local government development should develop institutional, technical and fiscal capacities for visioning, policy formulation, implementation and monitoring progress in a participatory manner, embedded on suitable mixes of systems and human resources to lead large-scale transformation.
- B. IASIA and the DPADM/UNDESA should form a Task Force to develop standards of excellence for effective public administration in local governments to achieve MDGs
- C. Task Force to be part of and draw further inputs from the working group on Local Governance and Development
- D. Peer learning and knowledge sharing should be fostered at regional levels to replicate good practices

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Annex 1: The Challenges and Prospects of Civil Service Reform and Good Governance in Ethiopia
By Chane Bitew Kassa, Senior consultant in
The Ethiopian Management Institute

1.1 Background of the Study

A well-functioning civil service helps to foster good policy making, effective service delivery, accountability and responsibility in utilizing public resources which are the characteristics of good governance. Good governance is being used as an all-inclusive framework not only for administrative and civil service reform, but as a link between civil service reform and all-embracing framework for asking policy decisions effective with in viable systems of accountability and citizen participation. Civil Service reform cannot be seen in isolation and it has to be under taken along with good governance for effective results (World Bank, 2001).

Good governance is, among other things, participatory, transparent and accountable, effective and equitable, and it promotes the rule of law. It ensures that political, social and economic priorities are based on broad consensus in society and that the voices of the poorest and the most vulnerable are heard in decision-making over the allocation of development resources. Governance for Sustainable Human Development, the UNDP acknowledges the following as core characteristics of good governance: participation, rule of law, transparency, responsiveness, consensus orientation, equity, effectiveness and efficiency, accountability and strategic vision.

Few countries have undertaken comprehensive reforms and there are mixed results. The challenge lies in finding and linkages among the government and the large society, determining which require priority attention. (M.Satish, 2004). This paper will discuss the good governance process, which demonstrates the lessons and experiences of the country fighting against difficulties to create good governance a more transparent and people oriented system through civil service reform program.

1.2 Statement of the problem

During the last two decades, Ethiopia has embarked on comprehensive civil service reform program and in many cases has received assistance from international institutions. However, despite the tremendous efforts and resources that have been allocated to this endeavour, progress remains inadequate. Civil service reforms are a central feature of economic policy reform program. However, the performance of such reform remains hindered by a myriad of factors. Ethiopian government, therefore, need to increase efforts to address these challenge through effective civil service reform. However, reformers also need to keep an open mind as to what may work and what may not, and be guided by the needs of the situation. (Mihiret, 2004)

The intent is for this paper to serve as an advisory tool for the government institutions that are undertaking civil service reform initiatives. In this process best practices are identified, and recommendations are provided. However, it is clear that not all of the methods and tools outlined will be applicable to all ministries, institutions and commissions. Therefore, a careful and selective adaptation of some elements to selected areas is essential. In that regard, it is also important to note that Civil Service reform is concerned with a continuous

improvement in all aspects of government work. It aims to continuously improve results by building capacity.

Therefore, the need to undertake systematic assessment of the challenges and prospects good governance and civil service reform in the country is critically important. Hence, the purpose of the study will be to assess the challenges and prospects civil service reform and good governance in Ethiopia. Accordingly, the study will attempt to look for answers to the following basic research questions.

1. What is the role of leadership to practice good governance in Ethiopia?
2. What are the main challenges of the civil service reform program in Ethiopia?
3. What are the prospects of good governance in Ethiopia?
4. How the reform program is aligned with good governance in Ethiopia?
5. What are the key learning points in the process of the civil service reform program?

1.3 Objective of the Study

1.3.1 General objective

The general objective of this study is to assess the challenges and prospects of the civil service reform program and good governance in Ethiopia since 2005.

1.3.2 Specific objectives

The study has the following specific objectives to:

- Identify the major role of leadership for good governance in Ethiopia.
- Pinpoint the major challenges of the civil service reform program in Ethiopia.
- Indicate the prospects of good governance in Ethiopia.
- Identify learning points in the process of civil service reform program and good governance in Ethiopia.

1.4. Scope of the Study

This study will limit to the challenge and prospects of the civil service reform program and good governance since 2005 in Ethiopia: the previous Ministry of Capacity Building (currently Ministry of Civil Service), Ethiopian Management Institute, Ethiopian Civil Service College and Federal Ethics and Anti-Corruption Commission. These public institutions are the main actors/ stakeholders from the initiation to the implementation of the civil service reform program and good governance in Ethiopia.

1.5. Significance of the Study

It is worthy of assessing the challenges and prospects of civil service reform program and good governance in Ethiopia. The finding of this study is of great significance:

- It enhances the understanding and practical application of civil service reform and good governance in Ethiopia
- It will be helpful to address the challenges sought in the civil service reform program in Ethiopia to take the process forward.
- It will be helpful to identify and use the prospects of civil service reform program and good governance in Ethiopia

- Also the lesson to be drawn can be transferred to other organizations and other countries as well.
- The study may serve as a valuable input for researchers to conduct further studies in the area.

1.6. The Research Design and Methodology.

The research design for this study will be descriptive survey with in this method opinion, views and practical experience of the key respondents will be addressed.

1.6.1. Source of Data

In this study both Primary and secondary Sources of data will be used.

1.6.2. Instruments of Data Collection

The instrument of data collection is highly depending on the nature of the research.

Therefore, in this research: Interview, questionnaire and focus group discussion will be employed to get data from key informants.

1.6.3. Techniques of Data Analysis

Qualitative and quantitative method of data analysis technique will be applied to analyze the data gathered under the research basic question. In this case both statistical and non-statistical tools of data analysis will be used. Also, views, opinions and experience of key informants will be synthesized accordingly.



Annex 2: Enhancing Public Administration Effectiveness in Africa through Strengthening Local Public Administration Leadership Capacity by Jonh-Mary Kauzya, Chief of Public Administration Capacity Branch

Leverage community potential for development
Engage all actors' and secure their commitment and resources
Align national and local development plans
Develop political, managerial, technical, and community's capabilities
Ensure professionalism, and frugal use of resources
Report Achievements, and ensure sustainability
State shortfalls and strategies for addressing them
Hold people's interest and well being at the center of all plans and operations
Insist on professionalism, transparency, accountability, integrity, and ethical conduct from all especially you!
Pave the way to satisfy the needs of the future generations.

Abstract:

The presentation departs from the stand point that whereas decentralization has been going on in many African countries strengthening public administration leadership capacities in local governments has not moved at the same pace. There is initial research by the Municipal Development Partnership for Eastern and Southern Africa (MDP-ESA) pointing out that public administration capacity in local governments is generally very weak. The presentation outlines what the author considers as some of the aspects that could guide governance and public administration leadership capacity development in local governments in Africa. It then examines the challenges facing local level leadership in Africa and argues that in local governance, within the context of globalization, leadership transcends local governments to become a partnership activity in which central government, local governments, civil society, private sector at local, national, regional and international levels are all engaged. It examines the issues related to the symbiotic linkages between decentralized governance and the development of public administration leadership capacity at national and local levels. It discusses the extent to which the decentralization drive in Africa can help countries build people-focused leadership capacities for local and national level socio-politico-economic development. It argues that decentralized governance holds potential to promote development of leadership capabilities at local level and to spread leadership capacity across the whole spectrum of the society up to grass-roots level. Finally, it explores the measures that can be taken by central government authorities, local governments, and all development partners engaged in decentralized governance to harness local governance and develop the various leadership capacities at local level for effective grass-roots development and poverty reduction. It emphasizes that local governance and public administration leadership capacity includes human aspects and institutional aspects where the

human aspect includes entrepreneurial, integrative, administrative/managerial and operative abilities. What needs not be lost is that local governments provide structural and institutional arrangements through which local governance and public administration leadership capacities can be development to manage the development process at grass-roots and ultimately national levels. The challenge which faces governments and development partners is how to develop the public administration leadership capacities of these local governments to enable them execute their mandated functions, serve the people and sustain development.

00: Elements of a Guide on Local Public Administration and Leadership Capacity

Development: A Snapshot

The planning, programming, prioritising, implementation, monitoring, and evaluation of programs and activities for public administration and leadership capacity development for effective local governance in Africa ought to be guided by the following:

Diagram one: Guide for Local public administration and Leadership Capacity Development



01: Sensivity and responsiveness to contemporary and unfolding needs and challenges facing Africa’s leadership and people, especially at local community level.

Developing local public administration and leadership in Africa should not be an academic exercise but a conscious effort that takes into consideration the topical needs and challenges confronting the development process on the continent at local, national, regional, and global levels as well as the challenges that are likely to confront Africa’s future generations. “If you want to move people, it has to be toward a vision that’s positive for them, that taps important values, that gets them something they desire, and it has to be presented in a compelling way that they feel inspired to follow”.(Martin Luther King Jr.”). The question that needs to be answered here is the following: To what extent is the background, outlook, knowledge, skills, attitude network, etc of public administration officials at local level aligned with the needs of the local communities the Public Administrators are expected to develop?

02: Respect for and harnessing the potential of diversity

Among the challenges requiring visionary leadership especailly at local level are those triggered by the growing and insistent demands for popular participation and good governance, for the accommodation of ethnic, cultural, gender, political, economic, and religious diversity. Leaders that are not particularly aware of and sensitive to issues of diversity will not only miss the opportunities provided by the socio-cultural and even politico-economic diversity of Africa, but will also fail to pay particular attention to and creatively mediate the demands that are created by this diversity. Such a failure would fuel unnecessay conflict. Most conflicts start at local level and their disastrous effects are felt mostly by local communities. Managing diversity should therefore be central to the competency of local public administrators as well as political, managerial and technical leaders. Again it may be interesting to discover the extent to which public administrators at local level are tuned to manage diversity for development.

03: Critical self-examination

The visionary leadership in Africa will contnue to develop as Africa continues embracing further the process of critical self-examination and desists from evading responsibility for its choices and consequences. Local governance and public administration leaders need to lead their local communities in examining their socio-politico-economic conditions including the resources they have in their midist in order to collectively design and implement programs and projects that will enable the communities to wriggle themselves out of poverty and create a better living not only for themselves but especially for their future generations as well.

04: Applied research and scholarship

Scholars and researchers have a major role to play in extrapolating from African traditions those values and attributes that could readily be adapted to strengthen leadership for people-centred and development-oriented policy making for meeting topical and unfolding challenges so that the African continent gets adequately placed on the road for self-sustaining growth and development. It is the belief of the author of this paper that most local governments' leaders in Africa have not mastered how to use university faculties and research centers to conduct research into ways and means of how to solve local socio-politico-economic development-related problems. Yet it is generally known that the young women and men in universities, research centers and think tanks, when well prompted, can help discover solutions to problems that encumber the work of local governments. Linking local public administration and leadership to researchers and training institutions could be one way of sustaining capacity development at local level.

05: Professionalism, ethics, integrity, transparency, accountability, and excellence

Character, integrity, professionalism, ethics, transparency and accountability as well as commitment to excellence and unceasing search for perfection are among the defining attributes of leaders needed by Africa to conquer obstacles to growth and development. Local public administration leaders ought to be able to measure up to the right level on these attributes. Issues of ensuring the rule of law, good governance, effectiveness in performance, respect for human rights, selfless service to the public, will be achieved through a leadership that embraces these attributes. On the face of it the attribute may look unrelated to the achievement of MDGs. However, a closer look shows that without such the attributes even the whole idea of pursuing the MDGs is inconceivable.

06: Balancing Self-reliance with Global awareness, Collaboration, Partnerships and networking

Despite the fact that Africa has its own problems and that it should essentially count on its resolve, resources, and capacity to solve these problems, it is also a sign of visionary leadership to tap the potential that is provided by partnerships and networks to supplement and support Africa's own efforts. The spirit of self-reliance is good and commendable. However, effective self-reliance requires a clear assessment and understanding of the forces that can supplement one's own efforts. Local public administration leaders must be aware of the global forces that can contribute to their success and how to mobilize and galvanize them. The combination of ever increasing expectations and needs of local communities, and the lack of the ability of individual units of local governments, central governments, or even donors and development partners alone

to meet those needs compels every one at every level to collaborate with concerned stakeholders! It is certainly for this reason that Goal 8 of the Millennium Development Goals (MDGs) is focused on developing partnership. One of the competences that need to be developed for effective public administration leadership in local governments has to do with capability to network, collaborate, create and manage partnerships.

07: Participation and engagement of the concerned communities:

Public Administration leaders from the international community, central governments, and local governments themselves need to develop the habit, approaches and methodologies of engaging concerned communities in the identification of their problems, defining their needs, specifying their challenges, and designing solutions for the kind of development they desire. Experience over time has shown that no matter how much one wants to help local communities to develop, the task is by far easier when the communities participate in the whole process of planning, programming, prioritising, implementation, monitoring, and evaluation of their development. The main challenge here is how to ensure that public administration leaders have the capacity to do this.

08: Exploiting the Potential of Information and Communications Technologies (ICTs)

There is a variety of tools that local public administration leaders can apply to improve the lives of the people they lead. Among such tools, the most modern is information and communication technology. While leaders may not be expected to master the application of these technologies, they need to go a long way towards their understanding of the role that these new technologies can play in meeting development needs in areas such as education, health, good governance and administration, knowledge and information sharing, business, trade and much more. There is need to foster a better understanding of how ICTs can be used for social and economic development, and to equip policymakers and programme managers with a development-oriented framework for ICT-based and ICT-supported interventions in a range of socio-politico-economic sectors.

09: Background and Introduction: Redefining and redesigning the finality of public Administration at local government level.

The finality of public administration or precisely the basis for determining its effectiveness has been redefined since the beginning of the 2nd Century by three phenomena; (i) the Millennium Development Goals (MDGs), (ii) policies of decentralization and (iii) globalization.

1.0: Objectives of decentralization and what they imply for developing public administration leadership capacities at local level. First, we will look at the objectives of decentralization and what they imply for developing public administration leadership capacities

at local level. The work of developing local communities is too big to be handled only at central government level. The necessity for people to participate in their development is partly responsible for institutional and structural re-arrangements (call it decentralization) to facilitate the engagement of local people in making and implementing decisions for their development. In addition, the concern of governments, donors and development partners to see the funds they provide causing positive change at community level requires arrangements that enable them to be assured that the lives of communities are changing visibly as a result of the funds. A casual observation shows that a number of countries in Africa are promoting decentralized governance as a measure for democratization, people empowerment and poverty reduction. While development is often envisaged in terms of impressive grandiose projects, to common grass-root people, it actually entails incremental improvements in normal day-to-day life necessities of food, shelter, and provision of services in critical areas such as education, health, water, energy, transport, etc. African countries have a huge task of getting their people out of abject poverty. And in many respects, the bigger chunk of development tasks at local community level has been passed on to local governments through decentralization. The imperative that emerges from this scenario is that the effectiveness of public administration should best be judged from the stand point of causing a positive change in the lives of grass-roots people where poverty bites hardest! A closer look at the objectives of decentralization in a number of countries (for examples, Uganda, South Africa, Rwanda, and Kenya) shows the ambitions people hope to realize through decentralized governance.

Uganda

- i. The transfer of real power to Local Governments with the aim of reducing the load of work on remote and under-resourced central officials
- ii. Bringing political and administrative control over services at the point where they are actually delivered, thereby improving accountability and effectiveness, and promoting people's feeling of "ownership" of programmes and projects executed in their Local Governments.
- iii. Freeing local managers from central constraints and enabling them to develop, effective and sustainable organizational structures tailored to local circumstances in the long-term
- iv. Improving financial accountability and responsibility by establishing a clear link between the payment of taxes and the provision of services they finance.
- v. Improving the capacity of local authorities to plan, finance and manage the delivery of services to users

South Africa

- i. Provide democratic and accountable government for local communities

- ii. Ensure the provision of services to communities in a sustainable manner.
- iii. Promote social and economic development.
- iv. Promote a safe and healthy environment.
- v. Encourage the involvement of communities and community organizations in the matters of local government

Rwanda

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

Kenya: (according to the New Constitution 2010)

- i. To promote democratic and accountable exercise of power;
- ii. To foster national unity by recognizing diversity;
- iii. To give powers of self-governance to the people and enhance the participation of the people in the exercise of the powers of the State and in making decisions affecting them;
- iv. To recognize the right of communities to manage their own affairs and to further their development;
- v. To protect and promote the interests and rights of minorities and marginalized communities;
- vi. To promote social and economic development and the provision of proximate, easily accessible services throughout Kenya;
- vii. To ensure equitable sharing of national and local resources throughout Kenya;
- viii. To facilitate the decentralization of State organs, their functions and services, from the capital of Kenya; and

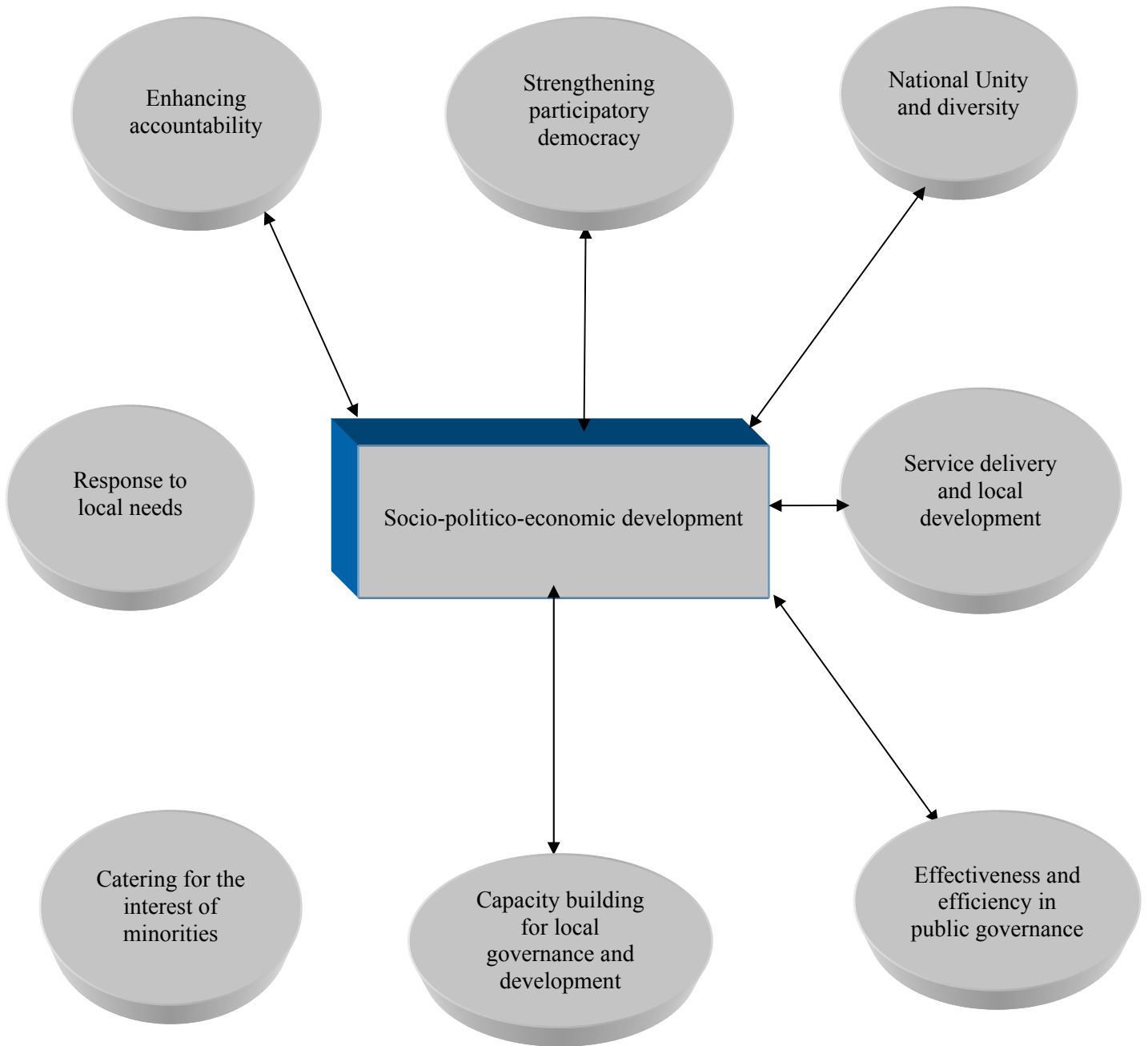
ix. To enhance checks and balances and the separation of powers.

The following quotation from the Decentralization policy documents of the Government of Rwanda demonstrates how governments are putting a lot of premium on decentralization as a structural vehicle for development;

“With the above objectives the government of Rwanda is taking decentralization as an instrument for people’s political empowerment, a platform for sustainable democratization, a structural arrangement for mobilization of economic development energies, initiatives, and resources, and as a weapon for people’s reconciliation social integration and well being. Overall, it is a vehicle for the promotion of a culture of good governance in the country (political, economic, civic, and managerial/administrative good governance). The hope for the development of Rwanda lies in the will and power of its people. The decentralization policy is intended to give the power to the people and enable them execute their will for self development. Decentralization will evolve institutions that are not only democratic, accountable, and transparent but also efficient and effective in service provision and community development”.

The diagram below gives a summary of the analysis of the above objectives and shows the extent of what socio-politico-economic ambitions decentralization is expected to achieve in Africa.

Diagram two: General objectives of decentralization



1.1: Linking Local Governments with MDGs

Second, we look at the way decentralization is linked to MDGs and what this means for the development of public administration leadership capacities in local governments. In many countries that have decentralized, local governments are critical to the achievement of MDGs because most of the areas in which the Millennium Development Goals and Targets have been set are mandates of local governments (for examples; poverty eradication, primary education, primary health care and communicable diseases, environment, maternal healthcare, HIV/AIDS

and Malaria etc. The box below from the Commonwealth Local Governments’ Forum shows how local governments are linked to the achievement of the MDGs¹

Box 2 The role of local government in delivering on the MDGs									
MDG	Fire fighting and police	Solid waste management	Roads	Primary education	Water and sanitation	Primary health	Public health	Land use planning	Economic development
1 (Poverty)	■ ■	■	■ ■	■ ■	■ ■	■ ■		■ ■ *	■ ■ *
2 (Primary Education)			■	■ ■ ■	■	■		■	
3 (Gender Equality)	■ ■			■ ■			■ ■		
4 (Child mortality)		■ ■	■ ■	■ ■	■ ■	■ ■ ■	■ ■	■	
5 (Maternal health)	■	■	■ ■	■	■ ■	■ ■ ■	■		
6 (HIV/Aids malaria)		■ ■		■	■ ■	■ ■ ■	■	■	
7 (Slums and Water)	■	■ ■	■ ■ ■	■	■ ■ ■	■	■ ■	■ ■ ■	■
8 (Partnership)									■

Key ■ ■ ■ Direct Provision ■ ■ Indirect Relationship ■ Some Relationship *In some cases LG through bad governance can influence this MDG negatively

Diagram three: local governments and MDGs

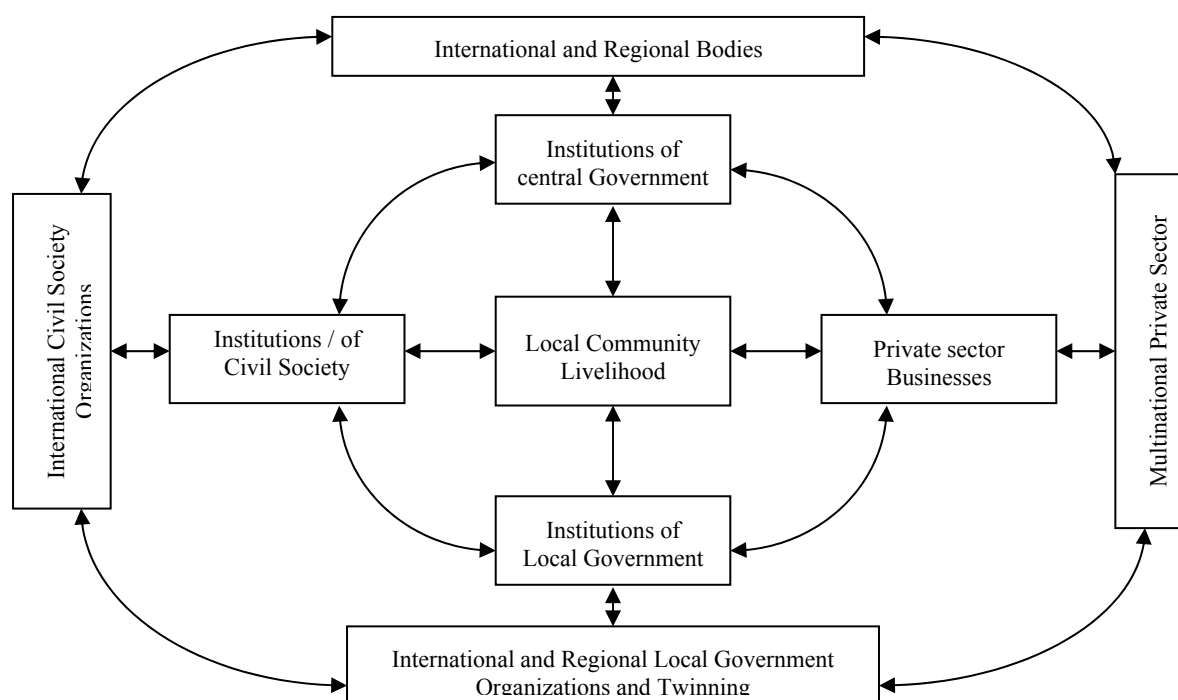
In fact the above table is just a generalization. In some countries for example Rwanda and Uganda local governments are directly mandated to fight poverty at local level in the objectives set in the constitutive documents of local governments. Equally in the same countries and South Africa, local governments are directly mandated to do local economic development planning in collaboration with private sector and civil society. In Rwanda, creating partnerships for local economic development which is MDG 8 is part of the mandates of local governments. In the final analysis, when all is said and done, what is achieving the MDGs if not achieved at local community level? Emphasis on achieving the MDGs at local level reasserts the primary function of public administration which is the delivery of public services. This in turn refocuses the need to strengthen the capacity of public administration in local governments to deliver services. Moreover, in a way there is need to pin point the kind of public administration that would be required to do this.

¹ Philip Amis; “Background Discussion Paper for the Commonwealth Local governments’ Forum”, (Freeport, Grand Bahamas, 11 – 14 May 2009)
http://www.clgc2009.org/userfiles/CLGC+2009/File/Improving%20Local%20Government%20the%20Commonwealth%20vision_qxp.pdf

1.2: Networked public administration leadership at local level:

Lastly we look at how globalization forces have influenced local public administration leadership to adopt approaches of networking to leverage capacities from actors outside the sphere of public administration. The shift in the tasks of local public administration leadership has dictated a change in the type of public administration and leadership in local governments and in local governance in general in terms of its knowledge, skills, competences, attitude, networks and even personal character. It takes determined, insightful, strategic, and forward looking leadership to create a thriving and prosperous local community. But the problem is that leadership, in these days of globalization, regionalization and even nationalism is no longer an issue of one or a few determined, insightful, strategic and forward looking individuals. It is a whole network of individuals, groups, institutions and organizations ranging from the global through the regional and national to the local that constitute leadership at local governance level. It is a web of what I term networked leadership bringing together central government, local governments, private sector, and civil society at local, national, regional, and global levels to work and cause change and development at local level. In other words, local governance leadership is no longer an affair of local governments and local leaders only. With globalization, the question of “who is your local leader” has become more complicated than the biblical question of “who is your neighbor”. The diagram bellow (figure three) illustrates this. This globalized outlook of public administration at local government level has incidentally made public administration literary public not only in terms of practicing public administration with openness but also in terms of involvement of multiple stakeholders and actors. As the former United Nations Secretary General Kofi Annan said, “More than ever before in human history, we share a common destiny. We can master it only if we face it together.”

Diagram four: You are not alone: Connected Leadership for Local level Development²



The networked leadership concept poses a challenge to the development of public administration leadership capacity. And this challenge can be put simply in form of a question: How can a public administration accustomed to inward looking work, enforcing regulations, leverage and managed a network of actors as indicated in the above diagram? Creating this kind of capacity at local government level is not simple. It is however imperative if public administration has to be effective at local level.

1.3: What would be the Requisite Public Administration and Leadership conceptual framework and Capacity for Local Governance?

If as shown above the bigger part of the job for developing communities has descended to the lower levels of governance through decentralization, capacities for public administration and leadership must be developed at those levels. In other words, decentralization in Africa, imperfect as it may seem to some people, (in fact decentralization can only be imperfect), has generated an important shift in public administration leadership responsibilities and competences and can therefore be regarded as one of the structural arrangements that may in the long run contribute to the development of public administration leadership and governance capacity in African countries. However, this does not concern just transferring public administration

² Adopted from Kauzya John-Mary: “ Strengthening Local governance Capacity for Participation” in Denis A. Rondinelli & Shabbir Cheema (ed): Reinventing Government for the Twenty-First Century: State Capacity in a Globalizing Society, (Kumarian Press Inc. 2003) p 185.

capacities from central to local governments following the transfer of functions and responsibilities. That would be just a small part of task. What is needed is the transformation of the concept, outlook, competence, and operational readiness to turn public administration at local level into a sphere that adequately blends administrative professionalism, management effectiveness and efficiency, leadership acumen and governance aptitude. This certainly is an administration that goes beyond the traditional public administration professionals.

There was a time in the history of modern governance in African countries, even well after independence, when local governments were just organizational instruments for collecting taxes and administering simple peasants in rural areas or providing simple services such as garbage collection and keeping law and order in urban areas. This simplified type of public administration, in the 1960's and 70's received a lot of support from the international community. It served the purpose of replacing the departed colonial administration. But it could not address the emerging heavy tasks of mobilizing resources and engaging the local people in planning and implementing their development.

With objectives of decentralization such as those given above, local governance has become more complex. Not only does it handle the provision of a wider range of services, most importantly it addresses peoples' greater socio-politico-economic development expectations both in rural and urban areas. The population has become more complex in their understanding of what they should expect from their public administrators and local leaders, how they should express the expectations, demand accountability and improved services, and link the taxes they pay with the quality, quantity, and timeliness of the services they receive from public administration. More to this, the population has become more democracy-minded and demand for a greater say in the decisions that their public administrators and leaders take that will influence their lives. Even in the remotest of rural areas, people have progressively shifted from being followers of their leaders to being supporters and participants in the whole act of governance. This phenomenon testifies to the changed nature and even concept of public administration. This is what the presentation will touch on now.

In the recent trend of thinking and discourse on managing Public affairs there has been a cumulative paradigm movement from traditional Public Administration to Governance via Public Management³. It is observable that following these trends and paradigm shifts there have been complementarities among the three concepts and practices (public administration, public management, and governance) but also losses and gains for Public Administration as an institution, a structural organization, a set of practices and a domain of values and principles through which the State prepares, makes, implements, monitors, controls, and evaluates its decisions and policies as well as its performance of the full range of its functions including the delivery of services that are critical to human development.

³ These thoughts had been expressed by the author to the United Nations Committee of Experts in Public Administration during its meeting of March 2004.

Public Administration as a bureaucratic organization is conceived to work within a set of rules with legitimate delegated legal rational authority, expertise, impartiality, continuity, speed and accuracy, predictability, standardization, integrity and professionalism, to satisfy the general public interest. As an instrument of State⁴, it is expected to be the grantor of the fundamental basis of human development and security including freedom of individuals, protection of life and property, justice, protection of basic human rights, stability, and peaceful resolution of conflict whether in allocation and distribution of resources or otherwise. In this light effective Public administration would be indispensable for the sustainability of the rule of law and accountability. However, from the last part of the 1970s, Public Administration came under intensive attack from those that advocated for an elevated emphasis on the role of the private enterprise in development. Criticism highlighted public administration practices characterized by red tape, sluggishness, insensitivity to public needs, wasteful utilization of Public resources, undue focus on process and procedure rather than on results, etc. The whole instrument of the State (Public Administration) was projected negatively as a big burden on the tax payer. A school of thought emerged which believed that the functions of managing Public Affairs would best be performed through the application of private enterprise management principles and practices paying particular attention to efficiency and economy in the utilization of resources, effectiveness, customer focus and reliance on market forces especially in matters of economic decisions. Increasing the role and influence of the private sector called for rolling back the frontiers of the State in effect pushing for minimizing the size of the Public Sector and narrowing down the field of operation of Public Administration. Instead of Public Administration the common term used became Public Management.

However, in the 1990s the negative effects of undue emphasis on efficiency and economy in the running of Public affairs started to manifest themselves in the deterioration of the delivery of Public services especially those that are closely linked to the satisfaction of the general public interest or that could be referred to as public goods. Such goods and services could not be adequately provided through strict adherence to the practices and dictates of market forces. Where the Public Administrator had paid too much attention to the rules, regulations, controls, procedures, and processes at the expense of providing effective services to the Public, the Public Manager gave excessive focus on efficiency and economy in the utilization of resources, again to the detriment of the service to the citizen. Lapses in regulation and controls provided avenues for increased corruption in Public offices, private sector practices in management of Human resources (such as contracting) eroded commitment to Public service values and favored employment rather than career in many countries. Ultimately the public did not get the satisfaction expected as it became apparent that there is a great difference between market forces and public interest and that the market forces did not necessarily always decide in favor of public

⁴ See Jean-Louis Quermonne: L'appareil administrative de l'Etat, (Editions du Seuil, Paris, 1991)

interest. Nor did they always call up on the public to participate in deciding, planning, monitoring and evaluation of government action to ensure that the interest of the public remains at the centre of government action.

In the search for a stronger say and role of the citizen in influencing the way Public managers planned and implemented the functioning of the State with equity, transparency and accountability, the concept of governance emerged to emphasize the participation and interest of the public as well as strong accountability of public officials at the centre of Public management. The concept of good governance introduced important elements of partnerships and shared accountability whereby various stakeholders in the public, private and civil society sectors at local, national, regional, and global levels come together and complement each other to complete the act of managing public affairs in the development process. Looking at the above synopsis of the trend and conceptual mutations the question that imposes itself concerns what strengthening Public Administration leadership for effective local governance entails and what a strengthened public administration leadership would look like. We need to adopt a critical eye and mind here.

Conceptually Public Administration constitutes the crust of Public management as well as of good governance. The historical fault in the trends outlined above was for those who advocated for New Public Management, as well as those who are advocating for good governance to perceive Public administration as something outside these two. A closer analysis shows that it forms an inner circle without which the two cannot be effective. It is this central position of Public administration that needs to be refocused and repositioned in the process of strengthening public administration at local government level. In the process of strengthening public administration capacity for effective local governance, public administration must not retract to its archaic self of exclusive regulatory control and paternalistic and monopolistic approaches to service delivery. Public administration must recognize and embrace the value and virtue of partnerships among the various sectors so that it joins hands with actors in the private and civil society sectors at local, national, regional and global levels to galvanize and leverage experiences, knowledge, skills as well as resources for effective response to public needs. Partnerships will constitute a major ingredient in giving strength to Public Administration. In other words, the strengthening of public administration will entail bringing together the best attributes of the three concepts of Public Administration, Public Management, and Good governance to construct a sharp instrument for effective, efficient, responsive, transparent, accountable and well networked functioning of the State and its subsidiary entities such as local governments.

Beyond conceptual discussions on public administration, public management, and good governance, we need to bear in mind that the shift in the concept of public administration is being imposed by the reality of demands put on public administration. Demands on local public administration leadership and governance actors have increased in number and complexity (See Box 1). Consequently the task of public administration leadership has shifted from simple

ordering and administering to leveraging development and serving as the fulcrum of good governance.

Box 1: Greater demands on local governance and public administration leadership

- Demand for enhanced transparency and people participation in making policies, strategies, decisions, and implementation of their development
- Demands from the local people for more, better, and timely services even in contexts of less funding
- The dire need for developmental innovation, and entrepreneurship
- The need for extensive networking including involvement of civil society and private sector in the delivery of services and aligning local governments with other development partners to leverage capacity
- Increased emphasis on accountability and responsiveness bringing to the forefront local people needs, effectiveness in achieving development including achieving MDGs and International agreed development agenda and efficiency in the utilization of resources especially funds.

2.0: Linkage between decentralized governance and public administration leadership capacity development

Decentralized governance is increasingly being favored as the most suitable mode of governance through which poverty reduction interventions can be conceived, planned, implemented, monitored and evaluated. This is because it is hoped that the process of decentralization facilitates greater participation of communities in problems' analysis, needs identification, projects' planning and implementation, which in turn increases ownership and the likelihood of sustainability. Decentralization is taken as a high value policy. There is, in some corners, also the hope that decentralization offers opportunities for peace in situations where power sharing and shared exercise of power can mitigate violent ethnic, religious, and territorial conflicts inside a country. For all these reasons and perhaps even more, many development partners at local, national, regional, and international levels including intergovernmental bodies such as the United Nations Agencies are engaged in supporting decentralized governance in many countries. However, we need to bear in mind that the success of decentralized governance in delivering its promises hinges strongly on public administration leadership at national and local levels.

When it is implemented, decentralization puts in place structures both at central and local government levels that provide layers of leadership thus a field for public administration leadership development in terms of knowledge, skills, attitudes, networks, systems, institutions, and values. Decentralization and public administration leadership development are therefore symbiotic in the sense that for effective decentralized governance to take place, it requires a commitment of public administration leadership at central and local government levels, a leadership that trusts in the power of the people at local level. At the same time, local governance structures provide a training ground through which leaders are identified and trained through a

hands-on process of managing local governments in all aspects (problem identification, policy and strategy design and decision-making including by laws, ensuring transparency and accountability, and in general managing resources). Decentralized structures also provide a structural arrangement that can bring together leadership efforts from private sector, civil society at international, national, and local levels to converge and focus resources to developing local communities.

Leadership is the engine that powers local governance and service delivery. Without it, corporate governance arrangements cannot operate effectively and ultimately public services suffer. In supply driven decentralization i.e. where the central government decides to initiate and push the decentralization agenda, one could say that “in the beginning there was leadership”! For decentralised governance to spring up and thrive, it requires a strong public administration leadership that not only enjoys the trust of the people, but also trusts in the power of the people. Weak leaders who do not trust the people and who lack trust from the people fear decentralization because they mistakenly see it as further weakening their power and authority. Governments under strong (read capable) leadership tend to decentralise while governments under weak leadership tend to disintegrate. Obviously there is a huge difference between decentralization and disintegration!

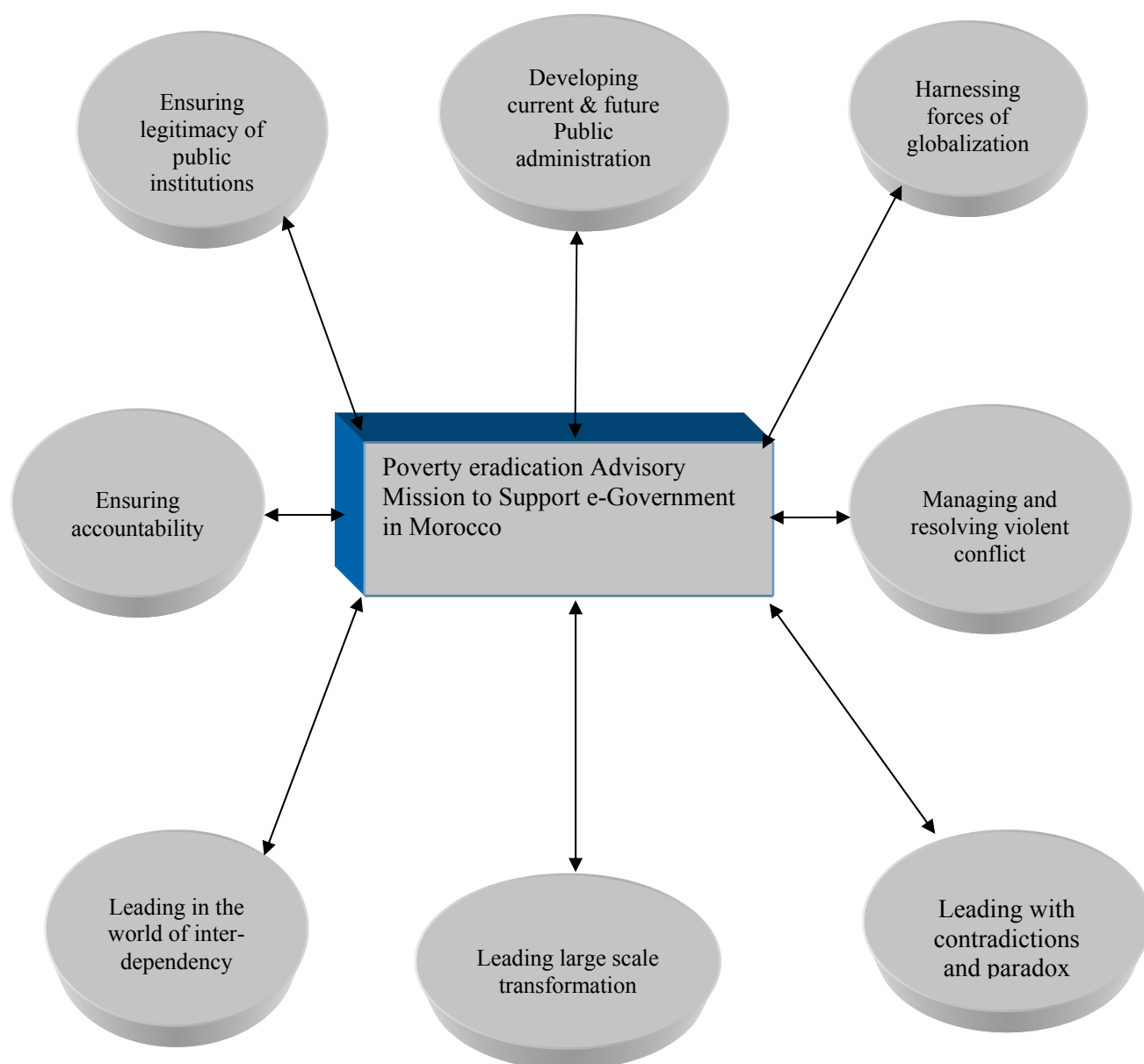
On the other hand decentralized governance provides a structural arrangement for shared responsibility, exercise of power and diffused authority both vertically between central government and local governments and horizontally among key players in civil society, private sector and grass-roots communities. This structural arrangement provides opportunity for the growth and development of leadership capacity. One can deduce that there is a symbiotic relationship between decentralized governance and public administration leadership capacity development whereby leadership is necessary for decentralized governance to flourish and decentralised governance is an ingredient that is needed for the growth and development of local leadership capacity. The role of leadership is to catalyze and mobilize people power into collective action to face the challenges of local level development and poverty reduction. In the African context, these challenges are numerous and enormous but not insurmountable. We explore some of them in the following paragraphs. Beyond the challenges themselves, the real issue at hand is whether public administration leadership at local governments’ level is tuned to address such challenges and what needs to be done to develop its capacity to align it with the challenges.

3.0: Challenges facing local level public administration leadership in Africa

Decentralized governance and public administration leadership capacity development in Africa are discussed within the context of the challenges facing the continent and its people. Both must be conceived and implemented with the aim of making leaders and people capable of effectively addressing the key challenges facing African countries today and likely to face the continent in the future, especially at community level. Their programs must be driven by constant reference to, and review of, such unique challenges and demands that the challenges continue to put on the leadership styles socially, administratively, managerially and politically. The challenges are many but the following are singled out as critical ones facing local public administration leadership particularly. They are all linked to achieving the internationally agreed Millennium Development Goals (MDGs) and to the development of Africa⁵. (i) Developing capable local public administration leaders both for the present and for the future, (ii) Harnessing the forces of globalization to benefit local development, (iii) poverty eradication, (iv) Conflict management and resolution and prevention of violence, (v) The legitimacy of state institutions, (vi) ensuring accountability, (vii) Leading in a world of increasing interdependency, (viii) Leading large-scale transformations, (ix) Leading with contradictions and paradox. Most of these (8 of them in fact) challenges, it can be observed are process-related. In other words they can be linked to the question of: what do we do to eradicate poverty from Africa. Reading most of the literature on the achievement of MDGs and what needs to be done to speed up this in Africa, one notices that the general answer comes as “provide funding”. In this paper we believe this is just part of the answer but not sufficient and certainly not the most critical! If the eight challenges are not addressed the central one of poverty eradication will not go away irrespective of how much funding is provided!

⁵ The following are the millennium development goals adopted by the United Nations General Assembly in the Millennium Declaration September 2000. i: Eradicate extreme poverty and hunger, ii: Achieve universal primary education, iii: promote gender equality and empower women, iv: Reduce child mortality, v: Improve maternal health, vi: Combat HIV/AIDS, malaria and other diseases, ensure environmental sustainability, and viii: Develop a global partnership for development

Diagram five: Challenges



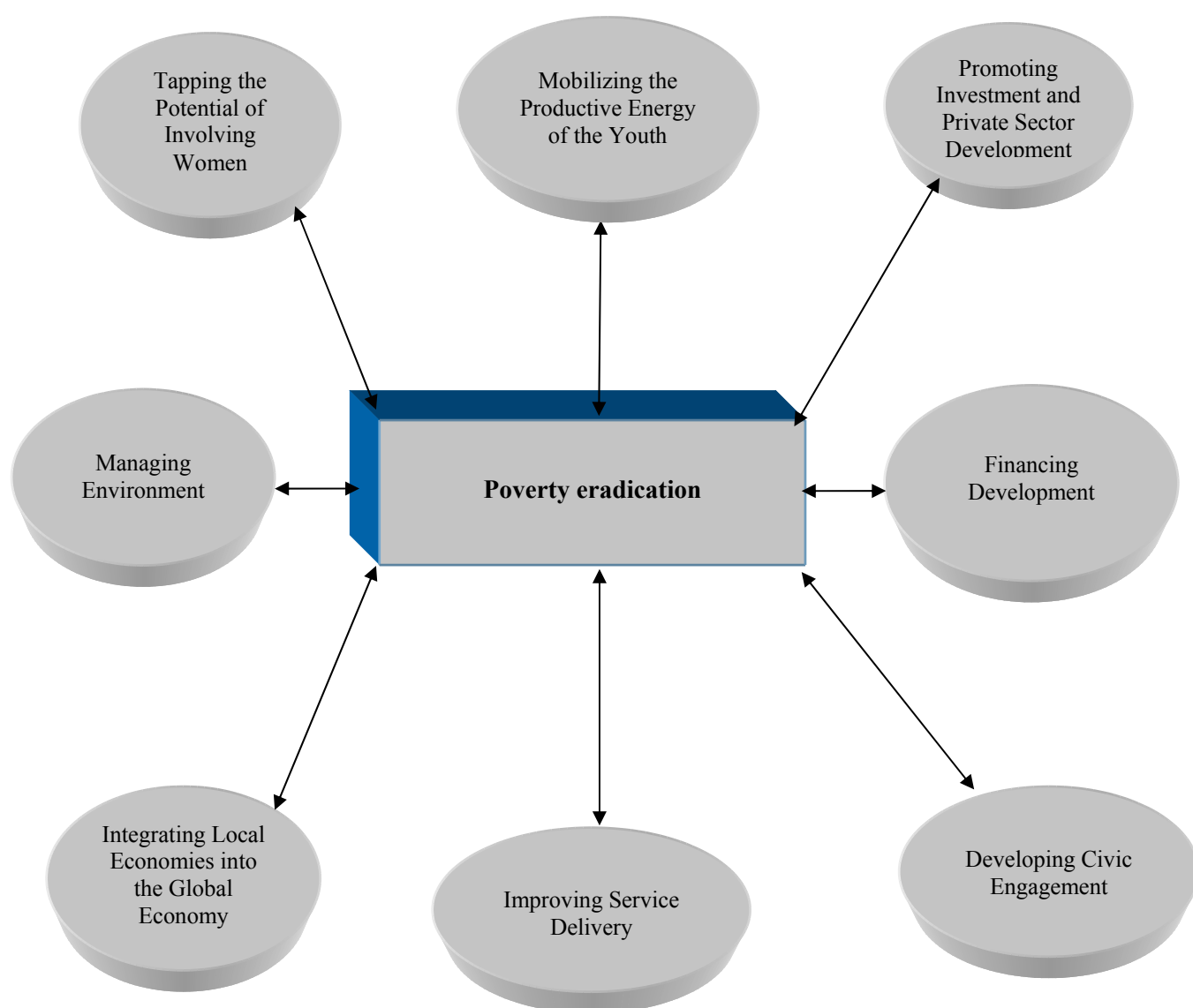
3.1: The Challenge of How to Eradicate Poverty among Communities

“Eradicating poverty and ensuring sustainable development should form the *raison d’être* of public administration”⁶. The biggest challenge facing Africa’s local public administration leadership and governance in general concerns the eradication of poverty at community level. This challenge looks squarely in the face of local level public administration leadership every day because it is at local grass-roots level that poverty is stuck naked and pinches deepest. There is nothing romantic about leading a community that is too poor to feed itself, educate its children,

⁶ UNDESA: World Public Sector Report: Globalization and the State, (United Nations, New York, 2001)

and secure its future! Public Administration leaders at local and central government levels must develop cross-sectoral approaches to solving problems. In particular this is critical to the reduction of poverty. The following aspects need attention: (i) Financing development, (ii) Developing civic engagement, (iii) Improving service delivery especially in water, health, HIV/AIDS, education, law and order, transportation, environment, etc (iv) Promoting investment and private sector development as well as integration of local economies into the global economy, (v) Managing the environment, (vi) Gender and inclusion.

Diagram six: Some elements of a poverty eradication strategy



Eradicating poverty is not going to be an easy job and that is an understatement. If the above elements of strategy for poverty alleviation have to be effectively implemented, there is need for public administration leadership in local governments which combines inspirational, integrative and entrepreneurial abilities. In addition these abilities but especially **entrepreneurial**

leadership capacity will have to be developed in all sectors and at all levels to enable local governments to engage in a sustained thinking, visioning and strategizing process that constantly devises solutions to complex socio-politico-economic problems that hinder development. If development has to happen at grass-roots level the leadership at this level must have the capacity to think strategically and to mobilize communities to participate in the entire process of development planning, implementation, monitoring and evaluation. Again the teasing question is the following: Do local governments' Administrators by what ever title named possess this kind of combination of abilities? What can be done to develop this kind of capacity among public administration leaders in local governments? University faculties, management development institutes, development partners involved in local level capacity development programs, etc need to ponder this question and redesign their interventions to develop the requisite capacities for local level public administration leadership to address the challenge of poverty eradication.

3.2: The challenge of how to lead and perform effectively in the Context of globalization and in a world of increasing interdependency

In many respects the impact of globalization is often felt at the local level where unfortunately globalization is least understood. For example, the global economic and financial crisis that rocked the whole world caused severe shortages in funds for local governments, increased unemployment and misery in many communities. For many, understanding that the hardships they were feeling at community level were caused by a financial crisis that started far away on Wall street in New York was difficult. For public administration leaders in decentralized governance, this is a big challenge. Globalization needs to be understood in its nature, its impact, in the way it can be harnessed to limit its negative impact and maximize benefits from its positive effects on development. This is especially relevant to African countries which have difficulty to influence globalization. If central governments are finding it difficult to influence globalization, local level leaders must find it even harder.

Creating and maintaining effective networks and partnerships, mastering negotiation techniques and alliances, and understanding the operations of global institutions such as the United Nations system, Briton wood institutions, and influence of regional blocks as well as the international financial and market systems are some of the critical elements to be addressed. The impact of the global economic and financial crisis from which some countries have not yet even recovered is an example of global challenges impacting on local public administration leadership. Most importantly, inspirational, integrative and entrepreneurial leadership capacity must be developed to enable local public administration leaders to marshal the strength of local communities to be effective and influential players in the global arena for the benefit of local level socio-economic development

Probably the best way to approach acting in the context of globalization is to conceptualize decentralized governance leadership as a partnership activity where leaders at international, regional, national, and local levels in the public and private sectors as well as civil society engage in shared exercise of power and responsibility for the development of the community in

question engaging what we will call networked/connected leadership. The network would start from the linkages between the organizations of the private sector, civil society, central government agencies operating at local level and include national, regional and global agencies. In this way the responsibility and success or for that matter the failure of local governance would be shared among the leadership in all these sectors. Often international agencies such as the World Bank, the United Nations system, and International NGOs advise governments on some policies. When such policies fail the same institutions blame only the local institutions even in cases when the policies they strongly supported were inherently wrong. Given the framework of networked/connected local governance leadership such blame would not be appropriate.

Decentralization is often wrongly taken as an activity of isolation. We believe that decentralization should be an activity that facilitates interdependency among the various development actors in the private, public and civil society sectors at local, national, regional, and global levels. Taking into account the present political environment in an increasingly globalizing world, new areas of leadership competency including management of diversity, information and knowledge management, communication technology skills, partnerships and networking, etc. need to be strengthened. The current trends in regional integration on the African continent need to be thoroughly mastered by current and future leaders especially at local governance level. Local level leaders need to have the capacity to analyze the national, regional and global trends and take collaborative opportunities for the development of their local communities. Local leaders need to know that whether for good or for worse they are not alone in local socio-political-economic development and that their partners are not limited to central government agencies, private sector enterprises and civil society organizations at national and local level. The international community whether intergovernmental Agencies, or private sector multilateral corporations and international civil society organizations, is very much a component of local level governance leadership.

This is even to the extent that some of the policies and strategies that set pace for development at local level are decided at global and regional levels. Such is the case with the Millennium Development Goals (MDGs) and targets decided by world leaders in the United Nations General Assembly Summit of September 2000. The translation of the MDGs and their targets into national and local development strategies, programs and activities to ensure their achievement requires a local level public administration leadership that is aware and capable of interpreting the global policy making environment and its impact on local level development. Strengthening public administration leadership capacity at local government level needs to take into consideration developing abilities for handling all this networked governance for development.

3.3: The challenge of how to lead large-scale transformation

There is a huge gap between Africa's development levels and the rest of the world, especially the developed world. Such a gap becomes a deep gaping hole as one moves deeper into Africa's local rural communities. Such gaps and gaping holes cannot be bridged by small slow steps in development. Local public administration leaders must mobilize communities to embark on large

scale and fast moving transformations in order to bridge the gaps. This cannot be accomplished by public administrators who are only conversant with administering laws, rules and regulations. The task requires knowledge, skills, attitudes, and networks that enable working with stakeholders, balancing and managing long term and short term objectives in the context of change, creating a shared vision and strategy and empowering people. Essentially local public administration leadership should avoid piecemeal development strategies that detach the past from the present and the present from the future. In countries where local level communities remain deprived of the basics such as primary education, primary healthcare, safe water, roads, electricity, radio and television, telephone, shelter, and even food, it is tempting and even instinctively natural to think in terms of “give us our bread today”! But local public administration leadership must overcome this temptation and lead their communities into long term development visions and strategies. The world is ahead of Africa. Small changes will not make the continent catch up. Transformational leadership at local level must take large scale trends by intensifying the quest for knowledge, technological applications, partnerships, and community based innovative thinking and development planning.

Programs such as the New Partnership for Africa’s Development (NEPAD) and MDGs need to be adapted to the realities of the localities to be owned and implemented by the communities. But first the leadership in these communities needs to have a global outlook that permits them to have a full grasp of such regional and global initiatives that can benefit their communities. Programs such as the NEPAD present opportunities and potential to mobilize development resources and engineer long term development results in the various areas of poverty reduction on the continent if their objectives are translated into action at local community level.

Support for decentralization and local governance approaches to development management is premised on the understanding that local communities have better experience and knowledge about their environment and can therefore better identify their development needs and potentials and initiate development activities that address these needs. Direct involvement of people in developmental actions at the community level is expected to greatly ease the pressure on the central governments severely constrained by inadequate manpower and financial resources. Most decentralization policies are, therefore, designed to empower local governance structures with appropriate autonomy to bring public administration closer to the people and to make local governance accountable to the electorate. This is a process that is prized to motivate free involvement and willing contributions of the members of local communities in socio-politico-economic activities that are seen to benefit them. Local public administration leadership should be able to mobilize local communities to think and speak out together asking one critical question; “If things are like this, what should we do?” The answer to such a question should be participatively designed into specific local development plans, action programs, and budgets as

well as their implementation, monitoring, evaluation, and accountability. Leadership structures at local level should be of the type that facilitates this kind of participatory development planning, budgeting and management. Here we may cite the examples in South Africa's Integrated Development Planning Process (IDP) and in Rwanda's Community Development Committees (CDCs). Also in Latin America, the practice of participatory budgeting has taken root. Leading, managing, and administering such structures provides a conducive environment for the growth and development of public administration leadership capacity at local level. But first the public administration leadership itself must be tuned to manage such practices.

3.4: The challenge of developing current & future public administration leaders at local level

Developing public administration leaders at local level that will ensure that Africa plays a leading role in the world is in itself a challenge for today's leaders. There is a tendency to discuss this challenge in reference to only the Central government level alone. But the challenge is critical at the local level as well. The first aspect of this challenge concerns succession planning which in effect is preparation for leadership relay in the affairs of managing a country. Every leader at any level, in any sector, or any institution has the cardinal duty of ensuring that capable leadership does not end with him or her. "In the leadership relay, it makes no difference how you run, if you drop the baton."⁷ The capacity to develop future leaders and ensure effective succession planning at all levels needs to be developed on the continent. "Succession is one of the key responsibilities of leadership. Achievement comes to someone when he is able to do great things for himself. Success comes when he empowers followers to do great things with him. Significance comes when he develops leaders to do great things for him. But a legacy is created only when a person puts his organization into the position to do great things without him."⁸ The argument in this paper is that decentralized governance, through development of local level democratic governance structures that ensure smooth succession in local government leadership may actually cushion the community level from the shocks caused by inconsistent and unpredictable succession methods at central government political leadership level. Secondly, through decentralized governance the country has opportunity to develop leadership who practice and are tested at local governance level and who can take the relay at national level. But for this to materialize, everyone involved in local governance leadership needs to contribute to the

⁷ James L. Garlow, *The 21 Irrefutable laws of leadership tested by time: Those who followed them... and those who didn't*, (Thomas Nelson Publishers, Nashville, 2002, page175)

⁸ John C. Maxwell: *Leadership 101: What Every Leader Needs to Know*, (Thomas Nelson Publishers, Nashville, 2002, page 104-205)

development of leaders including the way the youth and women are engaged in local level leadership.

The first time I discussed this issue with a group of local government leaders, one leader in a Municipality asked a question which was rather disturbing. Why would I take responsibility to develop the leadership capacity of a political group that is in opposition to me and aspiring to take over from me? The question sounded logical in the context of multiparty political competition. However, it worried me because such logic curtails the opportunities of creating leadership capability across the whole community. It represents a cut-throat political competition which is counter-productive in terms of leadership capacity building or even local level development. The main preoccupation of any current leader should be to ensure that the entire community has a sufficient pool of leadership potential and capability to the extent that, development-wise, it ceases to matter which political party is in power. In competitive politics for leadership positions, the loss of a political election by a group of leaders, should not translate into loss of economic development, peace, gains in other areas such as environment, gender equality, poverty reduction, law and order, rule of law, transparency and accountability, equity, human rights, networks for development, service deliver etc. Looked at from this angle therefore it should be a cardinal task of each local government leader to nurture leadership capacity in the community for its development even when such a leader is no longer there.

Another critical aspect underlying this challenge is the task of rediscovering the leadership styles or qualities that may be embedded in the past, philosophy, culture, traditions, and behavior of Africa, that can be tapped to complement the current western based leadership styles to mould a leadership style that fits the African condition and environment better. There is some undeniable influence in the African mindset and value system that distinguishes it from that of a more Western or Eurocentric approach and that is relevant for thinking about public administration and hence, public sector leadership development in Africa. In this sense decentralized governance provides a field of practice at local level, especially at grass roots community level, for community leadership to exercise the leadership styles they know best. We could refer to the experience of the Gacaca, Umuganda, and Ubudehe, as have been rediscovered in Rwanda. But there are many examples of African traditional leadership that can be taped through decentralized governance. In fact, thinking about this one wonders why western organization experts have had to teach Africa “engaged” or “participatory” governance when in fact this is the area in which African communities excelled. The examples of Gacaca, Ubudehe and Umuganda in Rwanda being just examples! The question becomes of how to ensure that such innovativeness gets embedded in the capacities of the public administration leaders at local government level.

Local governance leaders must always bear in mind that to lead is to leverage potential of the people they lead, engage their own commitment as well as that of their people, align their judgement, and develop capabilities of everyone especially their own and that of the people that work with them⁹. It is often argued that leadership works and mobilises “followership” best through emotions. “Great leaders move us. They ignite our passion and inspire the best in us. When we try to explain why they are so effective, we speak of strategy, vision or powerful ideas. But the reality is much more primal: Great leadership works through the emotions”.¹⁰ If this is true then decentralized governance provides the best structure for mobilizing the emotions and energies of local communities for their own development. Emotions that are related to development are more condensed at local community level than at national level and can therefore be more easily mobilised for service and development projects related to for example water, health, schools, roads, agricultural development, culture, environment, etc.

3.5: How to ensure public administration leadership professionalism, integrity, ethical conduct, transparency and accountability

For decentralized governance to remain viable in the eyes of local people as well as central government and development actors, local government authorities, especially leadership must demonstrate sustainable professionalism, integrity, ethical conduct, transparency and accountability not only towards the local populations but also to the central government. Just like lack of accountability of central government to local people causes instability so does inadequate accountability of local government. Clear lines and modes of accountability must be designed and well understood and applied in simplified ways for the local people to engage with their leadership, demand transparency, ethical behavior, effectiveness in achieving planned activities, efficiency in the utilization of meager resources, integrity in action and inspiration. Issues of accountability these days have been politicized leading to the danger of masking what leadership accountability is all about in the strict sense of the concept. For examples, there is managerial/administrative accountability which can be analyzed into: (i) “effectiveness accountability” which requires that those who are entrusted with specific objectives, tasks, and resources to achieve them account for the achievements they have done. Effectiveness accountability is a response to a simple question: Did you achieve the objectives? Or did you accomplish the tasks? (ii) “efficiency accountability” which requires that in accounting for the achievements obtained, consideration is given to the resources (human, material, financial, time, etc) that have been utilized to get the achievements. (iii): “Process accountability” which requires that specified processes, procedures be followed in accomplishing tasks and achieving objectives. A lapse at this level is a sign that there can easily be corruption. (iv) Legal

⁹ See: Gerald A. Kraines M.D. *Accountability leadership: How to strengthen productivity through managerial accountability* (The Career Press INC. Franklin Lakes, NJ, USA, 2001): p11

¹⁰ D. Goleman, R. Boyatzis, A. McKee “*Primal Leadership: Realizing the Power of Emotional Intelligence*”, Harvard Business School Press, 2002

accountability which requires that in accomplishing tasks and achieving specified objectives, specific laws, rules, regulations etc are followed! This is the basis of the rule of law. To reduce accountability to only financial aspects is to oversimplify the accountability burden of leaders. The question that needs to be addressed in strengthening local governance (or decentralized governance) is that of to what extent does decentralization facilitates the practice of these different accountabilities? Our take on all this is that if there is any level where professionalism, integrity, ethical conduct, accountability are required it is at local government level. And the reason is simple. Local governments are at the contact point between government and the people. Actions of the local public administration leaders are visible directly to the local people and sparks of conflict or resentment can easily be provoked by a misstep in the conduct of any public servant at this level thus damaging the image of the entire government.

3.6: How to prevent/manage conflict and violence

Too many destructive and disruptive violent conflicts have been going on for too long on the African continent. This is probably the strongest sign that Africa's leadership capacity needs to be enhanced to deal with conflict without resorting to violent means. Stability and security are key to promoting sustainable development and poverty eradication. In countries that have emerged out of violence, there is strong need for conflict management capacity to avoid a slide back effect. In countries that are in conflict there is need for conflict management capacity to ensure that lasting solutions are reached and sustained. In countries that have not yet experienced violence, there is need for conflict management capacity to ensure that the development and governance processes are planned and managed in a way that ensures peaceful development. It is critical in Africa to develop integrative leadership capacity in every sector and at every level to engineer social cohesion and avoid destructive conflict resolution mechanisms. Local governance leadership has got a crucial role to play in this. Most conflicts that are intra-state often erupt with knowledge, support and encouragement of local leadership. Some of them emanate from unresolved conflict over resources or other issues such as religion, ethnicity etc. The success of decentralized governance depends to a large extent on local governments' leadership and central governments' leadership working in partnership with all development actors in civil society and private sector. When local governments' leadership and central governments' leadership see themselves as partners rather than opponents in development, chances are that decentralized governance will be durable contributing to both peace and development.

3.7: How to Create and sustain legitimacy of public administration institutions and engineer public trust

Creating legitimacy and trust is critical. This can be done by establishing strong participation mechanisms and by defining in a transparent manner the roles and relationships of different spheres of government. It includes also the development of an administrative culture based on the rule of law and a system which ensures effective public trust and accountability and avoids impunity and arbitrariness in the management of public affairs at local level. Building adequate

administrative leadership capacities around issues of not only mastery of laws, rules, regulations and procedures, but also transparency, accountability, ethics, integrity, and professionalism is critical for the sustainability of the rule of law, public trust and democratic governance in general on the continent. Leadership at local governance level is critical because it operates at a point where government and the people come into direct contact especially in policy implementation, keeping law and order, enforcing various laws, assessing, and collecting taxes and delivering various services. The visibility of government is mainly through local governance institutions. Through this contact, especially where it concerns delivery of critical public services such as education, health, water, security, law and order, and judicial services, the trust the people have in government may be enhanced or shattered. The legitimacy (acceptability) of State institutions at local level depends squarely on the actions, behavior, and success of leadership at local level. In essence local governments, where they exist are critical in building the legitimacy of the State.

3.8: How to lead in the context of contradictions and paradox

The world is hard, complex and in many respects contradictory. This reality is likely to continue imposing itself more and more on the leadership and people especially at local level. One big challenge that African leadership must squarely face concerns leading within the context of contradiction and paradox. The world in general and Africa in particular are changing so rapidly that many contradictions keep emerging. It is incumbent on leaders at all levels to be able to deal with more ambiguity and complexity. Some of the contradictions include; economic liberalism in the context of the need for social welfare to mitigate the effects of poverty or to alleviate it. People are economically poorer while they become politically more empowered with voice through enhances democratization processes. A democratically (voice) empowered poor population is likely to put more demands and pressure on their leadership for availability of services and for welfare policies and facilities. Local governments are given more and more functions and responsibilities in the context of less funds and local leadership has to work with the local communities to figure out how to carry out the functions with little or no money. They have to figure out how to mobilize resources to finance the functions transferred to them unfunded! This becomes difficult in the context of resource constraints. They have to manage change while ensuring stability and security. One of the things that determine whether one is a successful or unsuccessful leader is the extent to which these contradictions and paradoxes are reconciled into a dynamic development process. There is, therefore, need to reflect on and develop the capacities and competencies that are required for local level leadership to be effective.

4.0: Leadership Capacities Required for Effective Local Level Public Administration:

Taking into account the whole of the discussion in above, in form of conclusion, the presentation attempts to answer the following questions: (i) What are the leadership capacities that are required for effective public administration at local level? (ii): Should countries wait for such capacities to develop before they embark on programs of decentralization?

4.1: Integrative, entrepreneurial, administrative/managerial operative abilities:

To be competent local public administration leaders, people need to have a composite capacity of knowledge, skills, values, character and attitudes working within a facilitating cultural environment, institutions and systems. Local public administration leadership needs to have deep rooted values of integrity, transparency, accountability, ethics, respect for diversity, service to the public, selflessness, and professionalism. Shortfalls in such values complicate further the difficult task of developing local communities in many African countries. For example, lack of integrity leads to corruption and lack of accountability thus undermining development projects by diverting resources earmarked for them. Lack of respect for diversity has caused serious problems including genocide in Rwanda and marginalization of the African women whose inputs are critical for development. Inadequate focus on serving the public has translated into disrespectful and arrogant public servants and inefficiencies in the provision of public service.

Moreover when such values are lacking there is no push for creating and sharing knowledge, building skills, and networks to support the work of serving the public at local level. But it is generally recognised that effective leadership can exist only within a framework of institutions, systems, and a conducive cultural environment. Leaders at all levels and in this case at local level need to pay particular attention to building institutions and systems, as well as enhancing their knowledge skills and networks in order to be able to operate successfully. The knowledge should not be localised but globalized to enable leadership to look ahead in time and scan the environment for solutions to current and future problems.

The task of developing a local community is a heavy one especially where poverty is deep and communities resigned to poverty as a matter of fate. Poverty eradication is multi-disciplinary multi-sectoral, and needs multi-competency approach. Therefore leaders operating at local level need to have a harmonious balance of abilities composed of integrative, entrepreneurial, administrative and operative competencies. Integrative ability is required for ironing out conflicts due to diverging interests, competition for resources, cultural and religious differences, and diverging values and outlooks as well as concerns of minority groups. A local public administration leadership needs to be integrative to leverage the people he/she leads to achieve the development goals of the local community he/she leads. Entrepreneurial ability is required for visioning and strategizing including analysis of the past, current and future environment and situation in order to map out paths and policy alternatives for development and a better socio-politico-economic future. Administrative ability is necessary for following and respecting laws, rules, regulations, procedures, due process, and resources especially for purposes, of ethics, transparency, accountability, and equity. Finally operative ability is critical for action. “A dream doesn't become reality through magic; it takes sweat, determination and hard work” (Colin Powell). Visiting shelves in many public offices, one may find lots of documents containing policies, strategies and action plans that have gathered dust and been overtaken by time for sure never to be implemented. This should not happen at local level. What local leadership has planned and agreed with the communities must be implemented. Inaction makes leadership lose

trust and legitimacy and it is certainly the surest way of failing in the task of poverty eradication! A well balanced leader will have an appropriate mix of integrative, entrepreneurial, administrative, and operative abilities supported by adequate knowledge, skills, networks, in a character that is driven by appropriate values and attitude. Programs for developing local governance leadership capacities should take into consideration these abilities as a core framework.

4.2: Should Central government decentralize or wait for local governments' capacity? Institutional and structural set-up from Central Government to the grass-roots level:

There has always been a debate on how decentralized governance can be successful within an environment where there is generalized inadequacy of various capacities at local governance level. Some times this debate paralyzes initiatives in decentralization and puts local governance actors in a perpetual lack of capacity. One basic prerequisite for developing leadership capacity at local community level is to put in place decentralized structures and institutional arrangements that provide opportunity to the local actors to progressively acquire the necessary knowledge and skills in development oriented leadership through practice and interaction. It is not possible to develop comprehensive local governance capacity without instituting some form of decentralization. At local level, it is always possible to find people with integrative leadership ability, but for them to fully develop their administrative/managerial, entrepreneurial and operative capability they need to be put in institutional structures that provide opportunity for such abilities to be put into action. Such structures can be provided by local councils, committees and other management structures especially if decentralization takes the form of devolution. Local governance and leadership capacity cannot be developed in the absence of a supportive institutional infrastructure. It would be like hoping to develop a strong winning soccer team without a soccer field and soccer balls to play in the first place! What needs not be lost is that local governments provide a structural and institutional arrangement through which local public administration leadership capacities can be developed to manage the development process at grass-roots and ultimately national levels. The challenge which faces governments and development partners is how to develop the capacities of these local governments to enable them execute their mandated functions and serve the people.

Listen to local people with openness in order to understand needs
Inquire with curiosity in order to learn and improve your capacity
Voice your thoughts and convictions in order to be heard by and influence others
Empathize with, respect and understand local people, stakeholders and key players in order to gain support
Can Local level Public Servants do this?

Annex 3: Strengthening Public Administration for Millennium Development Goals (MDGs) at Local Level: The case of Uganda, by Patrick K. Mutabwire, Director Local Government Administration of Uganda

Introduction

In Uganda Public administration is managed within the framework of Decentralization policy which was launched in 1992. The Government of the Republic of Uganda put in place a strong Constitutional and legal framework for meaningful devolution of powers and functional responsibilities which are a necessary prerequisite for developing effective local Governments and good governance.

The Constitution of the Republic of Uganda and the Local Government Act, CAP 243 have transferred a range of powers, responsibilities and functions to Local Governments which include decision making, raising and allocating resources, providing a range of services to the population as well as planning and budgeting for improved service delivery.

The introduction of decentralization in Uganda coincided with the realization around Africa that a highly centralized approach to management of public affairs which had been adopted soon after independence had failed to delivery good governance, democracy, reduction in poverty and sustainable development. The adoption of this policy was, therefore, a bold and remarkable step in the right direction. Many countries in Africa have embraced decentralization but are hesitant to take the steps, which Government took in the early 1990s.

The objectives of the Decentralization policy in Uganda are to:

- i) Transfer real power to districts and thus reduce the load of work on remote and under resourced central officials.
- ii) Bring political and administrative control over services to point where they are actually delivered, thereby improving accountability and effectiveness, promoting peoples feeling of ownership of programmes and projects executed in their districts.
- iii) Free local managers from central constraints and, as a long-term goal, allow them develop organizational structures tailored to local circumstances.
- iv) Improve financial accountability and responsibility by establishing a clear link between the payment of taxes and the provision of services they finance.
- v) Improve the capacities of the councils to plan, finance and manage the delivery of services of their finance and manage the delivery of services of their constituencies.
- vi) Enhance local economic development in order to increase local incomes
Through Decentralization Government intends to among others;
 - i) Enhance the contribution of the public, private sector, civil society and community based organizations to national development and modernization.
 - ii) Improve the quality of service, policy formulation and management of service delivery.

- iii) Make efficient and effective use of available resources.
- iv) Reduce the decision-making load by sharing it with more people and allow more decisions to be made below instead of concentrating them at the overburdened centre.
- v) Provide for local popular participation and increased involvement of the people in decisions that directly affects them.
- vi) Promote local ownership and ensure sustainability of projects and programmes.
- vii) Support local economic Development in communities

The above objectives have largely been met but their implementation has given rise to other needs and new challenges which need to be progressively addressed. Experiences clearly indicate that decentralization is a vehicle for promoting and enhancing local democracy, improving service provision and reducing poverty.

The Decentralization Policy was not meant to be simply a policy goal to shift responsibility for development to local authorities, but a policy instrument aimed at improving local democracy, effectiveness, increased efficiency and sustainability in the delivery of essential services country-wide. It aimed at introducing efficiency and effectiveness in the generation and management of resources and the delivery of services.

At the beginning, Government realized that Local Governments were weak in terms of capacity, commensurate skills and requisite attitudes and values, and public administration in general. There were two options; either to wait for the capacity of local governments to develop, or proceed with decentralization and develop the capacity along the way. Government opted for the latter and to date the capacity of local Governments in Public Administration has gradually evolved and considerably improved.

The Framework for Accelerating MDGs

Accelerating achievement of MDGs in Uganda is implemented within the National macro-economic policies and the Decentralized service delivery system. Decentralization policy and laws devolved six key powers to LGs which are instrumental in sub-national development. These are:

- I. *Political powers* – Councils are headed by politically elected leaders by universal adult suffrage
- II. *Financial powers* – Councils collect and appropriate resources in their budgets
- III. *Administrative powers* – Councils manage staff in their districts
- IV. *Planning powers* – Councils make development plans for their areas
- V. *Legislative powers* – Councils make ordinances or bye-laws

VI. *Judicial powers* – Executive committees at the village and parish also double as local council courts. At sub-county/town council there is also a local council court.

Local Governments and MDGs

A study conducted by the Commonwealth Local Government Forum (CLGF) revealed that local governments play a big role in delivering MDGs as indicated in the box below. The Global Forum on Local Development held in Uganda in October 2010 re-affirmed the role and importance of local governments in accelerating implementation of MDGs.

Box 2 The role of local government in delivering on the MDGs									
MDG	Fire fighting and police	Solid waste management	Roads	Primary education	Water and sanitation	Primary health	Public health	Land use planning	Economic development
1 (Poverty)	■ ■	■	■ ■	■ ■	■ ■	■ ■		■ ■ *	■ ■ *
2 (Primary Education)			■	■ ■ ■	■	■		■	
3 (Gender Equality)	■ ■			■ ■			■ ■		
4 (Child mortality)		■ ■	■ ■	■ ■	■ ■	■ ■ ■	■ ■	■	
5 (Maternal health)	■	■	■ ■	■	■ ■	■ ■ ■	■		
6 (HIV/Aids malaria)		■ ■		■	■ ■	■ ■ ■	■	■	
7 (Slums and Water)	■	■ ■	■ ■ ■	■	■ ■ ■	■	■ ■	■ ■ ■	■
8 (Partnership)									■

Key ■ ■ ■ Direct Provision ■ Indirect Relationship ■ Some Relationship *In some cases LG through bad governance can influence this MDG negatively

Source: *Improving Local Governments: The Commonwealth vision, Commonwealth Local Government Forum, 2009(Box 2)*

A Synopsis of Status of MDG in Uganda

A synopsis of status of implementation of MDGs in Uganda reveals that Local Governments are at the centre of attainment of MDGs.

MDG1 – Eradicate Extreme Poverty and Hunger

Poverty eradication in Uganda has been a critical government policy through the Poverty Eradication Action Plan (PEAP) and the National Development Plan (NDP). Uganda has made good progress towards the achievement of MDG 1 (albeit with marked regional differences) and has been assessed as being on track in terms of reducing the percentage of people whose income is less than one dollar per day (see Fig.1) and in halving the number of people who suffer from hunger. Local Governments (LGs) have played a significant role in these achievements to date. Furthermore, the Ministry of Local Government (MoLG) has

enhanced its focus on Local Economic Development (LED) for wealth creation, increasing household incomes and local revenues for local governments.

Fig1: Poverty Headcount in Uganda

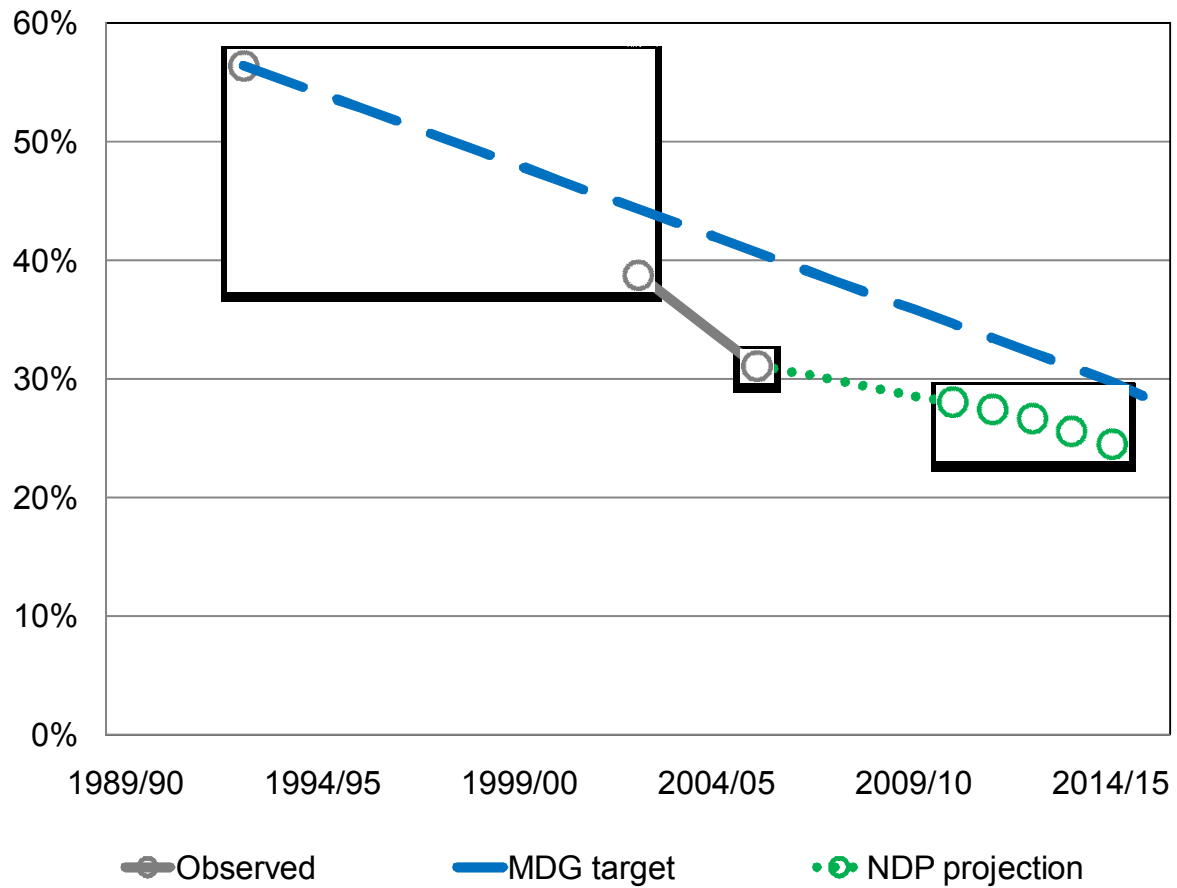


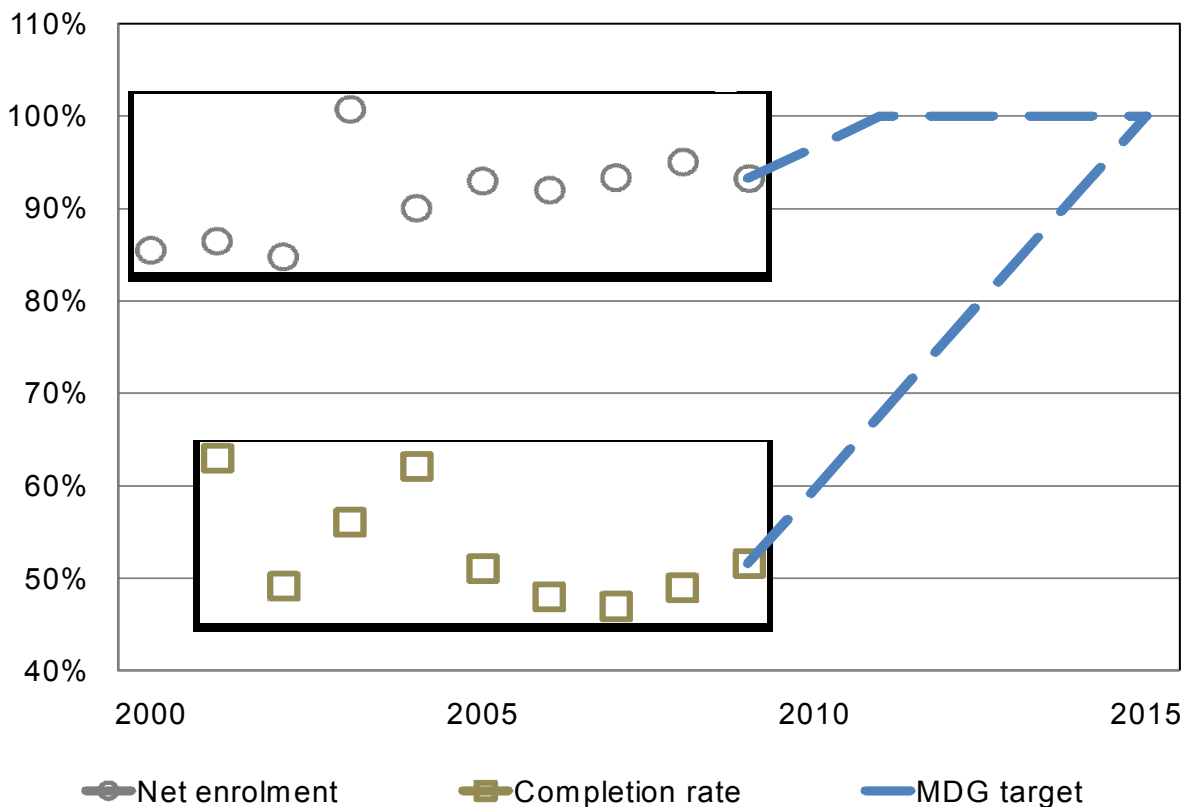
Figure from MDG Report for Uganda: Pg 14

MDG 2 - Achieve Universal Primary Education

Primary education is a decentralized service under the Second Schedule to the Local Governments Act. The increase from 2.7 million pupils in 1996 to 8.2 million pupils in 2009 primary schools cycle has largely been achieved through the Local governments.

The MDG target is to ensure that, boys and girls alike will be able to complete a full course of primary schooling. Progress towards the achievement of this target in Uganda has been assessed as slow. Net primary enrollment rate in Uganda has shown significant improvement but there has been a decline in completion rates from 63% to 52% in the period 2000-2009 (Fig.2).

Fig 2: Primary Net enrolment ratios and completion rates



LGs are facing challenges of increasing numbers of pupils (2.7 million in 1996 to 8.2 million in 2009) and key resources remain stagnant or are reducing in real terms.

MDG 3 - Promote gender equality and empower women

Uganda has been assessed to be on track on MDG 3. LGs have contributed towards the achievement of gender equality in primary education as indicated in Table 1.

Table 1: Eliminating Gender Disparity in Primary Education

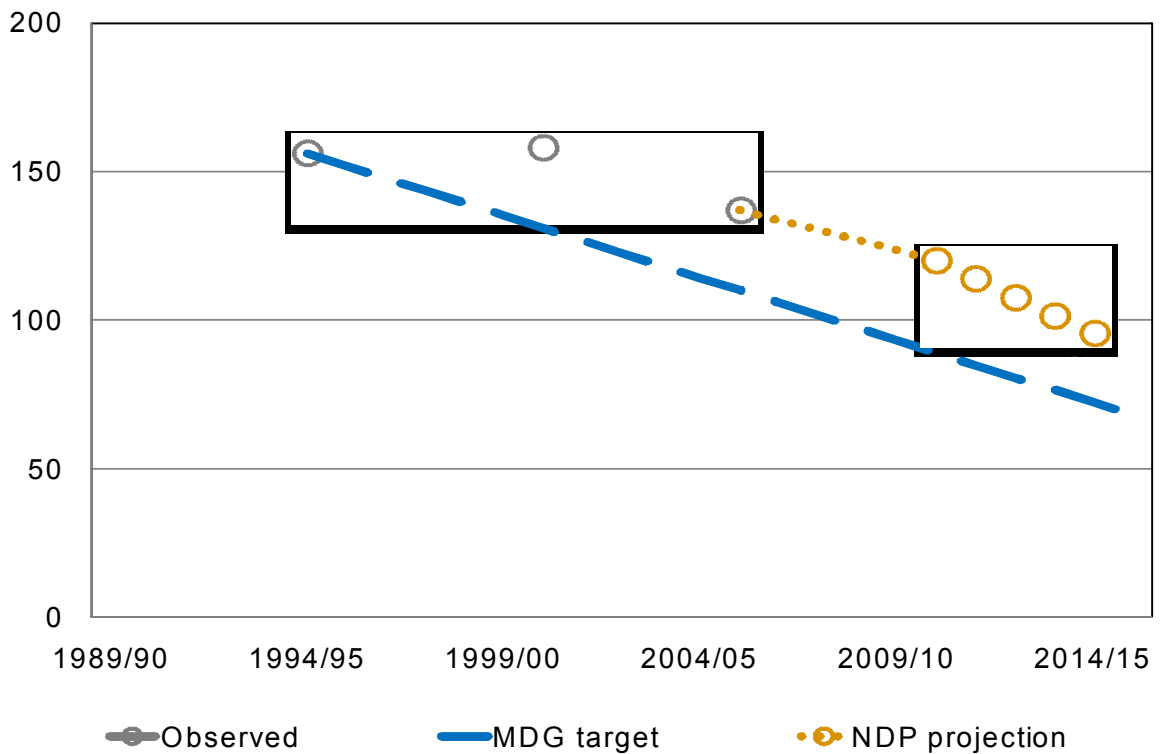
STATUS OF PROGRESS: ON TRACK					
	2000	2003	2006	2009	2015 target
Ratios of girls to boys in primary education	0.93	0.97	0.99	1.00	1.00

Source: MDG Report for Uganda Pg.19

MDG 4 – Reduced Child Mortality

Progress on child mortality is rated slow (Fig.3). LGs are responsible for implementing health sector and cross cutting initiatives to reduce child mortality. Local Governments effectiveness in addressing child mortality is also highly dependent on progress in improving incomes and education levels in poorer households (refer to MDG’s 1 and 2).

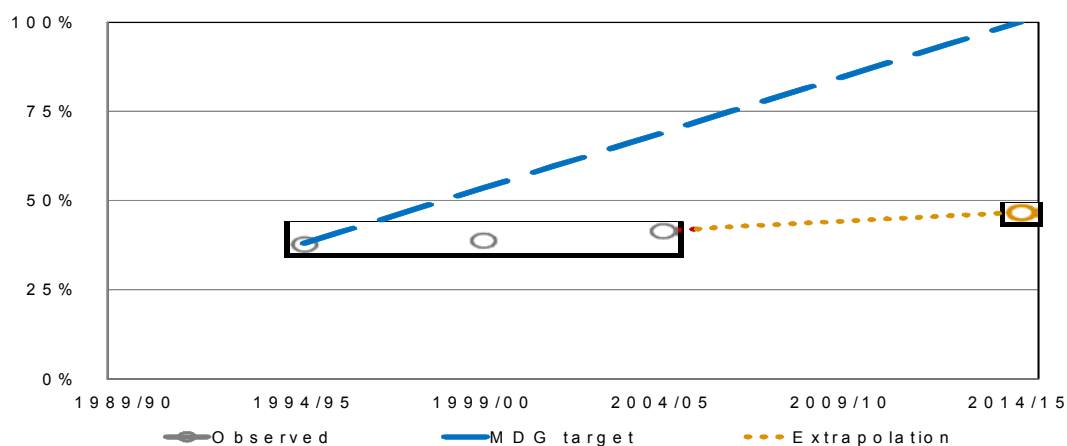
Fig 3: Under-five mortality per 1000 live births- Slow progress



MDG 5 – Improved Maternal Health- Slow

The MDG report assesses progress in Maternal Health as slow (Fig. 4). Improvements in antenatal care coverage, delivery in health facilities, and medical assistance at delivery have been identified as critical factors for achievement of greater progress in maternal health.

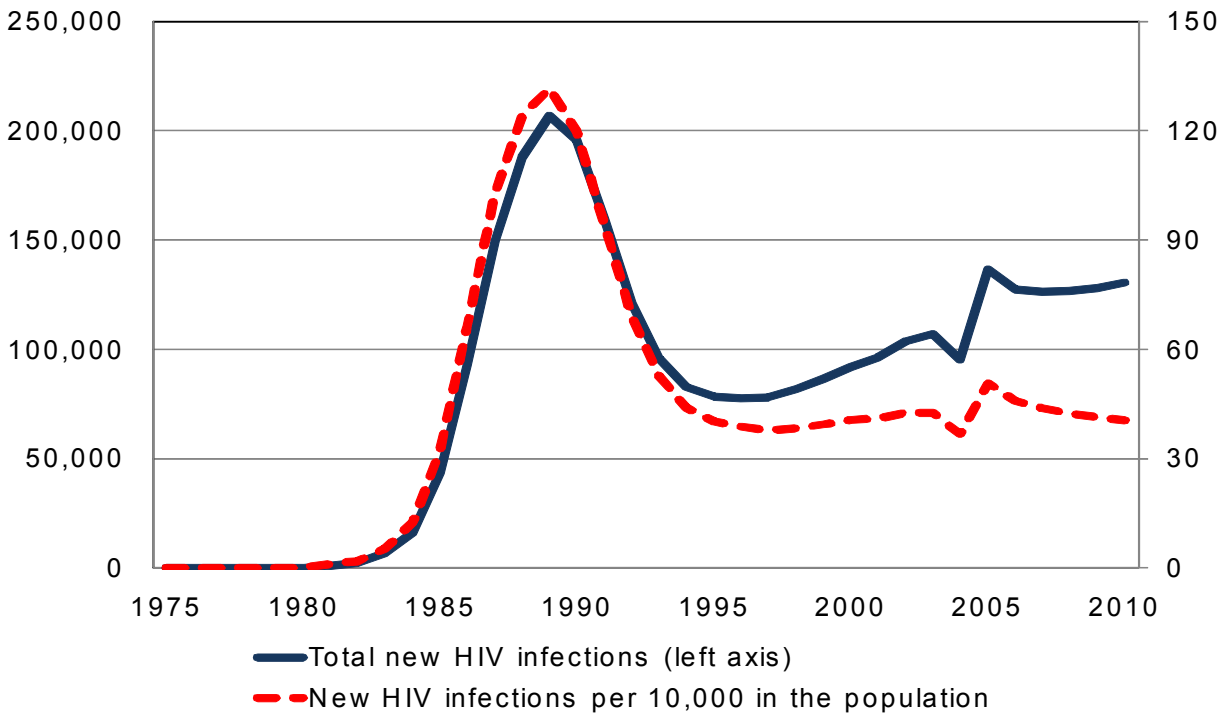
Fig.4: Proportion of births attended by skilled personnel



MDG 6 - Combat HIV/AIDS, malaria and other diseases- Mixed Performance.

Uganda has registered significant progress towards achievement of MDG 6. Efforts in strengthening coordination of HIV/AIDS interventions at local government levels and holistic approaches by LGs to reducing HIV, malaria, TB and other major diseases including preventative and curative measures through community, health, engineering and clinical interventions can positively contribute to attainment of this MDG. The decentralized response to the HIV/AIDS, building HIV/AIDS competence of communities and at household levels are important initiatives which can contribute to the reversal of the current upsurge of the epidemic as indicated in Fig. 5.

Fig. 5: New HIV Infections



MDG 7 - Ensure environmental sustainability

Uganda is on track to reduce the proportion of people without access to safe drinking water by half (Table 2). Rural water services are a responsibility of LGs under the Local Governments Act.

Table 2: % population using safe water

STATUS OF PROGRESS: ON TRACK				
	1999/2000	2002/2003	2005/2006	2014/2015 target
% Urban/ Rural	57% (87%/51%)	63% (87%/58%)	68% (87%/64%)	89% (100%/70%)

MDG 8 - Develop a Global Partnership for development-mixed progress

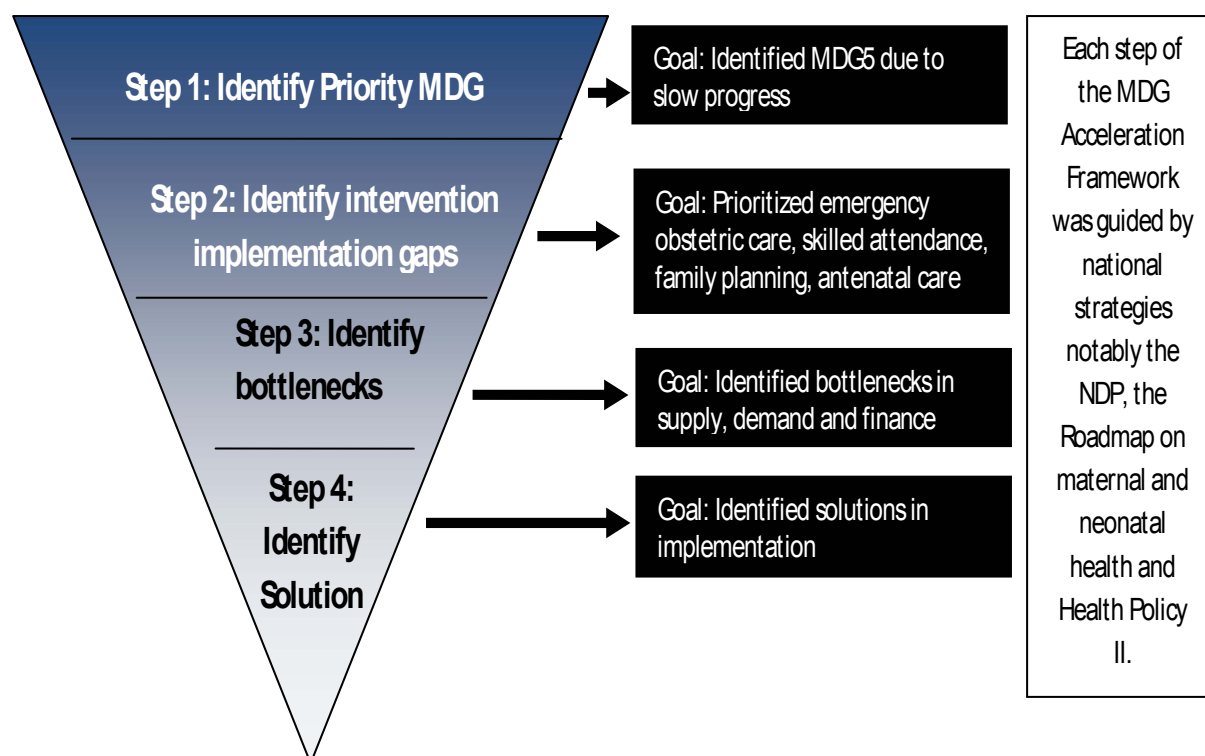
Uganda has achieved the target on debt relief, is on track to meet targets on new technologies, whilst progress is assessed as stagnant in the provision of affordable essential drugs in cooperation with pharmaceutical companies as measured by stock-outs of tracer drugs.

Particular significance to Local Governments, the MDG finds reversal in progress towards the proportion of sector-allocable ODA of OECD/DAC donors to basic social services (basic education, primary health care, nutrition, safe water and sanitation) from 61.8% in 2007/8FY to 41.2% in 2009/10FY

MDG Accelerated Development Framework in Uganda

The MDG Framework indicated below proposes systematic steps of identifying intervention implementation gaps, bottlenecks and solutions in implementation. This framework needs to be popularized at local government level where the MDGs are implemented.

The MDG Acceleration Framework



Evidence of weak Public Administration in Local Governments

Evidence from inspection of LGs and National Assessment of LGs indicate weaknesses in public administration at local level. These include:

- i) Inadequate technically competent staff in many Local Governments especially the hard to reach and stay areas;
- ii) Slow implementation of rules/guidelines and procedures;
- iii) Occasionally delayed approval of plans and budgets;
- iv) Late submission of reports, financial statements and other returns;
- v) Local councillors not fully exercising their control over service delivery;
- vi) Some Local Councils do not regularly hold council and executive committee meeting in some localities as required by the law;

- vii) Weak/low community participation especially in development programmes and projects ;
- viii) Unprincipled conflicts which affect efficient public administration;
- ix) Weak oversight function by oversight institutions particularly the Local Governments Public Accounts Committees
- x) Weak human resource management and planning;
- xi) Poor financial management practices and incidences of corruption

Capacity building initiatives in Local Governments to improve public administration.

Government of Uganda has taken deliberate steps to address capacity challenges at local government level so as to improve service delivery to the people.

i) Development of capacity building policy:

The capacity building policy was intended to harmonize capacity building interventions and initiatives for Local Governments; guide needs assessment and development plans, widen scope of consultation, strengthen human resources management and development functions, provide a framework for standardized training materials. The policy was developed basing on the principles of bottom-up planning and enhancing local governance.

ii) Establishment of Capacity Building Unit

To strengthen capacity development in LGs, the Ministry of Local Government established a Capacity Building Unit (CBU). The purpose of the Unit was to coordinate and formulate strategies that address capacity building issues in a holistic and coordinated system; establish and ensure adherence to capacity building quality standards; provide guidelines, technical support and feedback to Local Governments on capacity building plans; formulate and implement monitoring and evaluation mechanism for Local Government training and capacity building initiatives; provide assistance to weak Local Governments where needed; and provide hands on support LGs and update the databank on the central Government/District and Municipal Resource pools.

iii) Standardization of training and capacity building

Ministry of Local Government developed 32 generic training Modules (GTMs) covering comprehensive spectrum of LG functions including financial management, procurement, human resource management and Legislation. These can be accessed at the Ministry website- www.molg.go.ug

iv) Prequalification of service providers

To quality assure the training service providers, MoLG established a process of pre-qualifying training firms which had to render training to LGs so that only firms with experienced and skilled personnel could provide training services to LGs.

v) Carrying out national assessment

Government established an Annual National Assessment of LGs in their core functions to establish the level of compliance and performance. The exercise identifies weak areas of performance in local Governments and MoLG arranges tailor made support to address identified capacity gaps.

vi) Support to professionalize LG staff

MOLG is supporting LGs train staff in professional courses for instance accountants in LGs have been supported to pursue professional courses in ACCA, CPA. Other courses include, Financial management, human resources management, procurement management (CIPS).

vii) Establishment of Capacity Building Grant (CBG)

Central Government established a capacity building grant for LGs to fund identified capacity needs such as career and skills development courses, performance improvement courses and discretionary capacity building activities.

viii) Local Government capacity building plans

Districts/Municipal Councils are required to develop capacity building plans which are linked to their development plans and are approved by the respective Local Government Councils. The plans provide orderly and systematic capacity building interventions in LGs.

ix) Establishment of District Resource pools

Districts are required to establish Resource Pool Members who are used to mentor and build capacity of LG officials especially in Lower Local Governments.

Strategies to improve weak public administration in LGs for service delivery

Some of the strategies adopted by Government of Uganda to strengthen public administration at local level include:

- i) Strengthen capacity of political and technical leaders in LGs for implementation of Decentralization;
- ii) Working with the Ministry of Finance, Planning and Economic Development, Ethics & Integrity and the office of the Inspector General of Government to enforce the following Acts and Regulations to promote accountability
 - a) The Leadership Code of Act, 2002,
 - b) The Public Finance and Accountability Act, 2003,
 - c) The Public procurement and Disposal of Public Assets, 2003.
- iii) Reviewing and implementing the Local Government structures for effective and efficient service delivery at local level;
- iv) Increase supervision of Local Governments to monitor compliance with Government policy and national standards;

- v) Develop and strengthen the demand side of service delivery through the use of Client Charters;
- vi) Constantly conducting service delivery surveys to determine the level and gaps in service delivery at local level;
- vii) Implementation of the Local Government Anti-Corruption Strategy. This will be customized to each LG and approved by respective District Councils.

Conclusion

Accelerating attainment of MDGs and ensuring sustainable development at local level is a key challenge facing Africa's local public administration leadership and governance. Public Administration leaders at local and central government levels must develop cross-sectoral approaches to solving problems. LG leadership, more than ever before, should explore innovative ways of financing development, engaging the citizenry for development, Improving service delivery in areas which directly impacts on people especially in water, health, HIV/AIDS, education, environment. Local leadership must understand their local economies as a basis for planning for sustainable development. Promotion of investment and private sector development as well as understanding how local economies are integrated into the global economy remains a major pre-occupation of leaders at LGs levels. Leaders must understand that sustainable management of the environment, and gender and inclusion are critical in the development agenda of their localities.

Decentralization is a good policy which has increased access to resources necessary for development at a local level and has provided opportunity to speed up the transformation of local Communities.

Weak public administration in LGs is still a challenge. Adequate planning is critical especially at councillor level where turn over at general elections is at 70%. *Build capacity as you implement* approach to implementing decentralization has been a pragmatic approach of consistently tackling public administration weaknesses at local level. Waiting to attain full capacity before decentralizing is a recipe for failure to start on the process.

Capacity development for strengthening Public Administration should be systematic not ad hoc. Ministries responsible for LGs should have requisite capacity to support LGs. The involvement of Training Institutions on a public private partnership arrangement is important in capacity development and strengthening public administration at local levels.

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Annex 4: L'investissement dans le Capital Humain par la Formation: Un levier stratégique de la Bonne Gouvernance Locale au Maroc



Conférence Annuelle

**Ad Hoc Expert Group Meeting organized jointly by the Division
for Public Administration and Development Management
(DPADM) of the United Nations Department of Economic and
Social Affairs (UNDESA)**

Rome, 13-18 Juin 2011

Investir dans le Capital Humain par la Formation

1

L'investissement dans le Capital Humain par la Formation : Un levier stratégique de la Bonne Gouvernance Locale au Maroc

Investir dans le Capital Humain par la Formation

2

PLAN DE L'INTERVENTION

- La place des Collectivités Locales comme un Acteur majeur du développement
- Pourquoi faut-il investir dans la formation ?
- La Stratégie d'appui et d'accompagnement des Collectivités Locales par la Formation
- Les Chantiers en cours

Investir dans le Capital Humain par la Formation

3

Première Partie

La place des Collectivités Locales comme un Acteur majeur du Développement

Investir dans le Capital Humain par la Formation

4

I- La place de la Décentralisation

- ❖ **Un choix irréversible** en tant qu'affirmation des libertés individuelles et collectives et comme traduction de la démocratie locale et de la démocratie de proximité
- ❖ Un choix qui trouve **ses racines profondes** dans les Préceptes de l'Islam, de l'histoire ancestrale de notre Pays, de l'inspiration de modèles étrangers et des choix opérés depuis l'Indépendance
- ❖ **Trois niveaux de Collectivités Locales** disposant d'une garantie constitutionnelle (Régions, Préfectures et Provinces, Communes (Municipalités/ Communes rurales)
- ❖ **Une évolution constante** en termes d'autonomie, de responsabilités, de ressources, de résultats et d'impact

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II- Les Collectivités Locales : un Acteur du Développement, de l'Investissement et du Partenariat

A- En matière de développement

- ❖ L'importance des attributions et des pouvoirs transférés **progressivement** par l'Etat depuis 1960, particulièrement au niveau de la Commune en tant qu'acteur du développement de proximité. Dernière étape de cette évolution la Charte Communale de 2009 et à court terme la Régionalisation avancée
- ❖ **Rôle stratégique en matière de développement** humain, social, culturel, environnemental, économique...

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B- En termes budgétaires

- ❖ Les collectivités locales gèrent d'importantes ressources financières (24.260 millions de Dhs de recettes globales en 2010)

C- En termes d'investissements

Elles interviennent pour :

- ❖ Plus du tiers des investissements publics auprès de l'Etat et des autres Acteurs du développement
- ❖ Plus de 20 % dans le financement des projets de développement humain dans le cadre de l'Initiative Nationale pour le Développement Humain (INDH).

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D- En termes de partenariat

1- Au niveau national

- ❖ **Implication dans une multitude de conventions de partenariat au niveau national**
 - Aux côtés de l'Etat et des Etablissements Publics ou Semi-Publics dans plusieurs Programmes nationaux : INDH, Electrification rurale, Eau potable, Routes rurales, Environnement, Hygiène, Eclairage public, Sport, Culture, Crèches....
 - Aux côtés du Secteur privé (et surtout le Secteur le privé étranger) pour l'aménagement, la gestion de plusieurs services publics locaux (transport urbain, gestion des déchets, assainissement...), notamment sous forme de société de développement local (SDL)
 - Aux côtés de la Société civile dans des projets de développement de proximité
 - Entre Collectivités Locales **dans le cadre de l'intercommunalité** : existence de plus de 131 groupements de communes touchant la plupart des secteurs clés du développement

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2- Au niveau régional et international

- ❖ **Implication dans une multitude de coopérations décentralisées à travers le monde, pratiquement au niveau de tous les Continents :**
 - Jumelages
 - Conventions de coopération et de partenariat
 - Adhésion à des Réseaux de Pouvoirs Locaux.
- ❖ Le Maroc a l'honneur aussi d'abriter le Siège de l'Organisation Cités et Gouvernements Locaux Unis d'Afrique (CGLUA) et la Commission Femme
- ❖ Le Maroc a l'honneur de présider la Commission Femme de CGLUA

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E- En termes de ressources humaines

1- Les élus locaux

- ❖ **27.779 conseillers dont + 50% renouvelée lors du scrutin du 12 Juin 2009**
- ❖ **Existence de 3428 femmes élues locales dont :**
 - 1 Présidente de Conseil Préfectoral
 - 16 Présidentes de communes
 - 3 Présidentes d'Arrondissement(s) dont une Ministre

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2- Les ressources humaines

a- Effectif et Profil du Personnel des Collectivités Locales : 151.000 cadres et agents

- 25,4 % de l'ensemble de l'emploi public
- **58,5% relèvent des Municipalités**
- 24,7% relèvent des Communes Rurales
- 16% relèvent des Préfectures et des Provinces
- 0,2% relèvent des Régions
- Un Taux d'encadrement de **10,3 %**
- **Un ratio de 4,8 cadres pour 1.000 habitants**
- **Les techniciens représentent à peine 17,8 % de l'effectif total**

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b- Les métiers des Collectivités Locales

Existence d'une multitude de métiers impactant le développement et impliquant autant de services aux usagers **(280 métiers)**

Administration Générale – Direction – Pilotage - Audit interne	
Communications - Relations Publiques - Coopération	Urbanisme, Aménagement, Habitat et Logement
Affaires Juridiques et Contentieux	Infrastructures - Voirie
Finances, Budget et Comptabilité	Ingénierie et Travaux de Bâtiments
Achats et Marchés	Développement durable et Environnement
Ressources Humaines	Gestion des Equipements et Services Collectifs
Etat Civil et Services Funéraires	Eau et Assainissement
Hygiène Municipale, Santé et Salubrité	Propreté et Déchets
Culture, Loisirs, Sports et Actions Sociales	Ateliers, Véhicules et Transport Public
Patrimoine Communal	Entretien, Services Généraux et Imprimerie
Développement économique	Informatique

Source : Collecte d'informations sur les Métiers exercés dans les Communes du Maroc – DGCL – Projet GLM - 2009

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Deuxième Partie

Pourquoi faut-il investir dans la formation, le renforcement des capacités et le développement des compétences ?

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I- L'existence d'un Référentiel solide

A- Dans les Préceptes de l'Islam : Le Coran et la Sunna

❖ Le premier verset coranique commence par cette expression «Lis»

“اقرأ”

❖ Un autre Verset nous dit que Tout ce qu'on a apprend demeure insuffisant

“و ما أوتيتم من العلم إلا قليلا”

❖ Un autre Verset coranique nous dit qu'on ne peut pas mettre sur un même pied d'égalité ceux qui savent et ceux qui ne savent pas et qui pose la question de « la compétence »

“و هل يستوي الذين يعلمون و الذين لا يعلمون”

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❖ Notre Prophète Sidna MOHAMMED nous recommande de demander le Savoir du berceau jusqu'au tombeau. On peut y puiser le fondement même du «**Long life learning**» prôné aujourd'hui

«اطلبوا العلم من المهد إلى اللحد»

❖ Il nous recommande aussi de demander le savoir même en Chine

«اطلبوا العلم و لو في الصين»

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B- Les Hautes Orientations Royales

«D'où notre choix de valoriser les ressources humaines, sachant que le capital humain est le levier du développement et la source des richesses. Il est également le vecteur de transformation et de gestion des autres ressources et de leur intégration au processus de développement »

Discours du Trône - 2000



«Notre ambition est grande de faire en sorte que les villes et les collectivités locales, au même titre que l'Etat, le secteur privé et la société civile, deviennent de véritables partenaires dans le processus de développement global de notre pays, ainsi qu'une force de proposition pour la mise en œuvre des différentes stratégies nationales»

Discours d'Agadir – 2006

« Le troisième obstacle -qui représente en fait, le plus grand défi- c'est celui qui pénalise la mise à niveau des ressources humaines. Ici le devoir de vérité s'impose avec franchise et sans nulle complaisance : la responsabilité est collective. Il incombe donc à tous de prendre des décisions courageuses pour assurer l'adéquation de la formation scientifique, professionnelle et technique, avec les exigences de l'économie moderne et de la promotion de la recherche scientifique et de l'innovation, ainsi qu'avec les impératifs de l'insertion dans l'économie de la société du savoir et de la communication »

Discours du Trône - 2010

II- Pourquoi la Formation ?

- ❖ Comment permettre aux Collectivités Locales d'assumer leurs rôles et responsabilités et d'exercer leurs attributions ?
- ❖ Comment asseoir la Bonne gouvernance locale ?
- ❖ Comment mieux servir les usagers en termes d'efficacité et d'efficience ?
- ❖ Comment réaliser le développement territorial et local ?
- ❖ Comment créer de la richesse, de l'emploi et de la valeur ajoutée ?

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Par notre plus sûre et presque unique source de création de valeur : le Capital Humain en tant que véritable Vecteur de Réussite

- ❖ Pour accompagner les réformes et conduire le changement
- ❖ Pour permettre l'implémentation des lois
- ❖ Pour préparer aux métiers locaux
- ❖ Pour développer le sens de la responsabilité
- ❖ Pour développer les compétences (savoir, savoir-faire et savoir-être)
- ❖ Pour motiver les ressources humaines
- ❖ Pour dynamiser l'emploi public local et favoriser la mobilité
- ❖ Pour rendre l'immigration une opportunité à saisir et non une fatalité à subir

Investir dans le Capital Humain par la Formation

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Par notre plus sûre et presque unique source de création de valeur : le Capital Humain en tant que véritable Vecteur de Réussite

- ❖ Pour permettre aux collectivités locales de pouvoir compter et s'appuyer sur un nouveau profil de fonctionnaires adaptables au changement, doués d'initiative, capable de résoudre les problèmes, ayant le sens de l'innovation et de la recherche de l'excellence et surtout, de trouver leur place dans un jeu collectif de moins en moins prévisible

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Par notre plus sûre et presque unique source de création de valeur : le Capital Humain en tant que véritable Vecteur de Réussite

- ❖ Pour permettre aux élus locaux d'exercer leurs rôles et responsabilités sur la base des principes de la Bonne gouvernance
- ❖ Pour offrir aux citoyens des services de qualité

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La Clef

- ❖ C'est la « **compétence** » qui trouvera ainsi sa place dans une gestion des ressources humaines renouvelée et modernisée au niveau des Collectivités Locales
- ❖ C'est l'investissement dans le Capital le plus précieux pour tout Pays :

Le Capital Humain Qu'il soit élu ou nommé

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Troisième Partie La Stratégie d'appui et d'accompagnement des Collectivités Locales par la Formation

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I- Les Orientations Stratégiques du Ministère de l'Intérieur

Pour traduire l'ambition de faire des Collectivités Locales le partenaire du développement local et pour ancrer la Bonne Gouvernance au niveau local, l'Etat à travers le Ministère de l'Intérieur accompagne cette mutation par des choix politiques et stratégiques moyennant les principaux Chantiers suivants :

- ❖ L'ancrage du Nouveau Concept de l'Autorité
- ❖ La consolidation des assises d'une démocratie moderne basée sur des Institutions crédibles et fondées sur l'Etat de droit
- ❖ Le renforcement de la Décentralisation et de la Déconcentration
- ❖ L'ancrage de la Bonne Gouvernance
- ❖ L'appui aux projets de développement humain
- ❖ La mise à niveau et la modernisation des structures administratives
- ❖ La valorisation des ressources humaines

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II- La Nouvelle Vision de la Direction Générale des Collectivités Locales

De nouveaux rôles pour les différents Acteurs du Développement

Pour que les collectivités locales puissent devenir des partenaires majeurs du développement local, aux côtés de l'Etat, du Secteur privé et de la Société civile, les rôles des différents acteurs doivent évoluer de façon cohérente dans le cadre de la mise en œuvre des réformes de la Décentralisation, mais aussi des chantiers relatifs à la Constitution, à la Régionalisation et à la Déconcentration :

- ❖ L'Etat comme le régulateur et l'**accompagnateur** de ces réformes ainsi que **le garant de l'unité nationale, de l'intérêt général, de la légalité et de la cohérence**
- ❖ Les collectivités locales doivent se positionner comme les acteurs du développement territorial, local et de proximité
- ❖ L'administration locale devient le niveau du management opérationnel des services publics locaux et du développement local et de proximité
- ❖ Avec l'implication des différents acteurs de la Société civile

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Objectif général pour la DGCL

- ❖ Consolider le processus de Décentralisation en tant que traduction de la Démocratie de proximité et des libertés individuelles et collectives
- ❖ Placer les collectivités locales au cœur du développement économique et social au niveau territorial, afin d'être une force de proposition et un relais pour la mise en œuvre des stratégies nationales et des politiques publiques
- ❖ Ancrer la Bonne Gouvernance Locale au niveau des Collectivités Locales

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Objectifs spécifiques

- ❖ Promouvoir un nouveau Concept de Tutelle
- ❖ Asseoir une Administration Locale performante, au service des citoyens et du développement
- ❖ Développer une nouvelle doctrine ministérielle en matière de Décentralisation et de Bonne Gouvernance Locale, basée notamment sur le concept d'**Accompagnement** dans les principaux domaines suivants :
 - ✓ *Affaires juridiques et contrôle de légalité*
 - ✓ *Planification stratégique et développement local*
 - ✓ *Aménagement de l'espace, urbanisme et mise à niveau*
 - ✓ *Coopération décentralisée : intercommunalité, coopération internationale et diplomatie locale*
 - ✓ *Appui et assistance technique*
 - ✓ *Appui logistique : systèmes d'information, documentation*
 - ✓ *Ressources : humaines, financières, fiscales, patrimoniales*
 - ✓ *Renforcement des capacités, formation et développement des compétences*

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III- Un Nouveau Contexte , une Nouvelle Vocation pour la Direction chargée de la Formation

La vocation de la DFCAT est de former et d’accompagner le développement des compétences des élus locaux, des cadres et des agents des collectivités locales en matière de Gouvernance locale et dans de nouvelles filières professionnelles, ce qui représente une population de **27.779 élus locaux et de 151.000 fonctionnaires**

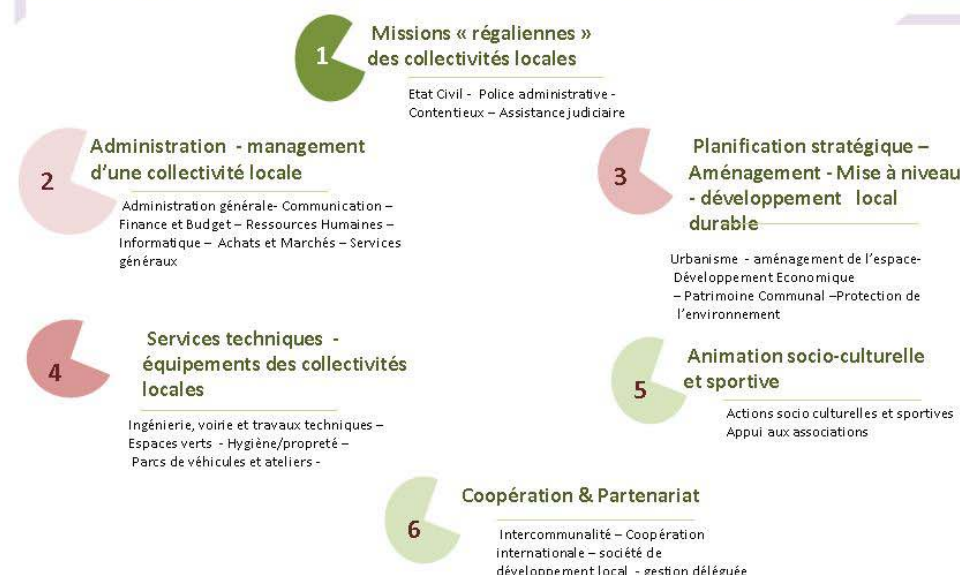
Un périmètre territorial

- ✓ 16 Régions
- ✓ 13 Préfectures
- ✓ 62 Provinces
- ✓ 1503 communes
- . 221 Communes urbaines
- . 1282 Communes rurales
- ✓ Les groupements de collectivités locales

Nouvelles filières professionnelles

- ✓ Missions « régaliennes » des collectivités locales
- ✓ Planification stratégique, aménagement et mise à niveau
- ✓ Développement local durable
- ✓ Administration et management d’une collectivité locale
- ✓ Services et équipements locaux
- ✓ Coopération et partenariat
- ✓ Animation socio-culturelle et sportive

Pour réussir la décentralisation vers les collectivités locales, la DFCAT accompagne le développement des compétences dans au moins 6 filières professionnelles



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IV- 10 Axes de Transformation

- 1 Des clients exclusifs :
Les collectivités locales
- 2 Une Structure de prestation de services en ingénierie de formation et des compétences
- 3 Le développement de l'expertise dans les filières Professionnelles des collectivités locales
- 4 Une offre de formation pour renforcer les capacités des élus et développer les métiers des C.L.
- 5 Intégration de l'Approche Genre
- 6 L'animation d'un réseau Territorial
- 7 Une contractualisation avec les Régions
- 8 Un fond d'assurance formation des collectivités locales
- 9 Un nouveau nom, une nouvelle marque, une nouvelle communication
- 10 Partenariat et Coopération Sud-Sud par la Formation, le renforcement des capacités et le Benchmark

V- Quatre orientations stratégiques pour répondre aux enjeux de développement des compétences et des métiers au niveau local



Comment implémenter la GAR au niveau du Dispositif de Formation ?

Définition de la GAR

❖ **Pour l'ACDI** : la GAR est « un moyen d'améliorer l'efficacité et la responsabilité de la gestion en faisant participer les principaux intervenants à la définition des résultats escomptés, en évaluant les risques, en suivant les progrès vers l'atteinte de ces résultats, en intégrant les leçons apprises dans les décisions de gestion et les rapports sur le rendement »

❖ **Pour le PNUD** : la GAR est « une stratégie ou méthode de gestion appliquée par une organisation pour veiller à ce que ses procédures, produits et services contribuent à la réalisation de résultats clairement définis. Elle offre un cadre cohérent de planification et de gestion stratégique en améliorant l'apprentissage et la responsabilité... »

❖ **Selon la Déclaration de Paris sur l'efficacité de l'aide** : « Axer la gestion sur les résultats signifie gérer et mettre en œuvre l'aide en se concentrant sur les résultats souhaités et en utilisant les données disponibles en vue d'améliorer le processus de décision » (adoptée le 2 mars 2005 par les ministres et les hauts responsables de 90 pays et les dirigeants ou représentants de 27 organismes d'aide).

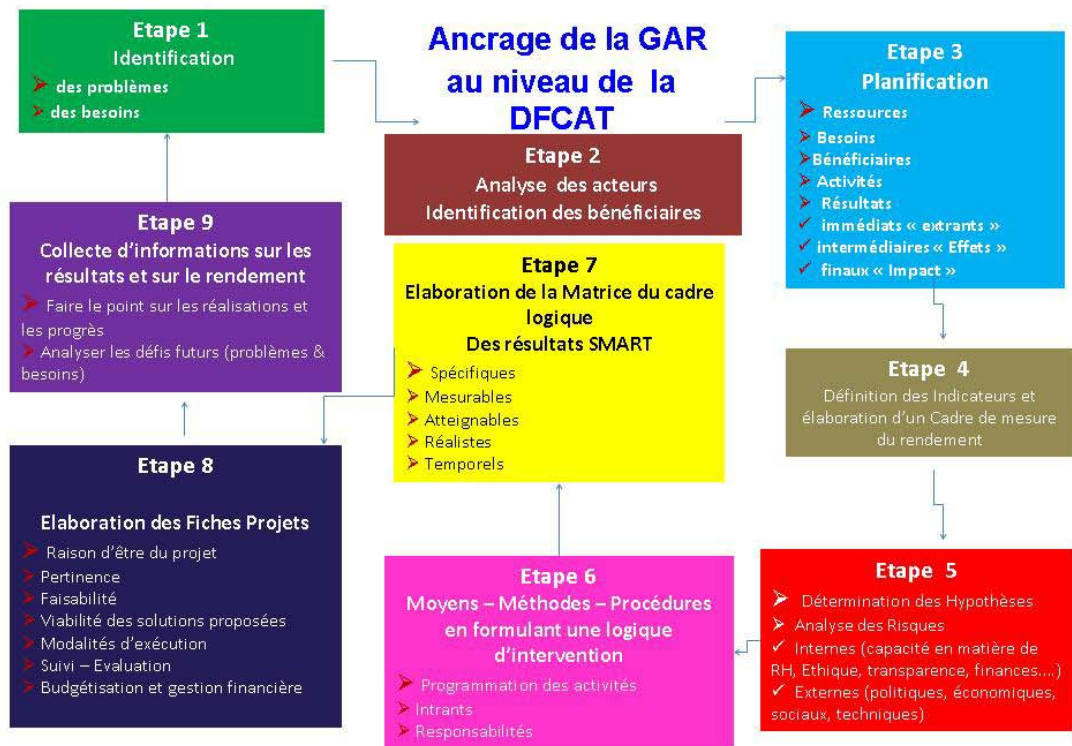
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Les différentes étapes pour ancrer la GAR au niveau de la DFCAT

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Quatrième Partie Les Chantiers en Cours

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I- La mise à niveau de l'Administration Locale

- ❖ Le Kit d'Organisation qui va doter les Communes d'une nouvelle organisation et d'organigrammes-types
- ❖ Le Référentiel des emplois et des compétences avec un focus sur les emplois supérieurs au niveau communal
- ❖ La mise à niveau de l'administration fiscale locale
- ❖ Le développement de plusieurs outils liés à la thématique locale (guides, manuels de procédures, règlements- types...)

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II- L'ancrage d'une nouvelle ingénierie pédagogique

- ❖ Pour l'identification des besoins en formation
 - L'intégration des orientations stratégiques du Ministère de l'Intérieur/DGCL
 - Edition du Catalogue de formation dédié aux Collectivités Locales (2011-2015) : 40.000 personnes inscrites
 - Diagnostic participatif sur l'implication des femmes élues locales dans la gestion locale, en partenariat avec l'USAID
 - Exploitation des questionnaires et des fiches d'évaluation
 - Exploitation des Rapports de la Cour des comptes

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II- L'ancrage d'une nouvelle ingénierie pédagogique

- ❖ Mobilisation d'un Budget important via le SEGMA
- ❖ Réseautage et échanges d'expériences et des bonnes pratiques en matière de gestion locale entre les différents acteurs nationaux et internationaux
- ❖ Capitalisation des formations et des bonnes pratiques, soit par des modules de formation ou par des documents pédagogiques

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III- L'élaboration d'une offre de formation

❖ L'élaboration d'un Programme National de Formation dédié aux collectivités locales

- Un Plan de formation dédié aux dirigeants
- Un Plan de sensibilisation et de renforcement des capacités pour les élus locaux
- Un Plan de formation pour les Managers locaux
- Un Plan de formation pour les Cadres
- Un Plan de formation pour les agents
- L'organisation des Grandes Manifestations

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IV- Le développement d'une formation « à la carte »

1- Des Plans de formation qui peuvent être réalisés en interne par la mobilisation du Réseau des Formateurs Internes du Ministère de l'Intérieur (le FAMI)

- ❖ Quelque 800 formateurs identifiés dont 120 opérationnels et ayant bénéficié d'une formation en ingénierie pédagogique
- ❖ 9 Formateurs en maîtrise d'ouvrage communale
- ❖ 34 Formateurs en coopération décentralisée
- ❖ 14 Formateurs pour le Passeport biométrique
- ❖ 16 Formateurs en informatiques
- ❖ 254 Formateurs alphabétiseurs
- ❖ 14 Formateurs dans le domaine de la gestion des déchets ménagers

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IV- Une formation « à la carte »

2- L'achat de la formation auprès de prestataires publics ou privés

- ❖ Inexistence d'une offre de formation autour des métiers des collectivités locales
- ❖ Existence d'une offre de formation pléthorique sur les supports (GRH, Gestion du budget, audit, contrôle de gestion, Ingénierie pédagogique, système d'information....)

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IV- Une formation « à la carte »

3-La réalisation de la formation dans le cadre du partenariat

❖ **Partenariat Public-Public**

- Organisation d'actions de formation en partenariat avec les autres Départements ministériels
- Formation académique au niveau des Universités, des Ecoles et Instituts nationaux ou étrangers
- Organisation de stages au Maroc et à l'Étranger

❖ **Partenariat Public-Privé**

- Partenariat avec les Universités et les Grandes Ecoles privés
- Sociétés délégataires de services

❖ **Partenariat Public - Société civile**

- Société civile nationale (Fondations, associations) et étrangère (Fondation STMicroelectronics)

❖ **Le rôle de la coopération décentralisée**

❖ **Le partenariat avec les Bailleurs de fonds**

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V- Le suivi/évaluation de la Formation

- Une étude en cours de finalisation pour disposer d'une Boîte à outils pour le suivi/Evaluation de la Formation (avant, pendant et après la formation)

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VI- La restructuration et la mise à niveau du Dispositif de formation

- ❖ Au niveau des infrastructures : Mobilisation d'importants fonds pour le réaménagement, la restructuration et la mise à niveau de 3 établissements sur les 12 existants
- ❖ Au niveau financier/Budgétaire
- ❖ Au niveau de l'organisation/management
- ❖ Au niveau de la pédagogie
- ❖ Création d'un Pôle de compétences autour des métiers de l'environnement

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VI- La restructuration et la mise à niveau du Dispositif de formation

- ❖ Une étude en cours pour la création :
 - d'un Institut National de Formation aux Métiers des Collectivités Locales
 - de l'Académie Africaine des Collectivités Locales
- ❖ Parallèlement à la création d'un Réseau de Maisons de l'élu au niveau régional

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VII- Intégration de l'approche genre

- ❖ Formation et coaching en leadership
- ❖ Formation sur la gestion des affaires locales
- ❖ Promotion du Réseautage, au niveau régional, national et international

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VIII- Promotion des NTIC et réduction de la Fracture numérique

- ❖ Equipements de salles en ordinateurs par le budget interne
- ❖ Equipement de salles ambulantes en ordinateurs et en connexion Internet dans le cadre du Partenariat
- ❖ Programmes de formation (initiation et perfectionnement)
- ❖ Programme de formation sur le Système d'information communal (SIC)

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IX- Quelques Programmes de Formation

1- Programmes métiers en lien avec la thématique locale

- ❖ Programme de formation pour les Secrétaires Généraux de communes
- ❖ Programme de formation sur le plan communal de développement
- ❖ Formation de la 1^{ère} Promotion des Assistants Judiciaires
- ❖ Formation de la 10^{ème} Promotion des Inspecteurs de l'état civil
- ❖ Formation de la 1^{ère} Promotion de cadres chargés des déplacements urbains
- ❖ Formation des Régisseurs et leurs suppléants
- ❖ Formation de techniciens paysagistes
- ❖ Formation en coopération décentralisée
- ❖ Programme de formation sur la gestion des équipements publics locaux et les équipements de proximité
- ❖ Programme de formation pour les techniciens de l'assainissement liquide
- ❖ Programme de formation en éclairage public
- ❖ Programme de formation pour la gestion des déchets
- ❖ Programme de formation sur la gestion de l'eau potable

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IX- Quelques Programmes de Formation

2- Programmes de formation pour les supports

- ❖ Système d'information communal
- ❖ Maîtrise d'ouvrage communale,
- ❖ GRH
- ❖ Management du Budget
- ❖ Audit et audit de gestion
- ❖ Management des finances locales
- ❖ Initiation ou perfectionnement en informatique....

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IX- Quelques Programmes de Formation

3- Autres

- ❖ Programme de lutte contre l'analphabétisme qui intéresse quelque 10.000 fonctionnaires et élus locaux recensés.
- ❖ Formation de 254 alphabétiseurs
- ❖ Partenariat avec le Ministère de l'Education Nationale

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**MERCI POUR VOTRE
ATTENTION**

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Annex D: List of Participants

List of Participants

Ad Hoc Expert Group Meeting “Strengthening Public Administration and Leadership in Local Governments for MDGs”

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