



DECENTRALISATION &
LOCAL GOVERNANCE



Training course
Harmonisation, Decentralisation and Local Governance
Hotel Freienhof, 27-30 August, 2012
Thun, Switzerland

FINAL REPORT

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27 September, 2012

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1 Background and Partners

The present report covers the DeLoG¹ training seminar *Harmonisation, Decentralisation and Local Governance* that took place in Thun, Switzerland, from 27 to 30 August 2012. It includes a summary of the discussions during the training course, an analysis of the evaluations, as well as recommendations for similar future events.

The DeLoG training course in Switzerland was the first *official* global training course for development partners of its kind. It was financed by the Swiss Agency for Development Cooperation (SDC) which also provided, along with the DeLoG secretariat, technical and logistical support.

This event followed a pilot training course that was organised in Brussels (Belgium) from January 24th to 28th, 2011, in which the training materials were first tested. Five different development partners (SDC, The Netherlands Ministry of Foreign Affairs, Danida, GIZ and the European Commission) were involved at the time in this joint effort that resulted in a generic training course. The different modules of this course represent, according to DeLoG, “the first building block of a demand driven modular training under the Train4Dev umbrella”².

In April 2012, the generic materials were adapted and used for the organisation of a first in-country course, held in Mozambique.

The Hague Academy for Local Governance (THA) and the European Centre for Development Policy Management (ECDPM) were contracted to prepare and facilitate the Thun seminar. Among the team of consultants, Emmely Benschop from THA and Elena Fanetti (independent consultant for ECDPM), had been involved in the above-mentioned pilot training exercise in Brussels. Melissa Dalleau and Jaap Bijl of ECDPM were new to the DeLoG methodology.

According to the consultant’s TOR³, the seminar had the following objectives:

- Increased understanding about the content and challenges of the Paris Declaration, Accra Agenda for Action and Busan Partnership; how these aid effectiveness principles relate to decentralisation and local governance and how they can be put into practice.
- Common understanding of concepts of decentralisation, its history and rationale, and the coherence and complementarities between its different elements of fiscal, administrative and political decentralisation.
- Recognising of key features of political economy analysis and learning on how political economy diagnostics can be useful to understand decentralisation and local governance processes.

¹ DeLog is a network of 27 bi- and multilateral development partners seeking to enhance alignment and harmonisation of their support to decentralisation and local governance.

² www.train4dev.net

³ See Annex 6.4 Terms of Reference

- Theoretical basis to understand the concepts of political decentralisation, local governance and domestic accountability.
- Increased knowledge of the basic concepts of administrative decentralisation across and within sectors, with such concepts as deconcentration, delegation, devolvement and divestment; the subsidiarity principle and multi-level governance.
- Understanding of fiscal decentralisation and mobilisation of own revenues as a way to strengthen accountability.
- Understanding of the relationship between decentralisation and sector-support programmes.
- Insight into the analysis and design of harmonised support strategies for decentralisation and local governance.
- Design of joint support strategies for decentralisation and its challenges, including issues such as sequencing, entry points and capacity building.
- Monitoring and evaluation (M&E) of support to decentralisation.
- Exchange of experiences and networking.

2 Participants

The training group consisted of 41 practitioners from different development partner organisations and NGOs (E.g. SDC, LuxDev, World Bank, BTC, Norad, GIZ, KfW, Helvetas)⁴. Most notably, in an effort to facilitate the cross-sharing of experiences and reinforce the dialogue inter- as well as intra-organisations, it is noteworthy that the group consisted of both development partners working in the field, as well as in headquarters. Geographically, participants also came from various areas across the globe, rendering the potential for discussion even more interesting.

The participants' level of experience varied widely, with some participants being relatively new to the field of decentralisation and local governance, whereas others had several years of expertise. On the one hand this wide variety of backgrounds enriched the course, and made the exchange between participants all the more interesting. On the other hand, the different level of experience made it more difficult to ensure that the training was effective for all.

According to research on the topic, there are some basic laws of participation which relate to group size:

- Maximum 6 people, everyone will normally participate;
- In groups of 7 – 29 people, quieter people will say less, 5 or 6 people will be very vocal, a few others join in occasionally;
- In groups of 30 or more people little participation is possible.

⁴ See Annex 6.1 List of Participants

Admittedly, finding the right balance in terms of size is a difficult exercise. However, it is clear that, whilst a minimum number of participants is required to trigger sufficient debates and a useful exchange of experiences, the larger the group becomes, the fewer the people who will actively participate. Moreover, with large heterogeneous groups it becomes practically impossible to address everyone's learning needs in the best way possible. This will almost inevitably lead to some frustration, which a few participants during this course also experienced: some people felt they were unable to keep up with the pace and would have liked to spend more time on understanding the main concepts, whereas others wanted to go in-depth more quickly.

Conclusion: Although the group consisted of an interesting mix of individuals from various institutional and geographical backgrounds, the size of the group was too large and levels of experience varied too widely to ensure that the objective of organising a truly interactive course that could address the different learning needs was fully achieved.

3 Training

3.1 Course Programme

The contents of the course programme⁵ took into account the different modules produced for the pilot training event in Brussels in January 2011, but was adapted to take into consideration the results of the training needs assessment (TNA) that the participants were asked to fill in online few weeks before the training.

The content was agreed upon by SDC, DeLoG and the consultants and was fitted into a three and a half day programme, reflecting the latest developments in the field of development effectiveness, decentralisation and local governance, and integrating insights from the training course held in Mozambique in April 2012 as well as a number of complementary case studies from various countries across the globe.

There are always some participants who are more interested in certain topics than others, but overall the participants seemed to be happy with the issues discussed during the course. Some participants suggested sequencing the topics differently, for example by discussing political economy analysis and decentralisation and local governance assessments on the same day.

More substantially, some indicated room for improvement when it comes to the participants' presentations themselves. It was indicated that there were too many of these, that some were lacking critical reflection and that it was not always clear how they contributed to the learning objectives of the specific session they were inserted in.

Conclusion: The current modules are still relevant and cover the main issues that development partners are concerned with. Contributions by participants should have a clear added value to the overall content of a session.

⁵ see Annex 6.2: Course Programme

3.2 Methodology

From the TNAs, it became clear that all participants - without exception - were looking for a highly interactive course, which would leave ample space for discussion amongst participants and exchange of experiences. To achieve such a high level of interaction, different methods were applied.

First of all, the facilitators' team tried to have the participants engage with as many other people in the group as possible. Throughout the course they sat in small groups of 6 people, which were reshuffled at the start of every day. This was appreciated by participants, as it facilitated networking and helped trigger a broader exchange of experiences and insights.

Other important elements that helped stimulating interaction were the ice-breaker exercise at the beginning of the course, the joint lunches, dinners and the social event. Not only did these provide participants with more time for networking, it also helped creating a good atmosphere in which people felt free to ask questions and share their thoughts.

Furthermore, a lot of time and effort was invested in finding participants who would be able to present a case from their experience. However, due to the holiday season reaching participants prior to the course appeared difficult and as a result, the trainers received many of the presentations only one or two days ahead of the course. The consequent lack of time to properly select and adapt participants' presentations resulted in an excess of and lengthy presentations, which brought about a high time pressure and led to too many frontal presentations, especially on the second day of the course. Studies show that after approximately 20 minutes of frontal presentations adults tend to lose their attention. Therefore it is highly important to alternate frontal presentations, with interactive training elements (such as small group discussions and exercises).

Finally, the wrap-ups by participants at the end of each day were generally perceived as valuable, although participants noted that these should not replace necessary wrap-ups by the trainers during the sessions, as well as at the end of each day.

Conclusion: the interactive methods used were all highly appreciated and participants generally indicated that they have had enough space for networking and learning from the experiences of others. However, at certain moments during the course, the balance between plenary presentations by trainers, presentations by participants and small group work was lost. Due to time pressure and the lack of time prior to the event to sufficiently backstop contributions from participants, there was a tendency to use plenary, frontal presentations, where participants valued the interactive elements the most.

3.3 Sessions and results

The following section provides a brief overview of the constituent elements of the course programme, including brief summaries of the discussions, and results of group work.

First Day

3.3.1 Introduction: Aid Effectiveness, Decentralisation and Local Governance

Brigit Hagmann, the Head of the SDC Western Balkan Division, in charge for DLG Policy, officially opened the training course, recalling some of the main reasons that brought everyone there and the importance of the role of the DeLoG network in the area of decentralisation and local governance. After this introductory note, participants were asked to introduce themselves to their colleagues and share their expectations on the course. During this ice breaker exercise participants indicated that their main motivations to join this course were the desire to acquire skills in the different core areas of the training, to share their knowledge and experience with other participants, and to strengthen their professional network.

A presentation by Jochen Mattern, the coordinator of the DeLoG Secretariat, outlined the mission and activities of the group, and commented on the recent international discussions in the field of aid effectiveness, focusing on the implications of the High Level Forum on Aid Effectiveness in Busan, where the crucial role of local governments in achieving the principles of ownership, participation and democratic accountability was acknowledged.

The presentation also pointed to the new set of global indicators to monitor the global partnership that were proposed during the Forum. Some of them have a special relevance for decentralisation and local governance (in particular, indicators 1, 7, 8 and 9). However, democratic ownership has not been included into the set of indicators given the difficulty to measure it.

3.3.2 Harmonisation and Alignment: Guiding Principles in Practice

This session started with a double presentation on harmonisation and alignment in the field of decentralisation and local governance in Mozambique. In this country, the DLG working group has three coordinators: one from the government, one from a donor agency and one being a representative of the civil society. The donor coordinator Francesca Bruschi and the government representative Candida Moiane of the group (who also participated in the Mozambique in-country seminar in April 2012) came to Switzerland to present their experience of harmonisation, as well as the challenges they have encountered in their work.

The discussion that followed raised some concerns on the use of country systems particularly in countries where the government does not take the lead in the reform processes. The participants also discussed the difficulties related to the implementation of SWAPs in different political systems (federal or decentralised). Moreover, it was pointed out that often the donors' push for immediate results does not follow the pace of country reforms. In fact, capacity building and the establishment of the appropriate legal framework and regulatory system require time. So do development outcomes, more generally. Participants insisted on the importance to note that decentralisation and local governance were long term processes that therefore needed a long term engagement.

3.3.3 An Open-System Approach to Decentralisation and Local Governance

The trainer's presentation showed the complexity of the decentralisation process with its three dimensions (political, administrative, fiscal) and gave participants an insight into a number of elements and actors that can influence these reform processes and might be influenced by these

processes in return. Some challenges encountered when implementing these complex reforms were also discussed.

3.3.4 Political Economy Analysis (PEA) and political decentralisation

After an introduction to the concepts of political decentralisation, domestic accountability and local governance, the participants were split into six groups and discussed the context of political decentralisation in their countries of engagement. In particular, participants were asked to think about 'what' had kick-started the decentralisation process in their country, whether political decentralisation had improved domestic accountability there (and if so, how?), and to provide one (or more) good or bad practices/examples of donor support for the strengthening of accountability relations. One or two country cases per group were then introduced to the plenary.

These included, among others, the cases of: Bosnia Herzegovina, where the international community in an attempt to dampen ethnic conflicts has created an artificial and complex administrative ("*fragmented rather than decentralised*") system; Ethiopia, where fiscal decentralisation is at a very advanced stage, but there is very limited political space; and Laos, a very centralized one-party Socialist system where decentralisation was recently pushed by the central government to gain people's support through more efficient service delivery.

The presentation on Political Economy Analysis that followed was seen as one of the most valuable sessions and was highly appreciated by the participants. It included a small group discussion in which the participants discussed the experiences of their organizations with political economy analysis, as well as how to deal with the sensitiveness of the results of this type of analysis when deciding whether to make them public (and to whom).

Second Day

3.3.5 Administrative Decentralisation

This session introduced the concepts of deconcentration and devolution, as well as the principles to assign functions. It proceeded with outlining the main coordination challenges (horizontal as well as vertical). This was followed by a presentation by one of the participants on SDC support to the Association of Kosovo Municipalities (AKM). This support -- based on tied budget support -- is given to partly fill in the gap in the collection of membership fees, and with the purpose to strengthen this body's capacity and local governance in general.

The trainer then introduced HR aspects linked to decentralisation and presented the challenge of having skilled human resources working for sub-national levels of government, particularly in the most remote and disadvantaged areas of developing countries. This was followed by a discussion in plenary on how different countries deal with these types of human resources challenges. Experiences from different countries were shared, such as: Kosovo, Tanzania, India, Peru, and Mozambique. Finally, a participant presented the GIZ Administrative reform programme in Pakistan, a comprehensive reform programme in a highly unstable context, which clearly showed the influence of the political situation on the progress of (administrative) decentralisation reforms and the linkages between administrative, fiscal and political decentralisation reforms. The session was found very interesting by the participants, as can be derived from the evaluations.

3.3.6 Fiscal Decentralisation

The presentation of this rather complex and technical topic was well received by the participants (see evaluation results). Discussion among participants focused on the difficulty to keep a balance between fiscal decentralisation, and the administrative and legal processes. Furthermore, the meddling of politics with fiscal decentralisation reforms, which in some cases has resulted in rendering reforms ineffective, was a key concern in the discussions between participants. There was a strong consensus that fiscal decentralisation has to be balanced by strong accountability systems. One participant mentioned the importance of public expenditure tracking system (PETS) to follow the fiscal transfers from central government down the line to the local level. Another participant highlighted the fact that fiscal decentralisation can only be effective if it is accompanied by budget reforms.

Subnational taxation was also discussed, particularly in the case of Mozambique, where this was pushed to overcome the very low level of intergovernmental transfers. A presentation by a participant introduced the LOGOS programme promoted by the Helvetas Swiss Intercooperation in Kosovo that aims at strengthening the capacities and potential of partner municipalities to increase their own source revenues.

The session ended with discussing various approaches of harmonisation and alignment in fiscal decentralisation. *Protection of Basic Services*, an example of an integrated fiscal decentralisation program in Ethiopia that is supported by a wide range of donors was described. One lesson learnt from this country-case is that capacity has to come along with financial support to make decentralisation effective. Also, in the Ethiopian case, it seems possible for fiscal decentralisation to work in a context where there is little or no political decentralisation: a good balance between administrative and fiscal decentralisation resulted in enhanced service delivery, even without a fully functioning democratic system in place.

3.3.7 Linkages between decentralisation & sector support

This session covered the whole afternoon given the importance of the topic. It started with an opening exercise aimed at getting a better idea of the participants' background and where their work fits along a continuum Decentralisation-Sector Support. It then revolved around the following inputs: an introductory presentation by the trainer on the linkages between sector approaches and decentralisation, and two case-studies by participants on Bosnia Herzegovina and Ukraine, aimed at illustrating examples of sector approaches with a decentralised component.

The cases raised questions on how to act when it is clear that the decentralised governments are less efficient than the central government in delivering services (as in the Bosnian case), and how to avoid that the systemic collapse of the political system has negative consequences on the capacity building of local governments (Ukrainian case). Also, it was pointed out that donor coordination in sectors seems more difficult when the central government does not take the lead in the harmonisation process.

These case-studies paved the way for a discussion in small groups that took place in the second part of the session. The participants were asked to discuss examples of national sector approaches reinforcing LGD policy, and of national LGD approaches reinforcing sector policy. In particular, they were asked to highlight how DP's support facilitated this mutual reinforcement and which Busan

principles were most likely to increase the impact of this donor support. A few of the cases discussed were then presented to the plenary.

At the end of Day 2, the participants were asked to proceed to a mid-term evaluation of the training course meant to re-assess their needs and the global satisfaction with the course. The results of this assessment are presented in Section 4.2.2 of this report and integrated in the analysis of the final evaluations which can be found in Annex 6.3.

Third Day

3.3.8 How to assess local governance and decentralisation

In the first part of this session, participants were guided through a few key questions to identify the appropriate governance assessment tools for local governance. An overview of the experiences of different donor agencies with assessment tools for local governance and decentralisation was given. In particular, the SDC experience was shared by two participants from this agency, SDC having recently developed a Toolkit and Guidelines for local governance assessments (LGAs) with the purpose to capitalise on experiences made in different SDC projects, and to give specific recommendations. Points that were highlighted during this part of the session included the importance of having clearly in mind what the purpose of the assessment process ultimately is, and of communicating this purpose to the partners in the field.

In the second part of the session, participants gained insights on how to act on the findings of a local governance assessment, and on experiences of joint (donor) LGAs. A participant then presented the tool used by KfW to track progress of decentralisation in developing countries that receive German financial assistance. Although it was depicted as being a very simple, even simplistic tool, the latter was judged useful by the practitioners that have worked with it, as it was developed to answer the necessity of having comparable data among different beneficiary countries of German aid, as well as to track progress within a country at different times. This tool has been compared with other tools used by the World Bank and the French cooperation, and it was also presented to several in-country donor working groups. The challenge to have different agencies working on a joint tool has been highlighted, as it proved to be difficult to build a common questionnaire that everybody could agree upon. The topics discussed during this session were of high interest to the participants (see evaluation scores).

3.3.9 Strategic support options

The presentation of the second session in the morning of Day 3 aimed at introducing the different elements that need to be taken into account when designing a support strategy, including the possible entry-points and the 'right' sequencing to follow. Different country typologies regarding the achieved level of decentralisation were also presented, as well as the importance of building a capacity development approach that accompanies the support measures. In the discussion that followed, the value of building demand-driven (as opposed to donor-led) capacity building strategies was highlighted. However, different actors have different views of what capacity building is. In any case, it is important to focus on the results that are to be achieved through the capacity development, and in this context the linkages with the capacity element of performance-based grants systems was mentioned by one participant. Discussions also touched upon the challenge of

starting a decentralisation support programme in a country where little (or nothing) has been initiated in this area by the government itself, or in situations of conflict or post-conflict.

The trainer for this session then took the floor to focus the discussion on the important role of donors as agents of change -- a presentation that served as an introduction to the afternoon session, during which the participants were split into three thematic groups aimed at working more in-depth on three different aspects of the implementation of decentralisation support strategies: service delivery, capacity development and financing modalities for local governments.

3.3.10 Designing and implementing harmonised and aligned support strategies

In each of the three groups mentioned above, an introductory presentation was made to set up the context and introduce the key concepts related to the theme of the group and one or two selected country-cases were also presented in order to concretely illustrate that theme. The three groups then had about an hour to engage in discussion. To guide the discussion, each group had to identify the challenges they have encountered in terms of harmonisation, alignment and ownership in the design and implementation of support strategies, and try to come up with possible solutions to overcome these challenges. The three groups worked in separate rooms until they gathered again to present the results of their work in the plenary. Table 1 below summarizes the key points that came out of each of the three breakout sessions.

Overall, the challenges identified proved to be quite similar among the different groups. In terms of harmonisation, the coordination among donors was described as being difficult given the differences in the way donor agencies work and their respective political motives. Different donors often believe in different types of approaches, as in the case of Palestine where some only engage in short-term humanitarian projects, whilst others try to have a longer-term (and perhaps more development-oriented) approach. Similarly, where some donors are willing to take risks, others are much more risk-averse.

Discussions also focused on common funds as a tool for harmonisation. Such funds are often complicated to design and implement. But, in sectors where there are no basket funds or other multi-donor programme-based approaches, it is even more challenging to have efficient coordination between donors and partner countries' governments; harmonisation can help improve the quality of policy dialogue. Demanding forms of coordination may however induce high transactions costs (eg. in service delivery as well as in the other areas), hence the need for cost-benefits analyses and/or in some cases the importance of considering other forms of coordination, such as harmonised technical assistance.

In terms of lessons learned, participants insisted on the fact that leadership at governmental level could be key to foster 'harmonisation'. Similarly, participants pointed out that enablers for joint programming could help. Besides, a strong point that was made during the discussion was the importance - when trying to 'coordinate' efforts - to work with what is already there, and base donor engagement on methodologies/tools/instruments that are already working, rather than trying to reinvent the wheel. Having a clear goal-orientation was also highlighted.

As for ownership, shifting from project- to programme-based approaches (like Belgium did in the case of Palestine) could in some instances help to increase the ownership of the reform processes in

decentralisation. Moreover, a point that came out clearly from the discussions was that whilst having a national decentralisation strategy and policy was important, it was not enough to guarantee government ownership and leadership. Other important points that were highlighted concerned the merits of “learning by doing” approaches, as well as the difficult trade-off between the need for donor visibility on the one hand, and the necessity for national/local ownership on the other hand. In terms of lessons learned, some donors highlighted the importance of not imposing too many complex requirements on governments as these could undermine incentives for ownership.

Regarding alignment, in many of the countries where the participants were working, it was noted that many recipient countries are often overloaded by donor projects and do not have time to focus on how to align (harmonisation and alignment are therefore two sides of the same coin). Moreover, in crisis situations, long-term planning may not necessarily be a priority of all donors.

Table 1: Overview of some of the main elements discussed during in groups on ‘designing and implementing aligned and harmonised support strategies’

		Challenges	Lessons
Harmonization	Decentralised Service Delivery	<ul style="list-style-type: none"> Combining Sector-wide approaches and support to decentralisation remains a challenge, and coordination in this context can be difficult Common funds are complicated to design and to implement. In some instances, support to local service delivery through common funds has not proven very effective Trade-off between the importance of having coordinated mechanisms and the transactions costs that coordination entails Positive trend: donors tend to consider more and more the local aspects of support in the framework of decentralized service delivery Partners sometimes lose sight of the differences between deconcentrated administrations and elected local governments, but overall good mix and good understanding of local administrations in relation to local governance. 	<ul style="list-style-type: none"> In sectors where there is no basket fund, it is challenging to have a dialogue with government counterparts As partners, we cannot always be at the same time experts in infrastructure and in Decentralisation: we need to be realistic In some cases, lighter forms of coordination and harmonization can be more effective. For instance, in Mozambique, after 2 years of negotiations on national plans, donors decided to go for harmonized TA PEFA methodology includes indicators on transparency, on budget; it could be a useful tool when designing support to decentralized service delivery: More investment and more transparency can bring higher level of harmonization
	Funding modalities	<ul style="list-style-type: none"> Harmonization requires willingness on the side of donor agencies and organisations There seems to be corporate culture differences in the field: whilst some seem more like-minded, there remains some critical differences in the way different donors work in practice 	<ul style="list-style-type: none"> If there is a donor who has time and is eager to take the lead to facilitate alignment/harmonization, agreements may be easier to strike. Focal points are critical in harmonization efforts.
	Capacity Development	<ul style="list-style-type: none"> Different donors may respond to different political drivers: donors would decide on political motives with which interlocutors to work. Harmonizing is difficult for that matter. Different donors come with different approaches. For instance, in Palestine, whilst some donors engage for the short term (to address the effect of specific crises); others try to have a longer term/more development oriented approach). In donor-darling countries, harmonization may be more time-consuming Some donors may be more risk-averse, than others: so how can you harmonize in this context? Some donors are under strong pressure to harmonize: but harmonization for the sake of harmonization is not necessarily fruitful and does not always serve the goal of poverty reduction In the case of Palestine: many donors were already engaged in the field. Belgium was eager to work on Capacity Development but found that harmonization was difficult because of different methodologies used, then they decided to work on the UNDP methodologies, instead of “reinventing the wheel”. 	<ul style="list-style-type: none"> Having enablers for joint programming helps Leadership at the governmental level could help Clear goal orientation is important
Alignment	Decentralised Service Delivery	<ul style="list-style-type: none"> Lack of understanding of the local context and political economy issues Concept of mutual accountability is not obvious: donors do not incur sanctions if they don't deliver, except for loose moral sanctions, which may not be enough in some circumstances. Challenges in the use of country systems 	<ul style="list-style-type: none"> The right based approach as interpreted at the international level can guarantee mutual accountability and can ensure that partner's commitment are guaranteed

	Funding modalities	<ul style="list-style-type: none"> In many of the countries discussed in this group, donors reported that there were no good institutions in place that could have taken on responsibility and report back to donors Many recipient countries (and donors) are too distracted by too many projects and thus do not have the time to focus on how to align Control mechanisms take time to be developed, but you need the system as a donor Some donors seem to be try to “align” for the sake of “alignment”, without a clear objective, and perception of why they are trying to do so, leading to some unwanted situations. 	<ul style="list-style-type: none"> Donors need to be clear about the objectives they are trying to achieve and decide on the best funding modality accordingly: aligning for the sake of aligning is not the best way forward. Need clear weighing of pros vs cons before deciding on which funding modality (performance based-grants or direct grants to LG) to adopt. Performance based grants are not necessarily implementable in all countries: need to take into consideration the country specificities and the maturity stage of the decentralisation process in this country
	Capacity Development	<ul style="list-style-type: none"> In crisis situation, LT planning can be difficult Project cycles: donors don't always harmonise, which in turn renders alignment more difficult Risk aversion by donors to use the systems in highly politicized circumstances: there is a time element there. 	<ul style="list-style-type: none"> You can use Capacity Development to improve Public Financial Management: to create the right set of incentives: In Ethiopia for instance, the use of national systems was condition upon certain criteria
Ownership	Decentralised Service Delivery	<ul style="list-style-type: none"> The government needs to have a decentralisation strategy, but at the same time, the existence of such policy strategy is not enough to guarantee government ownership There is difficult tradeoff between the need for donor to have visibility and national/local ownership 	<ul style="list-style-type: none"> Ownership can be inclusive: not just from a national point of view, but also from a local government point of view: donors need to pay more attention to <i>how</i> ownership can exist at different levels (in line with the Busan principle)
	Funding modalities	<ul style="list-style-type: none"> In some countries, it is even questionable whether the government wants to take ownership Donors strategy sometimes draft the DC strategy, which is not very conducive in terms of ownership Difficult to strike a balance and decide when donors need to take the leadership, and when they should let the government be in the driving seat. 	<ul style="list-style-type: none"> Ownership is a long-term process; donors need to be willing to engage therefore on a long-term basis.
	Capacity Development	<ul style="list-style-type: none"> Strategies for decentralisation are not always clear LG units often step in because of the weaknesses of the central government level in addressing the issues Beware of the risk of elite capture: ownership should be inclusive Risk aversion by governments does not help creating ownership Risk of brain escape when salaries differ: for instance, some donor agencies that employ local staff tend to offer better remunerations than governments; as a result some staff members previously working for the ministries preferred working for the donors 	<ul style="list-style-type: none"> It helps to use national systems for planning. In Laos, such systems were available and simple, so easily usable by donors It is important not to come with too many requirements: (eg: green accounting...); when concepts are too complex, it is not conducive to create ownership Belgium switched from a project to a programme approach in Palestine: it helped creating ownership “Learning by doing” approaches have their merits

Fourth Day

3.3.11 Monitoring and evaluation of support to local governance and decentralisation

The presentation for this session introduced some key concepts and highlighted certain challenges of M&E of support to local governance and decentralisation. It also referred to participatory approaches and the rather scarce experience with harmonised efforts to build up nation-wide monitoring and evaluation systems.

The presentation stimulated several discussions among the participants, during which they highlighted the challenges related to decentralise statistical systems and capacity building at the level of de-concentrated and decentralised entities of government to ensure the production and updating of disaggregated data in context where lack of capacity is prominent. The difficulty to build participatory tools that help obtaining reliable data was also mentioned.

3.3.12 Panel discussion

In the last session of the course, conceived as a final “wrap-up”, three participants (selected based on their extensive field experience) were asked to join a high-level discussion that focused around three ‘provocative’ questions regarding ownership, policy dialogue and harmonisation. During the discussion, the panellists highlighted how the reality at the local level can differ from the one at the central level (“*national minorities can become majorities at the local level*”). They often referred to the importance of understanding the political economy (at central as well as local levels) and taking into account the power and various interests of stakeholders and groups in the political arena. Furthermore, the value of rights-based approaches for working on the local level was stressed.

A sustained policy dialogue was seen as a very important element of successful support to decentralisation and local governance. It was emphasized that this needs to be combined with appropriate actions, otherwise donors and governments risk ‘*too much talk, without tangible results*’. The appropriate levels of dialogue (formal vs. informal, technical vs. political) should depend on the context and the issues at stake.

Harmonisation and donor coordination have an important role in establishing an appropriate division of labour. It seems that donors that have big capacity in financial terms, but are small in staff, are often more enthusiastic about coordination than other donors with larger staff in the field. This final event of the training was very much appreciated by the participants. It was followed by a closing ceremony with final speeches, after which the participants received their certificates and filled in the evaluation questionnaires. After lunch, the participants left the venue and started their journeys back home.

4 Outcomes

4.1 Material outputs.

The materials that have been developed and distributed as part of this assignment include:

- a) a comprehensive kit for the participants, containing the DeLoG background material, narrative summaries for each session, relevant literature and other useful didactical material;

- b) a concise trainers kit, containing session outlines and examples of different interactive training methods that can be applied;
- c) Power point presentations for all sessions.

The participants received the draft version of the Participants kit, PowerPoint presentations and all relevant literature on a flash drive at the end of the course. The updated version of the participants' kit, taking into account some of the discussions that took place during the Thun and Mozambique seminars, as well as the guidelines for trainers, will be published on the DeLoG website (www.delog.org).

4.2 Impact on participants' learning and knowledge

To get a sense of the impact of the course, three methods were applied, notably a) wrap ups by individual participants on day 1 and 2; b) an interim assessment by all participants on the second day, c) a final evaluation at the end of the course.

4.2.1 Results: wrap ups

The wrap up on the **first day**, performed by various participants, highlighted the insight that decentralisation is a complex process and that implementing programmes within equally complex country realities is a real challenge and needs time. The participants mentioned that they valued the mix of theoretical inputs and practical examples, in particular the perspectives and experiences by the colleagues and the country examples.

The wrap up on the **second day**, also done by various participants, stressed the importance of giving attention to coordination, efficiency and economies of scale while supporting administrative decentralisation. The theory of complexity, highlighted on the 1st day, and the open-system approach were also reminded, in the search for an efficient balance between the various components of decentralisation. The course discussions had strengthened the notion that donor harmonisation and coordination are valuable and must be actively pursued. On the other hand, they mentioned that they risk undermining ownership, which is something that needs to be kept in mind when supporting the leadership of a country.

During the wrap up on the **third day**, it was concluded that most of the challenges encountered in terms of harmonisation, alignment and ownership were not specifically related to finance, service delivery, or capacity development only. Many of the dilemmas are common to all practitioners that have to implement projects/programmes/strategies in the field. In particular, participants recognized political economy factors within their own organizations that can sometimes stand in the way of aid effectiveness (e.g. a pressure for donors to have visibility in the field, which can be difficult sometimes to reconcile with the need for ownership). Also, the personalities that are present in a certain country at a given time, both on the donor and the government side, can make quite a big difference in the process of implementation of a decentralisation support programme.

Finally, as mentioned above, the panel discussion on the **fourth day** of the course was conceived as the final wrap-up. The questions were based on suggestion by the participants and aimed at providing some answers to the main cross-cutting questions that came out during the course. This session, revealed three important messages:

- (1) Political economy analyses and local governance assessments are a *prerequisite* to engage in the field effectively; these steps are critical and donors need to be prepared to invest in diagnostics and to experiment (and learn);
- (2) Autonomy of local governments is key to successful decentralisation. So is capacity building (result-oriented capacity building);
- (3) When trying to “harmonise, align and reinforce ownership”, it is important to be clear about the objectives you are trying to achieve. Goal orientation (be it poverty reduction, or any other goal) is key to design and implement suitable support strategies in specific country settings.

4.2.2 Interim assessment

The interim assessment by all participants at the end of the second day was done in a simple way, using symbols (smileys) which show disappointment, indifference and satisfaction. A number of disappointed, neutral and a larger number of satisfied faces were registered, which led to the conclusion that participants were rather enthusiastic at that stage of the event. Although some of the comments were contradictory (some participants wanted more theory, others more discussion; some wanted more case examples, others less, etc.), the trainers tried to use all comments to review the programme for Day 3 and 4. Particularly the comments on the excessive length and amount of presentations (mainly concerning day 2) were noted and the programme for Day 3 was consequently reviewed and the frontal presentations were shortened/reduced. This proved particularly helpful in order to re-balance the training event and to meet the participants’ needs.

4.2.3 Final Evaluation

For the final evaluation of the training course, a comprehensive questionnaire was used, including a section on logistics, one on the overall programme and an assessment per sessions. As mentioned above, the participants were asked to fill in the evaluation questionnaire at the end of the event just before the final lunch on Day 4.

An extensive report of the evaluation is attached in Annex. 6.4. Among the general messages that can be drawn from them, one can note a general satisfaction of the participants with the overall course organisation. In particular, they appreciated the location, the venue and the excellent logistics, as well as the overall course programme.

Participants recognised that the course was designed for a challenging mix of “new” practitioners and practitioners with advanced knowledge on both decentralisation and local governance topics and issues related to aid effectiveness principles. However, the exchange of experiences among participants during the several discussions and the final panel were acknowledged as very useful parts of the course where ‘participants could learn from each other’. In this sense, the diversity in knowledge among the participants was stimulating and an added-value for some participants.

The participants found that the facilitation overall guidance of the group learning process were clear, although they would have liked the facilitators to more consistently draw conclusions at the end of participants presentations and group discussions. Some participants mentioned that they enjoyed the more provocative approaches and suggested that for a future similar course the learning methods could be diversified. The sessions that were considered most and least relevant by the

participants were about the same, showing a variety of views that relates more to personal interests rather than to the course delivery. Finally, the participants praised the course as a very important networking opportunity with its numerous social events and opportunities for joint gatherings.

5 Recommendations

Although the course was generally considered successful, a few **recommendations** for improvements can be made for future training events for development partners on *Harmonisation, Decentralisation and Local Governance*.

First of all, we would recommend aiming at a smaller **group size** of a maximum of 24 participants. The participants could then be seated in 4 groups of 6, which can again be reshuffled daily. This would leave more space for interaction between the trainers and the participants and hence would make it easier to set the right pace and address their different learning needs. Alternatively, it would be possible to work with a group of 40-48 participants, but in that case two moderators would be needed, and most of the work should take place in two separate groups of 20-24.

Secondly, the course needs to have a better balance between and greater diversity of **training methods**. The use of exercises and small group discussions helps participants to digest the theories and relate it to their own country contexts. In this regard stricter **time-management** is needed, for the reason that trainers tend to skip the interactive parts of their session when there is a lack of time. It should be noted that **plenary presentations by participants** of their own projects or programme experiences are certainly a good way to balance theories with concrete examples, but **do not count as really interactive training methods**.

Also regarding **presentations by participants**, the trainers should build in sufficient time to adequately prepare these inputs with them. Participants should be requested to send the trainers their PowerPoint presentations and other supporting material at least two weeks ahead of the course and trainers should be strict in applying this deadline. This allows them enough time to give the participants proper guidance, hence making it possible to better embed these presentations into the different sessions.

In order to make sure that the **main conclusions of the day** are recorded in the participants' minds, it is recommendable that the facilitators take the lead in the wrap-up sessions at the end of the day using visual aids (such as pinboards), whilst asking one or more participants to share their reflections as well.

The course currently covers most of the main concepts of decentralisation and we would recommend retaining the topics of the different modules of the **course programme**. However, participants have indicated in their evaluation of the course (see Annex 6.4) that **political economy analysis**, as well as **assessments of local governance and decentralisation** were critical aspects to take into account in their work; more practical examples in this regard could be foreseen for future courses, for instance in the form of a specific exercise on which participants could work on in groups. Similarly, future courses could discuss more in depth specific examples of **good practices of harmonisation and alignment**, beyond mere problem identification.

6 Annexes

6.1 List of Participants

Organisation	Name	First Name	Position	Department & country	Email addresses
BTC/ CTB	Foote	Robert	Governance Advisor	Local Government Reform Program (LGRP II) Tanzania	robert.foote@btctb.org
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DEZA/SDC	Vongphanakhone	Nithsa (Nina)	National Programme Officer	Swiss Cooperation Office for the Mekong Region - Laos	nithsa.vongphanakhone@sdcd.net
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DEZA/SDC	Bajic	Srecko	National Program Officers	Swiss Cooperation Office in Sarajevo, Bosnia and Herzegovina	srecko.bajic@sdcd.net
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GIZ	Grunauer	Alexander	Team Leader	Europe, Caucasus, Central Asia. Serbia	alexander.grunauer@giz.de
GIZ	Mattern	Jochen	Coordinator	DeLoG. Germany	jochen.mattern@giz.de
Government of Mozambique	Moiane	Candida	Director Planning and Institutional Development	Ministry of State Administration Mozambique	Candida.Moiane@gmail.com
HELVETAS	Arnold	Pascal	Senior Governance Advisor	Eastern Europe Unit (Co-Head). Switzerland	Pascal.Arnold@helvetas.org
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6.2 Course Programme

	DAY 1 Introduction to harmonisation, decentralisation and local governance	DAY 2 Decentralisation, local governance and sector support	DAY 3 Designing and implementing coherent support strategies	DAY 4 Monitoring change
Morning 1	Session 1.1 Aid effectiveness, decentralisation, local governance and the role of DeLoG	Session 2.1 Administrative decentralisation	Session 3.1 How to assess local governance and decentralisation	Session 4.1 Monitoring and evaluating support
Break				
Morning 2	Session 1.2 Harmonisation and alignment: Guiding principles in practice Session 1.3 An open systems approach	Session 2.2 Fiscal decentralisation	Session 3.2 Strategic support options	Session 4.2. Course wrap up: Panel discussion on key challenges Course evaluation & closing
Lunch				
After-noon 1	Session 1.4 Political decentralisation and political economy analysis	Session 2.3 Linkages between decentralisation and sector support	Session 3.3 Designing and implementing harmonised and aligned support strategies	
Break				
After-noon 2	Session 1.4 Political decentralisation and political economy analysis (continued)	Session 2.3 Linkages between decentralisation and sector support (continued)	Session 3.3 Designing and implementing harmonised and aligned support strategies (continued)	
After-noon 3	Wrap up Day 1	Wrap up Day 2 & Interim evaluation Social event	Wrap up Day 3	

6.3 Final Evaluation

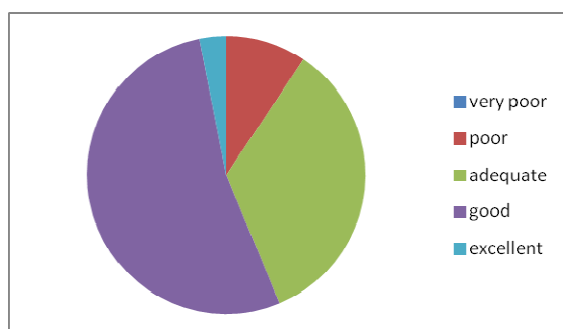
Introduction

On the last day of the course, the participants were asked to fill in a comprehensive questionnaire to evaluate different aspects of the training. It included a section on logistics and course organisation, one on the overall training programme, as well as a detailed assessment of the course, session by session. Participants were also asked to write any additional comments that were not covered by the sections mentioned above. This annex presents the results of those evaluations, including some useful comments received by the participants on how to improve future training events.

Course organisation

In general, participants were very satisfied with the overall course organisation. They particularly appreciated the location, the venue, the course facilities, and the excellent logistics. Only factors falling outside the responsibility of the organisers were mentioned on the downside, *i.e* the internet facilities were deemed to be not satisfactory by a few participants that were not staying in the hotel that was the venue of the training, due to expensive applicable charges.

Overall quality of course



The overall quality of the course was considered good. The course objectives were achieved for most of the participants. According to the evaluation results, the logical flow of the course programme was good, and the programme was flexible enough to meet the participants' specific needs and expectations. Nevertheless, some participants' felt the balance between theory and case studies could have been better (*'too many presentations in a too short time'*), particularly on Day 2.

Participants recognised that the course was designed for a challenging mix of 'new' practitioners, and participants with advanced knowledge on decentralisation and aid effectiveness related issues. Some comments were on the line of *'It was hard to balance all needs with such a diverse audience'*. They reflected some participants' feeling that either *'it was nothing new'* (for experts), or the content of the course was *'too fast for a real understanding'* (for new-comers), as summarised by one participant: *'Very different backgrounds of participants sometimes caused frustration'*. However, the exchange of experiences among participants during the discussions and the final panel were acknowledged as very useful parts of the course. In this sense, the diversity in knowledge among the participants was stimulating and an added-value according to the participants themselves.

Some of the input presentations given by the facilitators were found too abstract and theoretical, and sometimes too long. For a few participants, the time to discuss experiences from the field was too short: *'Topics were many, and time too short, for going deeper into the case studies and to exchange experiences'*.

The balance between the number of topics and time was rated as good (12), adequate (8) and poor (6 participants), showing a variety of opinions (and possibly expectations) in this respect.

As for the size of the groups for the group work, this was considered to be just right for 26 of the respondents, while for 6 participants, the groups were too big. The group size for the plenary sessions was considered just right by 21 participants and too big by 10.

The active engagement of participants in course and group work was rated as good (16) and excellent (7 participants). In this respect however, it has been recommended to ensure that the presentations by participants are succinct, straight to the point and most of all that they reinforce or illustrate the main message of the overall module or session in which they are being presented.

The course methods and resources were mostly rated as adequate (12 participants) or good (12 participants), and the balance between lectures and interactive (group) work was adequate.

Facilitation

The clarity of presentations and directions and the overall guidance of the group learning process by the team of facilitators were considered adequate to good in the final evaluation, whereas the interaction of facilitators and participants and the facilitators' ability to balance group needs and specific individual needs were in the majority of cases rated as good. In their comments on facilitation, some participants highlighted that they would have liked the facilitators to more systematically summarize the findings of the different group discussions and participants' presentations. In their final evaluation some participants also asked for more diverse and provocative approaches to facilitation, such as role plays, debates or controversial propositions that could challenge their own experiences.

Topics that needed more attention or were missing in the course

Participants cited 'Assessment of local governance and decentralisation' and 'Political economy analysis' (PEA) as those topics that needed more attention in the course. In particular, participants would have liked to discuss a few indicators, as well as practical experiences of local governance and decentralisation assessments and PEA in detail. Fiscal decentralisation and more specific topics such as performance-based grants and budget support also needed more attention according to some participants. Finally, some participants would have liked to discuss more practical problems that are faced in the implementation phase, as well as have more examples of good practices of harmonisation and alignment. A comprehensive overview of the topics that were cited by respondents as potentially deserving more attention is highlighted in Table 1.

Table 1: Topics that need more attention in future training events

<ul style="list-style-type: none">• Capacity development• Participatory mechanisms at local/regional level (strategic planning/ participatory budgeting/ transposition mechanisms, etc.)• Linkage between political economy analysis and DeLoG• How to bring closer or harmonize top-down decentralisation and bottom-up decentralisation reform processes• Linkages between decentralisation and sector support• Role of civil society and citizens• More of the political economy + fiscal decentralisation as these are key to central/local government interaction• More examples (good/bad) from practice, preferably from the past to avoid programme promotion• Theory is very complex, it differs a lot from reality• The overarching goal of poverty reduction, the need to fight corruption and the link to democratic governance issues like the rule of law and access to justice• Assessment of local governance and decentralisation• Discussion of more practical problems in implementation• A general summary of the different steps for decentralisation• Examples of good practices of harmonisation and alignment• Discussions on effective harmonisation and alignment (mostly, discussions stopped at problem identification)• Political dimensions of all these exercises could have been explored more deeply• Ownership could have been looked at more critically (what to do, when there is very little or no ownership in a country? Stop operations?)• None• Assessment of local governance reforms and decentralisation, indicators used or acknowledged globally• Basic definitions right at the beginning• Practical solutions found in different countries to harmonize and strategies for alignment• Fiscal decentralisation• Performance-based granting and earmarked and non-earmarked budget support
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Main lessons from the course

Many of the main take-away points of this course were related to context analysis, for example, participants mentioned the understanding of the importance of conducting political economy analyses and sound assessments before starting a new programme. Two participants mentioned monitoring & evaluation and the importance of participatory approaches as some of the key concepts/topics they will remember from the course. Another important topic to which many main lessons from this course related is Harmonisation and Alignment. The Paris, Accra and the Busan principles, as well as the experiences of harmonisation and alignment presented, were mentioned by multiple participants as points that stood out for them. Table 2 gives a comprehensive overview of all the key take-away point of the course as indicated by the participants.

Table 2: Overview of the key take-away points

- Complexity of institutional, administrative, fiscal and (formal and informal) accountability arrangements
- Each context has its specificities therefore there are no recipes for problem solving
- Decentralisation is a long-term process that should be governed by informed and responsible country governments
- Decentralisation concept is good however its success depends very much on the context of each country, there is no blue print
- The issues are complex but context specific solutions can be found with the right incentives
- There is no 'golden rule', just try and error and joint learning
- Incremental approaches
- The need of coordination, the importance to listen, relevance of dialogue
- Political economy including the donor community as essential for understanding possible 'theories of change', role as agent of change, etc.
- Alignment/Harmonisation needed at all levels: country, donor, among different organizations
- Paris/Accra/Busan sets a frame for more harmonisation and alignment, which my government has to be committed to
- There are few (or no) examples of effective donor harmonisation and alignment
- The wide spectrum of donor initiatives: interventions and the considerable harmonisation needed
- A lot of experiences on harmonisation and alignment
- Donors should align in these processes, promoting ownership at the right level and with the right stakeholders
- Be real or realistic, invest more in bringing the donors to harmonize more as well as ensure that more stakeholders are involved
- To take distance from the concepts/principles: back to reality, what does that mean
- Theory remains still very far from the reality. Cases vary greatly from country to country so that it is difficult to replicate them, but comparison is still a fruitful exercise
- The most important insights came from comments other participants made and informal discussions. It is good to know that we are struggling with similar problems and to hear some new ideas of how to solve them.
- Additional knowledge on the donor programme approaches to support DLG
- Improved network, sense of better understanding of Paris, beyond more need for further adjustment of aid
- There are lot of challenges, but try to find solutions, balances
- Assessment is a priority before to start discussing a new programme
- The importance of political economy analysis and of undertaking assessments and M&E
- Necessity of sound PEA and governance assessments
- Give more attention to political economy and making M&E more participatory

Evaluation session by session

In this section of the questionnaire, the participants were asked to indicate the usefulness of all the sessions of the course, as well as indicate what their main lessons learnt were, what subjects had not been adequately addressed during the session, and to add any other comments. The sessions that got the best rating were 'Political economy analysis, 'Administrative decentralisation', 'Fiscal decentralisation' and 'Assessment of local governance and decentralisation' as well as the final panel discussion.

Other aspects to share

The participants praised the course as a very important networking opportunity. In particular, they enjoyed the joint dinners and social event, as well as the long coffee and lunch breaks where they

had enough time to exchange their experiences with the other participants. The proposal by the facilitators to sit at a new table every day was also appreciated as they could exchange and work together with as many new people as possible.

Some participants mentioned again that they found the diversity in knowledge among the participants stimulating and an added-value. However, others suggested dividing the training into two different trainings in the future, one for beginners and one for 'decentralisation experts', in order to have more homogeneous groups and avoid frustrations. One participant suggested to shorten the final evaluation form.

Terms of Reference for the implementation and actualisation of the DeLoG training on Harmonisation, Decentralisation and Local Governance

I) Context

1. DeLoG / train4dev Joint Learning Programme

Since its creation in 2006 the Development Partners Working Group on Decentralisation & Local Governance (DeLoG), an informal network of 27 bi- and multilateral development partners (DPs), has accumulated notable knowledge and experience in the field of local governance and decentralisation. In order to contribute to the implementation of the Paris–Accra- Busan agenda on Aid Effectiveness, in 2008 DeLoG published “Guidelines for Alignment and Harmonisation to enhance Aid Effectiveness” and launched a publication at HLF-4 “Busan and Beyond: Localising Paris Principles for More Effective support to Decentralisation and Local Governance.”

In 2008 the working group decided to develop jointly a training course that deals with aid effectiveness, harmonisation and decentralisation and local governance. A subgroup was created and registered as well under the train4dev joint donors learning competency network in 2009 including the Royal Danish Ministry of Foreign Affairs Denmark (DANIDA), Swiss Agency for Development and Cooperation (DEZA/SDC), EuropeAid, Dutch Ministry of Foreign Affairs, and GIZ. The Belgian Technical Cooperation (BTC) has joined the subgroup in 2011. France has signalled in 2012 interest to become part of the initiative. So this consultancy constitutes the continuation of the process that was initiated under the consultancy: “development of a train4dev module on decentralisation and local governance” (see ToRs annex 1)

DeLoG has produced and tested their training materials on Aid Effectiveness, Harmonisation and Decentralisation and Local Governance in a joint effort of 5 Development Partners in a pilot course in Brussels in January 2011. The generic modules represent according to DeLoG “the first building block of a demand driven modular training under the Train4Dev umbrella”⁶. In order to make the course accessible to the widest audience possible, a Joint Learning Programme (JLP) has been developed by DeLoG, which will be implemented according to each specific necessity through three implementation modalities:

- In-country/regional joint learning event
- E-learning (blended course)

⁶ www.train4dev.net (short description needs to be introduced)

- Open courses for DP staff

The present consultancy is meant to support the implementation of the JLP in support the realisation of an in - country joint learning event in Mozambique (end of April) and an open course for DP staff in Bern (end of August)

2. Joint learning event in Mozambique

Several development partners are providing support to Decentralisation and Local Governance in Mozambique, through a variety of aid modalities and activities implemented at various territorial levels.

Over the last fifteen years, Mozambique has pursued a decentralisation model which combines the deconcentration of public services at provincial and district level (Desconcentração), with the simultaneous devolution of certain responsibilities to urban local governments (Municipalização). Local Administration (Provinces and Districts) have executed increasing proportions of the general and sector budgets, while local Governments (Municipalities) have lately received extended competence for service delivery in sectors like health, education and transport.

In order to facilitate information sharing and coordination of various stakeholders, a Working Group on Decentralisation was created in Mozambique in 2001, composed by Government representatives (among others: Ministry of State Administration, Planning and Development, Finance, Environment) and partners involved in the area of Decentralisation, deconcentration and municipal development (including representatives of bilateral and multilateral agencies, NGOs and CSOs).

After the approval of the Paris Declaration, notwithstanding the efforts towards improving Aid Effectiveness, GoM and partners have only partially succeeded in enhancing harmonisation in support to Decentralisation and Local Governance, and alignment to Government's plans and programmes in Mozambique. The 4th High Level Forum on Aid Effectiveness in Busan (HLF-4) in November 2011 has reaffirmed the importance of local governments in ensuring democratic ownership and accountability for effective development cooperation. On one hand, the creation of an open and inclusive forum on Decentralisation in Mozambique (the Decentralisation Working Group - DWG) has allowed exchange of ideas and the development of technical contributions to policy dialogue. In the framework of Programmatic Aid, the DWG has played an important role in jointly monitoring progress in Decentralisation ⁷ and in promoting forms of coordinated support aimed at reducing the administrative burden on GoM's counterparts.⁸ On the other hand, the

⁷ Through, for instance, participation to the PAF process, joint reviews and evaluations, etc..

⁸ Partners' Harmonisation in support to the National Programme on Decentralised Planning and Finance led to the creation of a basket fund. At the same time, the administrative burdens imposed on partners by the formal requirements leading to the signature of the MoU were considered too heavy by partners.

politically sensitive nature of many of the topics relating to Decentralisation and Local Governance has not always allowed information sharing, neither a continuous, open and frank policy dialogue. The inclusive growth model postulated by the PARP (2011-2014) have important implications on the process of Decentralisation in Mozambique, as much as on the design of next round of Decentralisation and Local Governance reforms. Partners and Government officials feel the need to jointly strengthen their technical knowledge and understanding of the outcomes of Decentralisation reforms so far, and to share views about the challenge ahead. A training course on Harmonisation, Decentralisation and Local Governance could serve this purpose, allowing a common understanding of concepts, tools and methodologies used at national as well as regional, continental and global level.

To increase their capacity in planning, implementation, monitoring and evaluation, the DWG, in coordination with DeLoG, will organize a three days in country training seminar in Mozambique, scheduled for April 2012.

As the Government of Mozambique (GoM) is committed to the implementation of the aid effectiveness principles as well as to the ongoing deconcentration and decentralisation process they have with the DWG jointly requested DeLoG through its secretariat to make the course contents accessible to Development partners, Government and CSOs working in support to Decentralisation and Local Governance in Mozambique. DeLoG with funding from SDC will support, an in-country joint learning event that will reflect on the reality, context, and challenge of the decentralisation process in Mozambique and on how to make development cooperation in DLG more effective. The seminar will be based on in depth analysis of local case studies, programmes, policies and strategies.

The Philosophy of the seminar is based on the principle of adaptation to local reality: among the contents provided in the different modules (www.delog.org) the development partners and, on behalf of the Government of Mozambique, the Ministry of State Administration have jointly identified the most relevant topics to enhance their understanding and develop their capacities to monitor decentralisation and local governance reforms in Mozambique (see Annex 1).

Objectives of the training seminar

1. Promoting closer interaction among all interested stakeholders;
2. Fostering a common understanding of concepts as harmonisation, alignment, decentralisation and Local Governance, among representatives of the GoM, development partners and CSOs;
3. Improving the understanding on how the aid effectiveness principles relate to decentralisation and local governance in Mozambique and how they can be put into practice;
4. Increasing the knowledge of the basic concepts of administrative decentralisation across and within sectors, with such concepts as deconcentration, delegation, devolvement and divestment; the subsidiarity principle and multi-level governance, as much as the

- understanding of fiscal decentralisation and own revenues as a way to strengthen accountability, and of the relationship of decentralisation with sector-support programmes;
5. Deepening the knowledge of Decentralisation policies and monitoring frameworks in Mozambique;
 6. Identify possible forms of harmonised support to strategies and programmes for decentralisation and local governance.

Target group

The event is designed for a number of maximum 40 participants in order to maintain the quality of learning and conditions for discussion. Development partners, central and local Government officials (technical and high-level) and civil society organisations from national and sub-national levels are considered within the target group.

Among GoM's representatives, besides Ministry of State Administration, Planning and Development, Finance, Environment relevant institutions participation from sub-national Governments and from the main social sectors (Education, Health and Water) should be assured. Moreover, relevant resource-persons at the Ministry of Finance, Civil Service and Planning should be involved in the initiative. The participation of representatives of local Governments, for instance mayors, is strongly encouraged.

In relation to partners, besides members of the D WG, the participation of representatives of the main social sectors is envisaged. Representatives of CSOs active in support to Decentralisation and Local Governance will also be invited. However, the DWG (MAE and partners) will have the final decision regarding who participates in the course.

3. Open course for DP staff in Bern

This course will constitute the first open course for DPs after the pilot course in January 2011 in Brussels. The course will be implemented according to the modules developed and approved in 2011, but will be enriched through the experience and outcomes of the joint training in Mozambique. Further the modules will be revised and updated to ensure that the course contain all relevant recent developments in the field of aid effectiveness and decentralisation and local governance.

Objectives of the Training seminar

To enhance the capacity of DP staff in the implementation of harmonised and aligned support to decentralisation and local governance.

- Increased understanding about the content and challenges of the Paris Declaration, Accra Agenda for Action and Busan Partnership.

- Better understanding on how these aid effectiveness principles relate to decentralisation and local governance and how they can be put into practice.
- Common understanding of concepts of decentralisation, its history and rationale, and the coherence and complementarities between its different elements of fiscal, administrative and political decentralisation.
- Recognising of key features of political economy analysis and learning on how political economy diagnostics can be useful to understand decentralisation and local governance processes.
- Theoretical basis to understand the concepts of political decentralisation, local governance and domestic accountability.
- Increased knowledge of the basic concepts of administrative decentralisation across and within sectors, with such concepts as deconcentration, delegation, devolvement and divestment; the subsidiarity principle and multi-level governance.
- Understanding of fiscal decentralisation and own revenues as a way to strengthen accountability.
- Understanding of the relationship of decentralisation with sector-support programmes.
- Insight into the analysis and design of harmonised support strategies for decentralisation and local governance.
- Design of joint support strategies for decentralisation and its challenges, including issues such as sequencing, entry points and capacity building.
- Monitoring and evaluation (M&E) of support to decentralisation.

Target Group

The course aims at developing the capacities of staff from DP agencies at HQ or at country offices that are working in decentralisation and local governance to improve donor harmonisation and the implementation of joint support strategies. Regarding the number of participants, as any face-to-face course, it should not exceed 40 people. The geographical focus here is to have participants coming from headquarters and different regions in order to enrich the exchange of experiences.

II) Objective of the consultancy

Support to implement the in country joint learning seminar in Mozambique and the open course for DP staff in Bern.

1. Support to the involved partners in designing, conducting, evaluating and documenting the training seminar in Mozambique according to the agreed provisions between the organising parties.
2. Actualisation including the Mozambique experience of the existing training modules.
3. Designing, conducting, evaluating and documenting of the open course in Bern.

III) Expected results

1. Joint in country seminar in Mozambique successfully implemented and documented.
2. DeLoG train/4dev course improved and materials updated.
3. Open course for DP staff successfully implemented and documented.

IV) Methodology and working arrangements

1. In agreement with the other implementing partners in Mozambique to support
 - the design (including methodological and didactical aspects, needs assessment evaluation form),
 - conduction (facilitation, selected expert inputs to specific subjects and international experiences, e.g. financing of decentralised local public services)
 - documentation of the course. Takes the responsibility of ensuring that the outcomes of the course are properly documented and can be used to enrich the generic modules.
2. Revise and update the contents and materials of the existing module, including of relevant new materials sources and documents.
3. Implementation of the open course in Bern including design, conduction and evaluation.
4. Final revision and updating of the generic modules, identification of possible new thematic modules to improve the course.

V) Duration of the Consultancy

The consultancy should be carried out between 15 March and 15 September 2012 and should not exceed 40 expert days. The proposed division of days is:

12 days to support implementation of in country training

8 days to update generic modules

15 days to implement open course

5 days for final update of generic modules

VI) Expert Profile

The offer must comprise the expert's CV. The fulfilment of the assignment will require the following capacities:

- Excellent knowledge of decentralisation and local governance processes, policies and programmes of different donors;

- Capacity and experience to link conceptual and operational aspects;
- Experience in the elaboration of guidance and methodological material in the field of decentralisation and local governance;
- Good experience in capacity development, trainings facilitation and animation;
- Excellent experience in capacity development, trainings facilitation and animation;
- Excellent written and oral English communication skills as well as skills in team facilitation and coordination; for the in country training in Mozambique knowledge of Portuguese is necessary as relevant background material will be provided in Portuguese.
- Excellent analysis, synthesis and consolidation capacity.