

# CONCEPT PAPER FOR KHANYA-AICDD'S RETHINKING GOVERNANCE PRACTICE

## 1 INTRODUCTION TO RETHINKING GOVERNANCE

### 1.1 What is governance?

A number of definitions of governance have been proffered by development institutions and practitioners, international financial institutions and academia. However, there is consensus that governance implies a range of policies, institutions and processes or systems that, it is assumed, constitute the preconditions for development. Some development practitioners and theorists confine the essential elements of governance to the public domain, namely public institutions, public decision making structures, public organisations that manage administration systems to deliver goods and services, the human resources required to run public bureaucracies and the interface of public officials and citizens. (Grindle, 2004)

The confinement of governance to the public sector domain is now contested because the increasing range and complexity of decisions made by modern governments invariably involve NGOs, the private sector and communities/citizens. In addition to the limits of state capacity and the complementary roles of NGOs, the private sector and communities, multi-level and interdependent layers of governance at local, provincial/regional and national levels and global forms of political authority have emerged. As a result, roles and responsibilities are performed at the most appropriate levels of decision making in relation to the target constituencies. (Glasbergen 1998, Newell 2000)

Consequently more nuanced and in some cases conflated perceptions of governance have emerged as reflected in Table 1 below. The all embracing definition by the UNDP refers to governance as **"the exercise of economic, political and administrative authority to manage a country's affairs at all levels.....it comprises the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences"** (UNDP, 1997). Implied in this definition is a set of principles that underpin governance, namely;

- **Legitimacy, state capacity and stability** - the proper constitution and functioning of institutions and their acceptance by the public
- **Legality and the rule of law** - the rules of the political system to solve conflicts between actors and adopt decision
- **Participation** - the efficacy of government and the achievement of consensus by democratic means
- **Empowerment** - the creation of space for articulation, response to and confirmation of group needs, interests and rights and
- **Transparency and accountability** - the ability of citizens and the private sector to scrutinise public institutions and governments, and hold them answerable, including the opportunity to change them by democratic means.

**Table 1: Definitions of governance and good governance**

Source	What is governance?	What is good governance?
World Bank (n.d.)	'the process and institutions through which decisions are made and authority in a country is exercised' (p. 3)	Inclusiveness and accountability established in three key areas: 'selection, accountability and replacement of authorities (voice and accountability; stability and lack of violence); efficiency of institutions, regulations, resource management (regulatory framework; government effectiveness); respect for institutions, laws and interactions among players in civil society, business, and politics (control of corruption; rule of law)' (pp. 3, 7)
UNDP (1997)	'the exercise of economic, political and administrative authority to manage a country's affairs at all levels. It comprises the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences' (p. 12)	Characterised as 'participatory, transparent ... accountable ... effective and equitable ... promotes the rule of law ... 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' (p. 12)
IMF (2005)	For IMF purposes, 'limited to economic aspects of governance ... in two spheres: improving the management of public resources ...; supporting the development and maintenance of a transparent and stable economic and regulatory environment conducive to efficient private sector activities ...' (p. 4)	'ensuring the rule of law, improving the efficiency and accountability of the public sector, and tackling corruption' (p. 1)
DFID (2001)	'how the institutions, rules, and systems of the state – the executive, legislature, judiciary and military – operate at central and local level and how the state relates to individual citizens, civil society and the private sector' (p. 11, note a)	'seven key governance capabilities: to operate political systems which provide opportunities for all people ... to influence government policy and practice; to provide macroeconomic stability ... to promote the growth necessary to reduce poverty; to implement pro-poor policy; to guarantee the equitable and universal provision of effective basic services; ensure personal safety and security ...; to manage national security arrangements accountably ...; to develop honest and accountable government ...' (p. 9)

Table 1: Cont'd

Source	What is governance?	What is good governance?
USAID (2005)	'The ability of government to develop an efficient, effective, and accountable public management process that is open to citizen participation and that strengthens rather than weakens a democratic system of government' (p. 1)	Democratic governance: 'transparency, pluralism, citizen involvement in decision-making, representation, and accountability; focusing particularly on five areas: legislative strengthening, decentralisation and democratic local governance, anti-corruption, civil-military relations, and improving policy implementation' (p. 1)
Hyden et al. (2004)	'The formation and stewardship of the formal and informal rules that regulate the public realm, the arena in which state as well as economic and societal actors interact to make decisions' (p. 16)	Can be measured along five dimensions ('participation, fairness, decency, efficiency, accountability, and transparency') in each of six arenas (civil society, political society, government, bureaucracy, economic society, judiciary)
Kaufmann (2003)	'the exercise of authority through formal and informal traditions and institutions for the common good, thus encompassing: (1) the process of selecting, monitoring, and replacing governments; (2) the capacity to formulate and implement sound policies and deliver public services, and (3) the respect of citizens and the state for the institutions that govern economic and social interactions among them' (p. 5)	Can be measured along six dimensions (voice and external accountability; political stability and lack of violence, crime, and terrorism; government effectiveness; lack of regulatory burden; rule of law; control of corruption) (p. 5)
Hewitt de Alcántara (1998)	'the exercise of authority within a given sphere ... efficient management of a broad range of organisations and activities ... involves building consensus, or obtaining the consent or acquiescence necessary to carry out a programme, in an arena where many different interests are at play' (p. 105)	Processes through which there is incorporation of more creative and less technical understanding of reform, more dialogue about institutional and programmatic change, more concern with the public sphere (state and civil society) and how to strengthen it, more integration of economic policy and institutional reform, more attention to both national and international factors that affect governance (pp. 112-13)

## 1.2 Why is governance being advocated: Does governance actually matter?

The set of principles implied in the UNDP definition of governance has informed the development of policies, institutions and systems (processes) that are deemed essential to development. The assumptions is that policies, institutions and processes can be developed and managed in order to generate sustained macro-economic stability, free market and trade regimes, decentralization of governmental authority, efficient and cost-effective service delivery, empowered and active citizens, participatory democracy, legitimate and stable states, enhanced state capacity and robust rule of law regimes at all levels of the state.<sup>1</sup> The sum total of these outputs constitute the preconditions for achieving sustainable growth in national income per capita, which is a predictor of sustained poverty reduction. This is the pedestal on which the causal or inferred relationship between good governance and development actually rests. (Kaufman, 2003, World Bank, 2000, Kaufman & Kraay, 2002). Evidence gleaned from other methodological approaches has cast doubt on the causal relationship between governance and development. Emphasis is placed on the correlation rather than the causal relationship between the two phenomena. Governance has in fact improved and been sustained as a consequence of growth and development rather than being a cause of it. (Grindle, 2007)

Whilst the jury is still out vis-à-vis the methodological and empirical ambiguities around good governance and growth and poverty reduction/development, the correlation between governance and sustainable development certainly warrants the evolution of more analytical frameworks to inform development practice. In this vein, Grindle (2007) submits that what is more important for development practice is understanding the *context* and *content* dimensions which impact on the development of analytical tools for practitioners to better understand the conditions they confront and, design and implement viable interventions to support sustainable growth and development. This is a foundational call to rethink governance interventions. It proceeds from recognizing the peculiarity and particularity of the challenges that obtain in a given setting (the context) and then making hard choices about the key elements/aspects of governance that need to be developed (the content) in that context. (see Grindle & Thomas, 1991; Levy and Kpundeh, 2004, Grindle, 2007, DiFD (2001))

Thus perceived, governance or to use the cliché, “good governance” seems to be an “over-arching programme concept reflecting the normative/ethnocentric reform activities dispensed and funded through various institutional mechanisms in the international community”, but a reflection of “the formal and informal rules that apply to how issues emerge in the public and are handled in a given political system” (Goran Hyden et al, 2005). Kaufman (2003) and Moore and Unsworth (2006) have incorporated into this conceptualization the link between both domestic and international corporate interests and local political forces as the key factors in shaping the context for and content of governance interventions. If left unchecked, international corporate interests with the support of co-opted domestic comprador elites can drive bad governance processes that result in state capture and the illicit shaping of anti-poor state policies, institutions and systems. The pervasiveness of state capture through corporate elite “influence” and “political funding” right across the *public - private sector - NGO - CSO - governance nexus* has resulted in what Mehrotra calls “the conspiracy of silence” on issues that are central to transforming the lives of the poor.<sup>2</sup> This has prompted the rethinking of governance by locating voice, oversight and transparency at the centre of citizen-centric development interventions, including developing a framework for international collective action. (Kaufman 2003, Moore and Unsworth, 2006).

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<sup>1</sup> For a more detailed and nuanced canvass of the importance of governance for growth and sustainable development see Mauro (1995) La Portal et al (1999), Acemoglu et al (2000) Easterly and Levine (2002), Engeleman & Sokoloff (2002), Rodrik et al (2002), Fukuyama, Kaufmann (2003)

<sup>2</sup> Mehrotra et al, (2001) Democracy, Decentralisation and Access to Basic services: An Elaboration on Sen’s Capability Approach. Cambridge University

## 2. THE ESSENCE OF RETHINKING GOVERNANCE PRACTICE

At a practical level, governance entails the improvement of prospects for sustainable development by taking action to ensure the presence of the following conceptually and operationally inter-related processes at all levels in the management of the affairs of a community and country;

- Participation
- Transparency
- Responsiveness
- Rule of law
- Consensus orientation
- Equity and inclusiveness
- Effectiveness and efficiency
- Accountability

The foregoing elements constitute the critical building blocks for ensuring the following conditions;

- Low levels of corruption
- Incorporation of minority views in decision making
- Voices and choices of most vulnerable are heard in decision making
- State capability (the capable state)
- Structural/institutional stability
- State legitimacy

(DiFD, 2001; Kaufmann, 2004)

The foregoing decompose into the following elements of governance:-

### 2.1 State capacity

This entails the development of the capacity of governments to create conditions and provide a policy environment that allows for coherent, collaborative and accountable partnerships of government, the private sector, NGOs and civil society in support of community based service delivery frameworks. (DiFD, 2001)

### 2.2 State legitimacy

The legitimacy of the state is guaranteed through the exercise of democratic rights in electing, holding answerable and even replacing government as and when necessary. Legitimacy therefore revolves around systems of approval and an institution is perceived as legitimate, if approval for it together with its policies, institutions (rules of the games) and systems are general among those people subject to its authority. (Wikipedia in Google)

### 2.3 Voice and Choice

Voice (and choice) is the expression and selection of preferences, opinions and views through formal and informal mechanisms like demonstrations, protests, advocacy campaigns, the media, participation in policy making and budgeting process, tracking public expenditure, monitoring public service delivery and taking part in public debates and hearings. (Foresti et al, 2007)

### 2.4 Accountability

Accountability is anchored in relationships between parties that set or control the application of rules and those that are subject to the rules, as would be the case between the state (at national and local government levels) and citizens, between service providers and consumers and between leaders and their constituencies. The key elements of the relationship are **transparency** of decision making which allows the public, citizens and consumers to oversee the compliance with policies, procedures, and rules by the leaders, state and service providers; **answerability** which entails the legal obligation on the state, leaders and service providers to justify decisions taken, and ensure decisions are taken

within agreed mandates; and **ability to sanction** entailing taking action against the state, leaders and service providers for failure to justify decisions deemed contrary to legal, political and contractual mandates including the use of legal sanctions, public naming and shaming. (Foresti et al, 2007)

### **2.5 Rule of law**

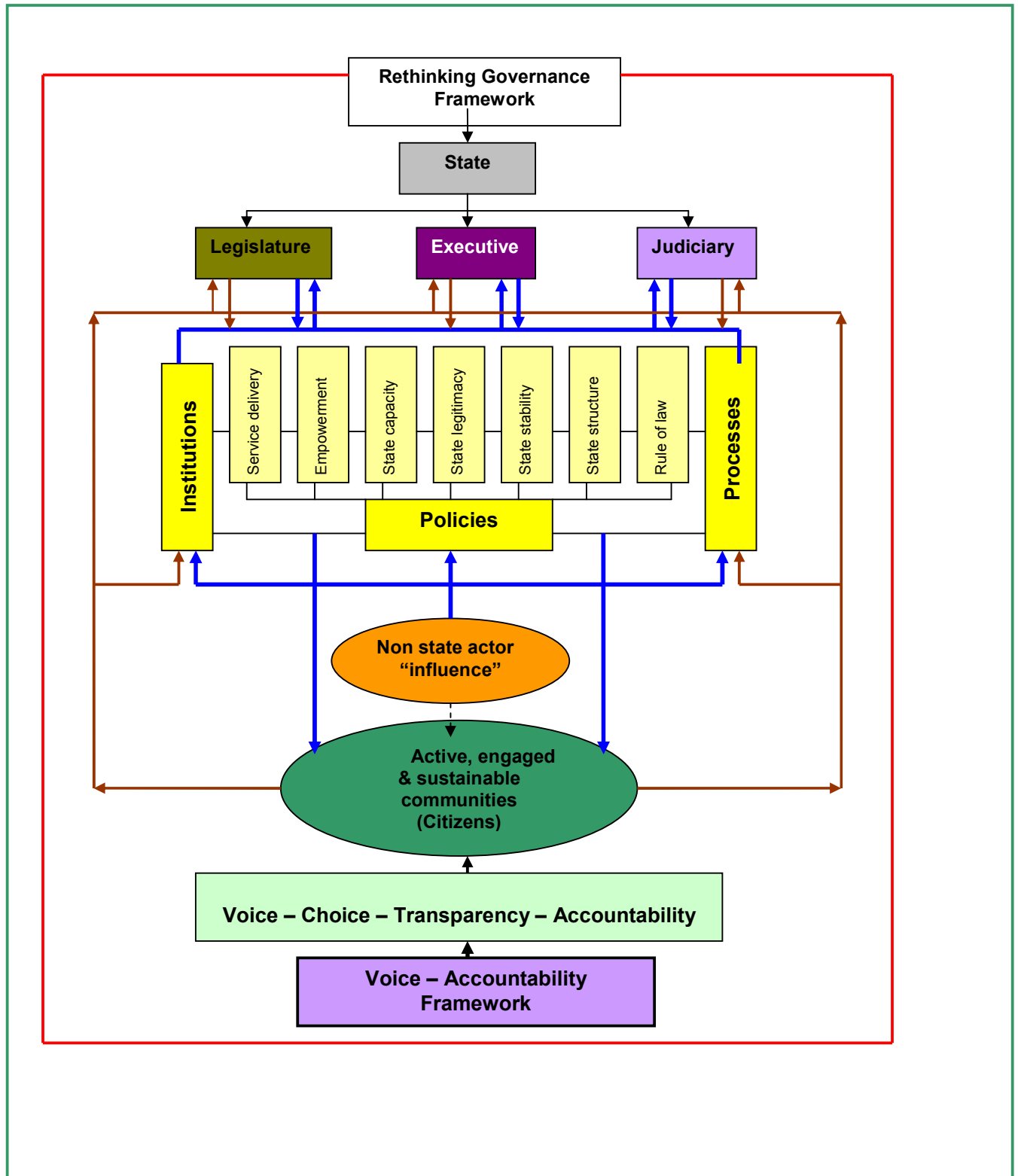
To guard against arbitrary governance it is important that governmental authority is legitimately exercised in accordance with written, publicly disclosed laws and enforced in accordance with established procedures referred to as the due process (Rutherford, 1644, Montesquieu, 1748.) Implied in the notion of rule of law is legal certainty, predictability of outcomes or legitimate expectation, the separation of powers to ensure the independence of the judiciary and equality of all before the law; all in the pursuit of guaranteeing the civil and/or political rights of the individual and protecting the national interest.

## **4. GOVERNANCE AND COMMUNITY DRIVEN DEVELOPMENT**

Rethinking governance has to be understood as an anchor of community driven development (CDD) This relationship revolves around the interplay of state and citizen power relations in the development and management of policies, institutions and systems (PIS) that modulate state structures and operations, decentralization, the legitimacy and capacity of the state and citizen empowerment in service delivery mechanisms and the rule of law. The following key issues need to be addressed in order to achieve people centred/community driven development.

### **3.1 Change in power relations - decentralisation**

Since the 1980s there has been a significant interest in decentralisation as a means of (re)gaining political legitimacy and giving people voice and choice in local affairs. Proponents of decentralisation argue that decentralized governments are more responsive to and more likely to design and implement pro-poor development projects than would central governments for the following reasons;



- **Allocative efficiency:** local authorities should/are better informed than central governments about local realities, they can consult local communities via elected councilors and other mechanisms. They are therefore more sensitive to local priorities and needs, and, given the requisite operational flexibility, can adapt service provision accordingly.
- Local government is **closer to users** and should be able to keep them informed more easily about decisions, e.g. councilors should be able to explain issues in terms that ordinary people understand and how they can benefit from services and new national programmes.
- Given sufficient autonomy, local government does not need to seek approvals from above, and can act **more rapidly and responsively** than central agencies.
- Some local taxes, fees and user charges can be fixed locally, allowing local government to **optimise local sources of revenue**. These decisions have to be publicly defended by elected representatives, and therefore need public consultation locally.
- There are better prospects for **public accountability**: in the case of poor or non-delivery of services, communities can put pressure on officials, via their local representatives. Once citizens see that their representatives can influence officers, they may contact the officers themselves more often. There have been cases where absenteeism or corruption by officials has been reduced by the reality or threat of public pressure.

### 3.1.1. Advantages and Disadvantages of Decentralisation

Goldman (1998) has summarised the potential and impacts of decentralization. Decentralisation has considerable promise in:

- reversing the neglect of local institutional development;
- improving development projects and making them more flexible and more sustainable;
- enhancing government responsiveness;
- increasing information flows between governments and citizens;
- promoting greater participation and associational activity;
- enhancing transparency and accountability;
- achieving political renewal and integrating society with the state;
- reinforcing and invigorating democracy at the national level;
- promoting early warning of potential disasters; and
- carrying out small-scale regulatory functions.

Decentralisation has modest promise in:

- reinforcing central government commitment to rural development;
- broadening the project focus beyond agriculture;
- reducing absenteeism amongst government employees;
- promoting co-operation between NGOs, government and the private sector;
- reducing regional disparities;
- tackling the problems of complexity and co-ordination;
- paying greater attention to socio cultural factors;
- empowering women;
- tailoring development to local conditions;
- facilitating scaling up from successful pilot projects; and
- reducing corruption.

However, it has little to contribute to meeting the objectives of:

- alleviating poverty within an area. Decentralisation should not be adopted to tackle poverty *per se*. It should be part of a package of other measures, including rules that guide spending and ensure that poverty is targeted;
- accelerating economic growth;

- reducing overall government spending;
- enhancing macro-economic co-ordination and stabilisation;
- easing the problem of excessive agricultural taxation;
- mobilising local taxes;
- promoting planning from below (lower levels often lack skills and just produce wish lists); and
- promoting mass community participation in projects (as many local governments are constituted well above village/community level).

### 3.2 Transformation of state structures

Rethinking governance at the various levels of the state is key to addressing the challenges of community driven development. It is now realized that, on its own, the transfer of state authority and functions to and strengthening of local government and other government agencies has often not succeeded in strengthening the links between government and the citizens. Participatory work with communities shows that, with the exception of primary schools, the reach and impact of government-provided services to communities is very limited in much of the developing world including Africa. The systems of governance and service delivery tend to get captured by the elite when the delivery is centralized and carried out exclusively through the bureaucracy. If decentralized systems are structured to neutralise the power of the local elite and give voice to the people in decision making, service delivery systems are more likely to be exposed to collective voice and community demands. Giving voice through community based planning, can ensure latent synergies among interventions in education, health, water and sanitation and nutrition in order to achieve community driven development. (Mehrotra, 2001) This approach requires the integration of decentralization into the broader principles that underpin governance and sustainable development. These are anchored in Khanya's six governance issues and its version of the sustainable livelihoods approach (SLA) adapted from development discourse and practice.

#### 3.2.1 Khanya's six governance principles

To be effective, pro-poor developmental interventions should be predicated on and driven by a combination of decentralized governmental operations and the principles that modulate citizen voice, choice and accountability relations among the key stakeholders in development and service delivery. These are government, the private sector, communities, civil society organizations and donors. Decentralisation is therefore not a stand alone *dues ex machina* for development but rather, an integral component of a more encompassing developmental approach anchored in a governance framework that emphasizes the empowering of communities, strengthening of local government and a realigned national centre and global environment that proffers policy direction and programmatic support. The six governance principles developed by Khanya are captured in Box 1. The vision of what should obtain on the ground at the micro (community), meso (local government) and macro levels (provincial/national) if the six governance issues addressed is detailed in Annex 1

#### Box 1: Governance issues in decentralised service delivery

##### Empowering communities (micro level)

- citizens active and involved in managing their own development, claiming their rights and exercising their responsibilities
- an active, accessible and responsive network of local service providers, whether community-based, public or private

##### Empowering local government and service delivery (lower and upper meso level)

- services managed at the lowest level through effective management, usually local government level, and that they are effective, accessible, accountable, coordinated and responsive (whether public or private)
- the levels above (district municipalities and provincial government) are supportive and supervising the local governments and providing strategic planning for cross-municipal issues

##### Realigning the centre to support decentralised development (macro level)

- increased provision of strategic direction, and oversight at the centre (provincial and national government), in response to community and local government realities

- Increased strategic support to national programmes that reflect the developmental priorities of communities and respects national sovereignty and integrity

### 3.2.2 Rethinking governance and Sustainable Livelihoods Approach (SLA)

The SLA is not an entirely new invention. Its novelty lies in its critique of and the identification and integration of good practice from its antecedents into a more viable development approach.<sup>3</sup> Figure 2 is model/framework that captures the content and interplay of capabilities, assets and activities of a given target group in an environment that presents both opportunities and challenges (shock and stresses) and policy, institutional and systems that support livelihood opportunities in a manner that does not undermine the natural resources base. This constitutes the essence of the SLA.

At a practical level, the utility and application of the SLA is located in tools and techniques ensconced in community based planning methodologies and are the *sine qua non* for operationalising the six governance issues articulated in Box 1. The imperative to impact on policies, institutions and systems at various levels of government, in the private sector, within civil society organisations and at community level constitutes the conceptual and operational nexus between rethinking governance and SLA. The principles that underpin this interface are articulated in Box 2. The principles seek to explain how sustainable community driven development is done.

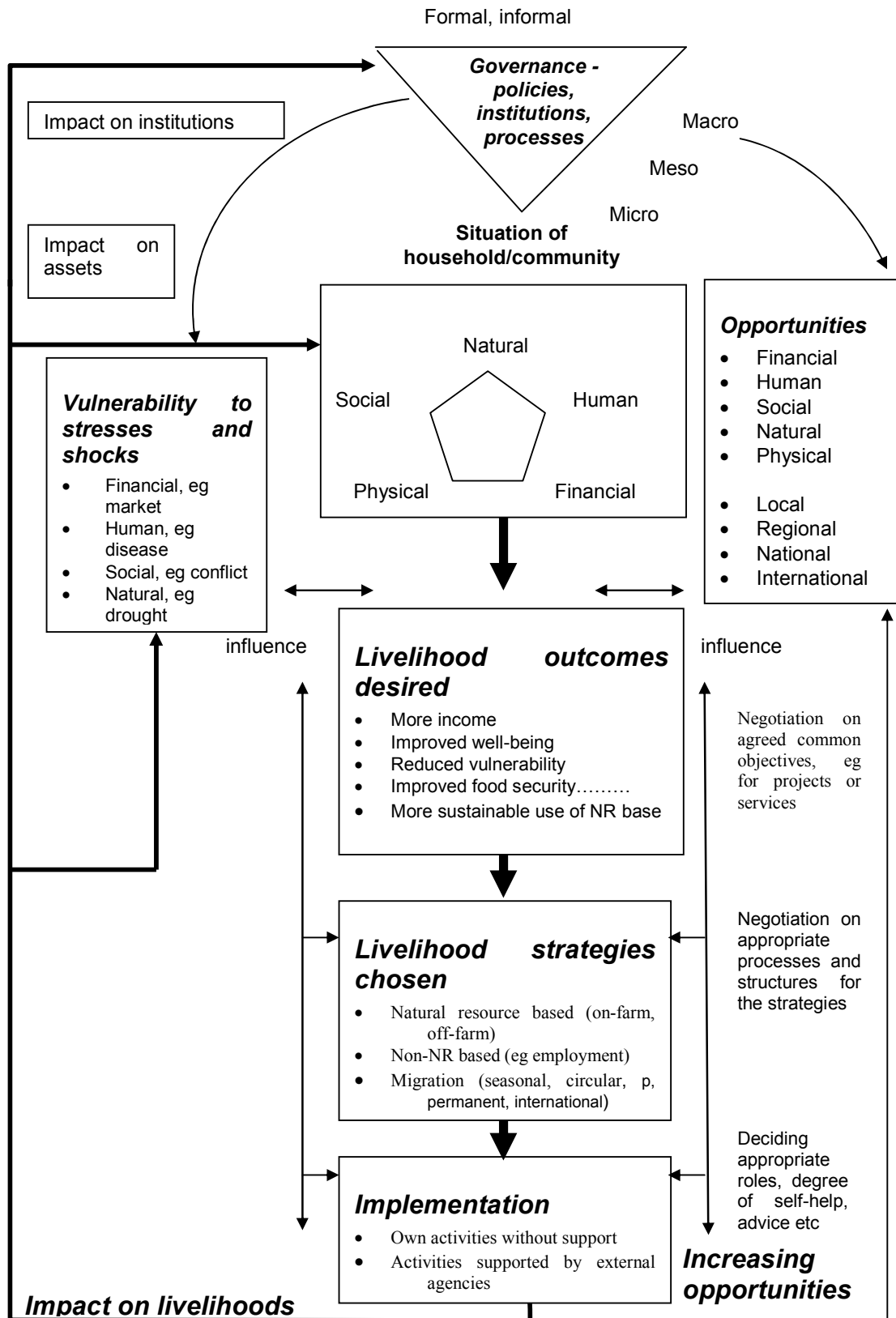
Box 2: Sustainable Livelihoods Principles

#### SLA and governance, should be;

- **People-centred:** sustainable development and poverty elimination requires respect for human freedom and choice as well as an understanding of the differences between groups of people and the development of focused interventions
- **Empowering:** support should result in increased voice, opportunities and well-being for people, including the poor
- **Responsive and participatory:** people must be key actors in identifying and addressing their livelihood priorities, including the poor. Outsiders and organisations need processes that enable them to listen and respond to people's views
- **Holistic:** we need to understand people's livelihoods and how these can be enhanced in a holistic way, which recognises the interrelationships between the different aspects of their lives, although actions arising from that understanding may be focused.
- **Sustainable:** there are four key dimensions to sustainability – economic, institutional, social and environmental sustainability. All are important – a balance must be found between them.
- **Strengths-based:** it is important to recognise and understand people's strengths, including those of poor people, and not just their problems. This provides a platform on which livelihood strategies can be developed. It is also important to build on the strengths of organisations...
- **Multi-level (or micro-macro links):** sustainable development and poverty elimination can be overcome by working at multiple levels. Micro-level activity should inform the development of policy and an effective governance environment. Macro- and meso-level structures and processes should recognise micro level realities and support people to build upon their own strengths. Top-down strategic action as well as bottom-up participatory processes are required.

<sup>3</sup> See the pioneering work of Amartya Sen (1985 and 2000) "Commodities and Capabilities", and "Development as Freedom". Mehrotra Santhosh (200!) Democracy, Decentralisation and Access to Basic Services: An Elaboration on Sen's Capability Approach".

Figure 2: Sustainable Livelihoods Framework



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- **Conducted in partnership:** implementation of development requires the use of strengths of different organisations, public and private, in the most effective way. Partnerships should include people and their organisations, including those for poor people. Partnerships should be transparent agreements based upon shared objectives.
  - **Disaggregated:** it is vital to understand how the livelihoods of various disadvantaged groups differ – in terms of strengths, vulnerabilities and voice – and what effect this has. Stakeholder and gender analysis are key tools. This allows for targeted actions.
  - **Long-term and flexible:** poverty reduction requires long-term commitments and a flexible approach to providing support, which can respond to emerging circumstances.

### 3.2 Development of Multiple Service Delivery frameworks

The attack on poverty, more so in the context of the achievement of the Millennium Development Goals, goes beyond the realisation of trickle down effects from national economic growth. It also entails the cost-effective, efficient and equitable provision of goods and services, especially to poor communities, on a sustainable basis. The challenge is to innovate and upscale the complementarities between government, the private sector, communities and external cooperating partners in designing services delivery approaches including community based service delivery models, in order to address this fundamental responsibility.

In addition, the increase in the range and complexity of goods and services that are provided by governments has generated the need to supplement state capacity to address this responsibility. And, in spite of the aggregate increase in resources allocated to enhance the provision of goods and services, delivery has continuously failed the poor because they receive disproportionately lower shares of the resources. There is also low commitment to developing incentive structures that attract, retain and utilize frontline service providers..(World Bank, 2004)

Recent evidence also shows that many services that communities receive are those they provide for themselves; such as traditional healers, traditional birth attendants, local crèches, local shops, advice from other farmers, etc. For visible gains to be made in reducing poverty, the reach of services needs to be expanded considerably. Community-based approaches are a significant part of successful models of frontline service delivery to address poverty. Increasingly community-based service delivery approaches are being adopted as part of effective governance in sectors such as health, natural resources management and agriculture to complement, and in other places, to fill gaps where conventional models cannot cope with the scale of need and demand. (See Khanya, Community-Based Worker Systems as Mechanisms for Pro-poor Service Delivery, 2007; Community Livestock Worker System for Lesotho, 2007)

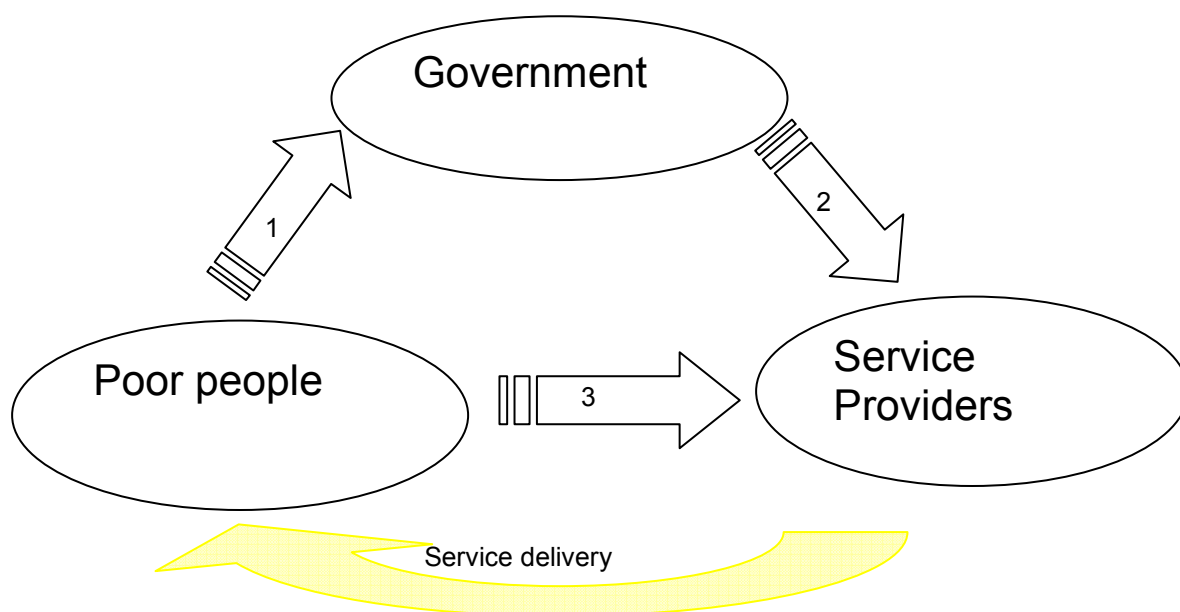
### 3.3 Strengthening Accountability Relations among Government, Service providers and Consumers

At the coalface of decentralised service delivery, there is need to enhance accountability relationships between consumers of services, government and service providers of different hues. Recent analyses of traditional service delivery frameworks show the existence of relatively stronger accountability mechanisms between government and service providers than between the latter and consumers of such services. Services provided directly by government, or through parties contracted for the purpose, do not reflect the specific needs of the consumers in terms of scope, quality and quantity. Both governments and service providers remain unresponsive and unaccountable/unanswerable to consumers. This calls for the strengthening of the voice of the poor in determining the nature, scope, purpose of services delivered and enhancing the accountability relations particularly between government and service providers on one hand and consumers on the other. “Without voice, the supply of services will remain of poor quality and

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thus ineffective” (Mehrotta 2001). The accountability framework developed by the World Bank captured in Figure 4 and the work by ODI<sup>4</sup> represent serious attempts to address this challenge (World Bank, 2004)

**Figure 4**      **Accountability Framework for Pro-poor Service Delivery**



Two routes to put pressure on service providers to improve services are shown in the framework; the **long route (1 and 2)** where the poor people put pressure on the politicians for them to put pressure on the service providers and **short route (3)** where poor people directly put pressure directly on the service providers to improve the services they offer. There is a preference for the short route in rethinking governance since it is underpinned by community (micro) level governance principle developed by Khanya that;

- People know best what they need
- People and the service providers can jointly assess the quality of the services and
- People are the rate payers and can demand for better services.

Khanya-aicdd’s work on **Participatory Service Delivery Assessment in 6 Municipalities in South Africa (2007)** is part of the effort at developing this critical component of the rethinking governance practice.

### **3.4 Evidence-based Policy Advocacy (or Influencing)**

Rethinking governance is inspired by the imperative to go beyond policy documents and frameworks and examine how policies, institutions and systems are developed and managed. It also interrogates the

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<sup>4</sup> See Foresti Marta et al, (2007) “Evaluation of Citizen’s Voice and Accountability Evaluation Framework” and Evaluation of Citizen’s and Accountability Evaluation Framework: Methodological Guidance for Country Case Studies” et al, (2001)

extent to which institutional mechanisms are in place to implement and effectively monitor the efficiency, effectiveness and impact of policies, institutions (rules of the game) and systems in relation to the poor. It poses questions regarding the conditions and capacities there are and/or are required in government, the private sector, civil society organizations and within communities to manage for impact. The strategy is to develop capacity to engage in policy analysis focusing on policy interactions at the community levels and its impact on the ability of the poor to drive specific poverty reduction efforts. Emphasis is also given to the development of linkages, partnerships and networks among local grassroots organizations and communities and **governments at all levels** in order to enhance the “inclusivity” of policy advocacy efforts on the back of evidence gleaned from action research. Khanya’s work on developing civil society organization capacities for evidence-based advocacy to improve community based services delivery approaches and promote effective funding for community project both at policy and programmatic levels are part of this initiative (Khanya, 2007).

#### 4. GOVERNANCE AND MANAGEMENT OF SUSTAINABLE COMMUNITY DRIVEN DEVELOPMENT

The interplay of the essence and components of governance that underpin most Khanya’s approach to development imply a more comprehensive and integrated concept rethinking governance as *the transparent development and management of a legitimate and responsive state and non state policies, institutions and systems, including power and conflict resolution structures, that give voice and choice to communities and transform development systems in order to improve the livelihoods of poor people*. The creation of political space for articulation, mobilisation, distribution and confirmation of citizen voice and choice, and the support for positive interaction between markets, the state and citizens can make states more capable, legitimate and effective in creating conditions for active and empowered citizens to manage their own development on a sustainable basis. (Governance and Transparency Fund, 2007; DiFD 2007) This staked and interlinked web of relationships around rethinking governance and the management of community driven development are captured in Figure1.

In the final analysis, the utility of rethinking governance in relation to sustainable community driven development lies in its efficacy as a diagnostic tool and/or postulate that Khanya uses to conceptualize desired normative states or conditions. In addition, rethinking governance has to be contextualized at all levels (or spheres) of governance in order to give practical guidance to development practitioners to strategically manage human (community) development. Practical and implementable tools, techniques and methodologies are required to operationalise these frameworks. Table 2 outlines the linkages between governance issues at different levels of the state as distilled by Khanya and the practical interventions to implement using specific tools.

**Table 2: Governance and Community Based Development Management Linkages**

**Level1 Empowering communities- Micro (community) level**

<b>Governance issue</b>	<b>Example of application</b>
<ul style="list-style-type: none"> <li>• People active and involved in managing their own development (claiming their rights and exercising their responsibilities)</li> </ul>	<ul style="list-style-type: none"> <li>• Communities planning their own development acting on those plans and submitting to local government to inform higher level plans and services (CBP and CBM processes)</li> <li>• Communities implementing and managing their own development. (Local Economic Development and Funding Communities)</li> <li>• Initiating issues on their own and managing services.(CBW Systems)</li> </ul>
<ul style="list-style-type: none"> <li>• Is there a responsive, active and accessible network of local service providers (community-based, private sector or government)?</li> </ul>	<ul style="list-style-type: none"> <li>• Communities providing services for themselves               <ul style="list-style-type: none"> <li>- using community-based workers (CBWs)</li> <li>- Group schemes such as credit unions, voluntary savings and loans schemes, burial societies.</li> </ul> </li> <li>• Communities managing government-provided services, e.g.</li> </ul>

	school governing bodies running schools.
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**Level 2            Strengthening local government**

Governance issue	Example of application
<ul style="list-style-type: none"> <li>At local government level (lower meso) are services facilitated, provided or promoted effectively and responsively, coordinated and held accountable.</li> </ul>	<ul style="list-style-type: none"> <li>Co-ordination structures (District Development Co-ordinating Committees in Zambia and District Development Committess in Zimbabwe).</li> <li>Integrated and coordinated planning which is responsive to communities (CBP linked to IDPs in South Africa).</li> <li>Participatory budgeting or funding communities (ZAMSIF in Zambia, MASIF in Malawi, CAMPFIRE in Zimbabwe, participatory budgeting in Porto Alegre, Brazil)</li> <li>Promoting accountability performance management, e.g. the use of Vigilance Committees in Bolivia, Community Policing Forums in South Africa, Surveillance groups, Strengthening Management for Impact).</li> <li>Building the capacity of local governments, based on latent capacity.</li> </ul>
<ul style="list-style-type: none"> <li>At upper meso level, the county/region is supportive and supervising the level below (indicators same as above).</li> </ul>	<ul style="list-style-type: none"> <li>Improving the capacity of an intermediate level to support and monitor lower level governments on behalf of the centre.</li> <li>Provision of services with significant economies of scale which cannot be located at local government level.</li> <li>Strategic planning at a regional level.</li> </ul>

**Level 3            Re-aligning the centre**

Governance issue	Example of application
<ul style="list-style-type: none"> <li>The centre providing strategic direction, redistribution and oversight, and responsive to micro and meso-level realities and inputs.</li> </ul>	<ul style="list-style-type: none"> <li>Improving the centre's capacity to support and monitor lower level governments and thus build confidence to handover roles and responsibilities.</li> <li>Clear facilitating and support role by Ministry responsible for Local Government.</li> <li>Realigning the role of sectoral Ministry's and other service providers to integrate pro-people approaches to responsive service delivery.</li> <li>Integrated Capacity building Programmes for Sectoral Ministries.</li> <li>Developing an appropriate criteria for devolution of functions and responsibilities e.g. in Lesotho and South Africa.</li> <li>Improving the linkage between information from community, local government and the centre to better inform policies and plans, eg integrating CBPs and IDPs in South Africa.</li> </ul>

## **4.2 INTEGRATING RETHINKING GOVERNANCE WITH OTHER PRACTICES**

It is important to develop a shared understanding of the identities of and the substantive and operational interconnections among the various practices and support service components of Khanya, which together constitutes and defines the unique character and approach of the organisation to development practice.

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Assuming that the characterization of rethinking governance by Khanya actually holds as a framework for managing community drive development, the rethinking governance practice would then anchor and hold CDD at the levels of conceptualization, planning, programming and budgeting, activity sequencing, programme management including capacity enhancement, sharing and learning.

At the organizational level, while rethinking governance and the sustainable livelihoods approaches provide the substantive premise on which CDD is based, they still require the methodological agency of community based planning, food security and local economic development and on one hand and the support of action research, developing capacities, learning and sharing and administration and finance on the other. To achieve the desired impact, Khanya should adopt an integrated learning site approach wherein the synthesis of the identities of different practices/services are managed under a combination of the community based management practice and a system of integrative incentives infused into the performance management systems of the organization.

## Annex 1

### A Vision for Rethinking Governance and Sustainable Development

**At community level** – people are active and involved in planning, implementing and managing projects and services which respond to their needs. They develop plans for their community, which are incorporated into local government plans, and they give feedback on the type of services they want, and how services are performing. They also provide some of the services, particularly those needed on a very frequent basis, for many households, partly on a voluntary basis and through the use of many para-professionals present in all communities, including home-based care workers, paralegals, traditional birth attendants, traditional leaders, micro-business advisors, agriculture workers, etc.

Most service delivery is managed at **local government level** by local government, NGOs, private sector, or other government departments, all coordinated by local government. There are holistic integrated development plans, which build on community plans reflecting community priorities. As these services are managed closer to citizens, it is easier to involve citizens in defining the nature of these services, and all different service providers operate within accountability structures making them answerable to citizens. Implementation capacity is at this level, except for services that have large economies of scale e.g. large scale infrastructure, which may be provided by the private sector, or specialist government institutions, e.g. education, health (hospital). Localisation ensures limited duplication of services and staff between local government, provincial and national departments. Most implementation sections have been handed over to local government with their budgets, administrative staff, vehicles etc., or divested. Hence local government has the additional human, financial and physical capacity To minimise corruption, waste and state capture by corporate and bureaucratic elites, there are very strong accountability mechanisms where local authorities are obligated to reveal income and expenditure and own internal operations in relation to developmental targets.

**Provincial level structure** are mean and lean, provide support, supervision and strategic planning, as well as technical backstopping to local authorities as and when required. They retain high specialized staff with strong strategic, information, monitoring and evaluation skills. They audit local authorities, on the back of developmental targets indicated in the integrated development plans approved at provincial level so that cross-cutting and trans-boundary issues are addressed. Strategic plans are produced for issues dealt with on a regional basis, e.g. tourism, and the provincial plans are a collaborative effort between provinces and local authorities.

The **centre** has oversight capacity to ensure strong vertical accountability to the state and horizontal accountability to citizens. Control is through transparent systems of monitoring and not by bureaucratic signature. Information management systems link local authorities, provinces and the centre to ensure access to management information as the basis for the oversight function. The centre also creates institutional mechanisms to articulate the voices and choices of the citizenry in policy, institutions and systems development. The central government also creates local governments responsive to the community interests and mandate that local functionaries are accountable to communities.

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## Annex 2: Factors affecting decentralisation for different sectors (from Goldman, 1998)

Factors	Sustainable agric.	Water supply	Wildlife	Education	Health
<b>Economies of scale</b>	Only for large agro-processing – and very large businesses.	For large urban supplies.	For large parks/ major tourism ventures	For secondary schools/ further education	For large specialist hospitals
<b>Technical system</b>	Small farmers – simple.	Simple for basic systems – not major pump scheme	Complex knowledge of wildlife required	Simple	Complex for hospitals
<b>Complexity of environ't</b>	Complex - local knowledge needed for approp. Solutions.	Simple	Wide range of issues – attitudes of community/ tourists/ demand for land	Standardised	Standardised response
<b>Diversity of clients, livelihood systems etc</b>	Depends on area – often very diverse	Not a major issue – some tension between household, industrial and ag use	Diverse – community, employees, tourists, 'guardians of biodiversity' with multiple uses	Standardised product little adapted to clients	Standardised product but depends on disease pattern
<b>Unit size/span of control</b>	Dealing with many small farmers	Many villages/wells /pumps Few large schemes	Whole area can be dealt with in conservancy approach. Parks few/large	Dealing with large nos of institutions	Dealing with large nos of clinics and relatively few hospitals
<b>Cross area boundaries</b>	Large projects	Catchment management and major dams	Parks may well cross. Also conservancies	Further education and possibly secondary schools	For specialist hospitals/ major campaigns e.g. immunisation
<b>Stability</b>	Depends on rate of change, but can change year to year with ag cycle. Also effects of drought etc	Depends on variability of rainfall	Depends on issues such as invasions, poaching etc	Stable as standardised and takes many years to feed through the system	Generally stable, but punctuated by epidemics when need for crisis response
<b>Political issues</b>	Land – e.g. land reform. Subsidies	Availability Location of schemes. Charging structure	Highly political as users often not local – if benefits do not accrue locally. Develop stakeholder forums.		
<b>Fiscal issues</b>	Payment for extension? Subsidies on inputs/crops Tax on land/crops. Free-rider issues	Payment for water – differential payments for types of users	How does revenue accrue locally	What payments system for infrastructure/ maintenance/ operation/ inputs e.g. books	What payments system for infrastructure/ maintenance/ operation/ inputs e.g. medicines
<b>Institutional issues</b>	Best handled locally – can be decent with specialised services provided centrally/regionally.	Village water best locally, also municipal schemes. Bulk distribution perhaps regional. Catchment schemes regional.	Must be local benefit and so link to decent. structures, local gov or community. Parks handled regionally/centrally	Primary schools can be handled locally, secondary, locally or regionally. Further ed – regionally/central	Clinics/primary health care can be local, local hospitals – local/regional Specialist hospitals - regional

### Annex 3: Examples of decentralization.

#### South Africa

Level of Government	Political	Admin	Traditional structures	Planning
Centre (43 million people)	National government	National Departments, some with national competence eg Land Affairs.		Sector plans
Provincial (9) Metros (6) – Category A	Provincial governments Metros (A) can generate revenue	Most development services managed from this level. Can't generate revenue although legislation is pending to permit this	King in some areas (eg of Zulus)	Provincial Growth and Development Strategies
District Municipalities – 47 (Category B)	Elected council	Technical staff and some technical functions eg health. Produce Integrated Development Plan (IDP) Can generate revenue		Integrated Development Plans
Local Municipalities 231 (Category C)	Elected council with technical staff	Technical staff and some technical functions. Produce IDP. Generate significant revenue, mainly through electricity, water and rates	Chiefs powerful in some rural areas, especially former bantustans	Integrated Development Plans
Wards (7-100 per municipality)	Councillor and Ward committees	Local staff may operate at this level but not linked to ward structure. Wards very weak.	Headmen in some rural areas	Level used for CBP

#### Uganda

	Political	Administrative	Traditional	Planning
Centre (15 million people)	National government	National ministries performing policy roles only	Strong kingdoms at subnational level, eg Buganda, with prime minister and ministers	Sector plans
LC5 District/city council (53)	Elected local government	Locally appointed technical staff in most disciplines		District development plan
LC4 County	Constituency		King representatives	
LC3 (1000+)	Sub-county/ Municipal Division /Town Council Elected local government	Sub-county Chief. Technical staff posted at this level – powers increasing.	Clan heads	Subcounty Development Plan
LC2 Parish/ward	Parish Council and dev. committee	Parish Chief		Plans as part of sub county. Level selected for CBP/HPPG
LC1 Village	Village council and development committee	Village chief		Plans part of parish

## Zimbabwe

	Political	Administrative	Traditional	Planning
Centre	National government	National ministries		Sector plans
Province	Resident Minister (Provincial Governor). Provincial Council of reps of Councils	Provincial staff of government departments, headed by a Provincial Administrator (PA)		Provincial development plan
District	Rural District Council/ municipality	Council staff plus deconcentrated offices of national departments. District Administrator (DA) and RDDC	Chiefs	District development plan
Ward	Ward government	Ward development committee (WADCO) including technical staff	Headmen	In theory, make plan. Level used for CBP
Village	Village assembly Party branches	Village development committee (VIDCO) including technical staff	Headmen	In theory, make plan.

## Ghana

	Political	Administrative	Traditional	Planning
Centre	National government	National ministries		Sector plans
Region (10)	Regional Minister	Regional Coordinating Councils	Strong kingdoms at subnational level, eg Ashanti	Regional plans
District	District assembly	Staff of DA and of deconcentrated government departments	Chiefs, playing strong role in rural areas	District plans
Subdistrict (eg 10 per district)	Urban, town area and zonal councils	Technical staff	Chiefs, playing strong role in rural areas	Level chosen for CBP
Village	Unit committees (for every 100 households)		Headmen, playing strong role in rural areas	

## Bolivia

Area	Size (using Tarija Dept as example)	Office	Role
Department (established in 1996)	Ave 0.9m people –	Prefect selected by the President. Political representatives are selected by Municipalities, 1 per province, to a Dept Council.	Political and administrative functions, as there is a Council as well as technical departments (7 in Tarija). Some national resources allocated via Dept. Manage national depts of Health/Education etc
Province	6 in Tarija.	Represented by sub-prefect, chosen by Prefect. No elected people.	Province is an administrative level of Dept Can interfere with municipalities. Role declining as LPP becomes effective and becoming

Area	Size (using Tarija Dept as example)	Office	Role
			more of a geographical area than a meaningful level of government.
Mancomunidades	3 in Tarija	Voluntary association of municipalities	To handle economies of scale where Municipalities have shared concerns
Section of province = Municipal area	11 in Tarija Dept Ave 15 000 people Tarija Town Municipality (Cercado) has 180 000 people.	Mayor, Council elected by direct vote. Plus executive to implement.  Have Vigilance Committee comprised of reps from Districts	Have 54 competences ranging from waste to environment. Also have competence for Health, Education, local roads, sports. Health and Education are shared responsibility. Central government pays salaries and much of capital costs. Other running costs from the Municipality Provide social control over the municipality.
District	6-10 per munic. 22 in Tarija Cercado. Ave 8000 people	Community Association formed of OTB representatives at district. One rep from each district forms the Comite de Vigilancia	Community association meets regularly in some cases, eg at sub-mayor level in La Paz.
Community	Varies	OTB (or Neighbourhood Group) has locally elected committee of 10-15 people	6+ per distrito

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## **ANNEX 4: CASE STUDIES DESCRIBING INTERVENTIONS TO SUPPORT DECENTRALISATION AND DECENTRALISED SERVICES**

### **Case study 1: Development of a concept for decentralisation in Lesotho**

In December 2003 the Directorate of Local Government<sup>5</sup> acting on behalf of the Ministry of Local Government and the Inter-Ministerial Taskforce for the Government of Lesotho, commissioned Khanya to develop a national policy framework and an implementation programme to guide the introduction of Local Government in Lesotho. Khanya-aicdd was commissioned to give advice on the implementation process as and when the Ministry of Local Government requested.

The policy framework was intended to propose the model of decentralisation to be pursued in line with achieving goals set out in the following development strategies for Lesotho:

- the Country's Vision for 2020;
- the National Public Sector Improvement and Reform Programme; and
- the Lesotho Poverty Reduction Strategy.

In December 2003, Khanya developed with staff from the Ministry the policy framework that has come to be known as the Concept Note for the introduction of Local Government in Lesotho. This framework proposed the model for decentralisation, the activities that Government and in particular the Inter-Ministerial Task Force would pursue to implement a phased decentralisation process in Lesotho, as well as a vision and roadmap for decentralisation. After a series of presentations to all stakeholders, the policy framework was adopted as an official working document for introducing Local Government in Lesotho by His Majesty's Cabinet on the 12<sup>th</sup> February 2004. The Concept note continues to guide the reform process to date.

Khanya-aicdd was also commissioned to draw up a criteria for devolution and a phasing proposal for the devolution of functions and services from sectoral Ministries to the envisaged Local Government Structures. Khanya-aicdd worked with the Interministerial Task Team to develop the criteria for considering which powers and functions should be devolved and when, as well as which powers should rather be deconcentrated. Khanya-aicdd worked with the Interministerial Task Team to review the services of all Ministries and develop eventual proposals for devolution and for deconcentration. This report was subsequently endorsed and adopted by Cabinet on the 19<sup>th</sup> May 2004.

This report on functions and services to be devolved to Local Government Structures was intended to set the scene and be the basis for the achieving the following tasks:

- development of Human Resources to implement the proposed structure of local government;
- A Review of Legislation, for example to indicate which Acts would need to be changed to incorporate the impacts of devolution;
- Proposals for Fiscal decentralization;
- Proposals for revisions to the district planning/Community Based Planning<sup>6</sup> (including a National Planning Framework).

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<sup>5</sup> The Directorate of Local Government was set up specifically to act as a Secretariat for the whole reform process and was mandated to develop a policy framework, and implementation strategy for introducing Local Government in Lesotho. The then Director of the Reform is now an employee of Khanya-aicdd undergoing training to become a manager of Khanya's Decentralisation practice area

<sup>6</sup> Khanya developed a Community Based Planning and District Planning System as per the Concept note for the introduction of Local Government in Lesotho. This was financed by MDTP under a special capacity support clause to the Ministry of Local Government. This report is yet to be presented to Cabinet.

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## **Case study 2- Decentralised services using Community Based Workers (CBWs)**

Like many countries, Uganda's forests have been under state control since independence. But management of these has not been systematic and there has been massive forest plunder, reformation policies ushered in decentralisation of several administrative functions to district governments, including aspects of natural resource management. There have been a number of government initiatives to safeguard the remaining forests with the National Forestry Authority taking a lead and developing policies to reflect their perspective on priority concerns in forest management.

The National Agricultural Advisory Services (NAADS) was established by an act of Parliament and focuses on increasing farmer's access to improved knowledge, technologies and information. NAADS has been piloting projects for forest extension service delivery reform in Uganda seeking to develop a better understanding of good practice and livelihood linkages in extension services. One key approach the pilots tested was "community-based service delivery" using community members themselves as extension workers or "link farmers". NAADS exists to empower the poor, to demand and control agricultural advisory services and selects CBWs from the community to ensure that remote and poor farmers are represented, their needs addressed through the provision of effective delivery of agricultural services.

As representatives of their community, CBWs understand the local issues, language and individuals, they can work effectively within the local political economy, and can demonstrate by example on their own farms. The CBW is involved in developing the extension of information, and designing and managing its delivery. CBWs are supported and co-ordinated by a facilitating agent. They are accountable to Parish Coordination Committees (PCCs), comprising representatives of chairpersons of farmer groups. PCCs are responsible for ensuring the physical accountability of CBWs and extension staff. They carry out monitoring and evaluation through conducting field visits where they assess the progress of farmer groups and CBWs activities and their performance.

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## **ANNEX 5: KHANYA-AICDD PROJECTS ON RETHINKING GOVERNANCE AND DECENTRALISED SERVICES**

### **5.1 Decentralisation**

Recommendations to Belgian Aid of best practice in approaches to decentralisation and Local governance, (2005-6), *Directorate General for Cooperation and Development, Belgium*

Proposals for powers and functions of local government in Lesotho (2004), *Ministry of Local Government*

Development and facilitation of model for service delivery and budget implementation plans (SDBIPs), *Mangaung Local Municipality, South Africa*

Development of concept note for decentralisation in Lesotho (2003), *Ministry of Local Government*

Proposals for revisions of Schedules 4 and 5 of the Constitution (2003 and 2004), *Department of Provincial and Local Government, South Africa.*

Support with review of implementation and revisions to Uganda's Harmonised Participatory Planning Guide for subdistrict government (2003), *Ministry of Local Government, Uganda.*

Commissioned by DFID to write a paper on linking Micro-Macro: Policies and Institutions for Empowering the Rural Poor" (2000). *DFID, London.*

Consultant on Demarcation of Category C Municipalities, Free State (1999). *Municipal Demarcation Board*

Developing project proposal for piloting support for decentralisation to local government in Brong-Ahafo region (1998). *Ministry of Local Government and Rural Development/Ministry of Food and Agriculture, Ghana*

Facilitation of a national workshop looking at how programmes should support the development of Rural District Councils under decentralisation (1998). *Ministry of Local Government and National Housing, Zimbabwe*

Commissioned by DFID to write paper on Decentralisation and Sustainable Rural Livelihoods (1998). *Department for International Development, UK.*

### **5.2 Decentralised service delivery**

Project Management of 4 country project (with Lesotho, Uganda, Kenya and South Africa) looking at community-based worker models of service delivery (2004+). *DFID London.*

Study on use of mentoring systems in small-scale agriculture (2004), *GTZ/PAETA, South Africa*

Management of the training and short studies component of Lesotho's Agricultural Policy and Capacity-Building Program (2001). *Ministry of Agriculture, Lesotho.*

Review of the operations of the TEAM project, an innovative community-based extension system using experiential and adult learning principles (2002). *CARE Lesotho*

Cost Effectiveness of Community-based Worker Systems – examples from Lesotho (2002). *Care Lesotho/ South Africa*

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Support for transforming service delivery for forestry, using livelihood analysis to see how forestry can contribute to the livelihood of poor people (2001-3). *Uganda Forestry Sector Coordination Secretariat.*

Supporting the reform of the Ministry of Agriculture to a decentralised client-focused approach (1998-9). *Ministry of Agriculture, Lesotho*

Facilitation of major workshops with Extension Division and advice on the overall reform process (1998). *Ministry of Agriculture, Lesotho*

Running Participatory Learning for Action (PLA) training for the Social Forestry programme (1998). *Ministry of Agriculture, Lesotho*

Advice to the Minister on change management (1995-9). *Free State Department of Agriculture, South Africa*

Institutional reform component of Pre-Appraisal and Appraisal for Lesotho Agricultural Policy and Capacity-building Programme (1998). *Ministry of Agriculture, Lesotho*

Participatory evaluation of the transformation process over the last four years with recommendations for the future (1998). *Free State Department of Agriculture, South Africa*

Facilitating workshops to redesign field operations of the Free State Department of Agriculture (1998). *Free State Department of Agriculture, South Africa*

Developing pilot approaches for new models of client-focused extension, including use of outsourcing (1998). *Northern Cape Department of Agriculture, South Africa*

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## KEY RESOURCES ON RETHINKING GOVERNANCE AND DECENTRALISED SERVICES

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Carney (1998) Changing Public and Private Roles in Agriculture Service Provision by Diana Carney ODI 1998

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Crook and Sverrisson (2000) To what extent can decentralized forms of government enhance the development of pro-poor policies and improve poverty-related outcomes? Paper presented to a workshop on Political Systems and Poverty, (WDR 2001 Background Papers) Castle Donnington, UK by Richard Crook and Alan Sturla Sverrisson.

Devas (2001) Urban Governance, Municipal Finance and Poverty by Nick Devas IDD University of Birmingham Paper presented to the UK Development Studies Association Urban Poverty Group

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ECDPM (2002) Sector Wide Approaches and Decentralization in Africa – Towards Greater Policy Coherence Research Proposal February 2002

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IMF (2001) Reviewing Some Early Poverty Reduction Strategy Papers in Africa IMF Policy Discussion Paper by Caroline Robb and Alison Scott September 2001

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Kiragu (2002) Improving Service Delivery through Public sector Reform: Lessons of Experience from Selected African Countries. Paper to DAC Network on Good Governance and Capacity Development February 2002, by Kithinji Kiragu

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LADDER (2001) The Institutional Context of Rural Poverty Reduction in Uganda: Decentralization's Dual Nature by Robert James, Paul Francis and Godfrey Ahabwe Pereza LADDER Working Paper No.6 (Livelihoods and Diversification Directions Explored by Research) University of East Anglia, November 2001.

Manor (1999) The Political Economy of Democratic Decentralization by James Manor World Bank.

Mellors et al (2002) Review of PDSP and RDCCBP Experience by Rob Mellors, Jack Eldon, David Pudsey (forthcoming, for DFID London) March 2002

MLG Uganda (2002) Programme Review of LGDP by Jesper Steffenson, Emmanuel Ssewankambo, Gerhard van t'Land (Draft) February 2002

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