



BUILDING PARTNERSHIPS BETWEEN LOCAL AUTHORITIES AND CITIZENS

A Training Module to Mobilize and Empower Citizen Groups



MINISTRY OF LOCAL GOVERNMENT AND
PROVINCIAL COUNCILS



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2008



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AND PROVINCIAL COUNCILS**



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PREFACE

The Asia Foundation (TAF) implemented the Transparent Accountable Local Governance (TALG) Program with financial support from the United States Agency for International Development (USAID) from January 2005 - September 2007. The Foundation's main counterparts were the Ministry of Local Government and Provincial Councils and the Sri Lanka Institute of Local Governance. The International City/County Management Association (ICMA) and Environmental Management Lanka (EML) provided additional technical assistance and support.

The TALG Program developed a number of training modules and publications as part of its institutional strengthening programme for Local Authorities (LAs) in Sri Lanka. Each of the TALG training modules was used to train officials in thirty-five Local Authorities in Southern, Eastern, Central, North Western, North Central and Uva provinces. These were very successful in promoting effective, transparent and accountable local governance. Preparing the training modules was a painstaking process and support from the Australian Agency for International Development (AusAID) enabled The Asia Foundation to complete and publish this and the other publications in the series.

ACKNOWLEDGEMENTS

The Foundation entered into partnership agreements with nine Non-Governmental Organizations (NGOs) for Local Authority/Citizen linkage and partnership development. They included National Forum for People's Organizations, Viluthu Centre for Human Resource Development, Wayamba Farmer Development Foundation, Sathmaga Development Forum, Power Foundation, Ritigala Community Based Development and Environmental Management Foundation, Vehilihini Development Centre, Sangrama Centre for Rural Development and Centre for Policy Alternatives. This training module was prepared with the input of the above NGOs and was based on their own training programmes and modules. The Foundation therefore wishes to acknowledge with gratitude the valuable contributions made by them in developing this training module. The Foundation also extends its sincere appreciation to the relevant LAs, the trainers of NGOs and the TAF resource persons who contributed to this programme with their invaluable input and experience.

INTRODUCTION

The Foundation supported selected LAs to improve their capacity in local planning, financial management, service delivery and citizen participation. The Foundation also collaborated with a wide variety of stakeholders at local, provincial and national level to build political will and support proactive policy changes in the promotion of democratic local governance.

Focus of Interventions

TAF's interventions supported partnerships between LAs and citizens to promote more effective participatory planning at LA level, to ensure inclusive implementation of plans and projects with related stakeholders and to improve delivery of basic services in partnership with citizens.

Partnership with Civil Society Organizations

One of the commonly acknowledged shortcomings in the Sri Lankan local government sector is the gap between LAs and citizen groups. Elected representatives of LAs tend to be perceived as paternalistic, assuming that having been elected, they automatically know what is best for their constituents. The lack of public consultations and transparency in the decision-making process reinforces this view.

This problematic situation has often resulted in the lack of public confidence in LAs. Building positive attitudes for partnership between LAs and citizens is a persistent challenge. Creating conditions through public dialogue for citizen groups to believe in the decisions taken by elected representatives of LAs, is even more challenging. Added to this, it is also observed that citizen groups do not always exercise their rights and obligations.

Against this challenging background, the Foundation entered into partnership agreements with a limited number of experienced NGOs with an established track record in promoting partnerships between LAs and citizens. These citizen groups included a wide variety of stakeholders. The partner NGOs worked independently, yet in close collaboration with the respective LAs and relevant citizen groups. It was expected that partner NGOs would maintain a cordial relationship with LAs and other stakeholders and use their professionalism and innovative approaches in bridging the existing gaps.

Training Needs Assessment

The partner NGOs carried out participatory surveys in assigned LA areas. Selected LA staff, council members, citizen groups and stakeholders were interviewed. Field observations were also carried out to establish baseline information and training needs, prior to commencing any serious intervention.

One of the gaps identified between the LAs and citizen groups was the lack of confidence and mutual understanding. Elected representatives of LAs were often confident that they knew what was best for their constituents while citizen groups often maintained that they were unaware of what was happening in the LA and were generally suspicious of the LA.

The surveys, participatory assessments and observations brought to light the following training needs:

- Citizens lack proper understanding of LA affairs. Need for awareness among the citizen groups about what was happening in the LAs, both specifically and in general.
- The staff and the elected council members need to change their negative attitudes towards citizens to whom they provide services. Need for a process of attitudinal change to enable them to value and respond to citizen inputs.

- The staff and the elected council members lack sufficient skills to change the conditions which foster distrust among citizens. Need for improved facilitation skills to promote citizen participation, particularly methodologies for public consultations, social mobilizations and partnership-building.
- There is a need to educate the citizen groups about their rights and obligations towards local development and promotion of good governance.

Purpose of Training Modules

In order to address the above training needs, the partner NGOs designed and implemented training programmes. This training module collates the basic elements of these participatory training programmes and is intended to train and guide selected target groups for building and strengthening partnerships between the selected LAs and citizen groups. These citizen groups include Committees, Community Based Organizations (CBOs), business community and NGOs located in the respective LA areas.

Training Content Overview

1. Name of the Training Module

Building Partnerships Between Local Authorities and Citizens - A Training Module to Mobilize and Empower Citizen Groups.

2. Objectives of the Training

- To create awareness among LA council members and key staff on the affairs of the LA, from the perspective of citizen groups.
- To create awareness of the factors that foster public distrust of LAs.
- To create an opportunity for LA council members and staff to reflect on the negative/positive attitudes towards citizens.
- To provide in-depth understanding on the need for public consultations to maintain transparency in the political decisions taken by LAs.
- To develop the skills of council members in using facilitative tools to promote citizen participation.
- To introduce the concepts, objectives and strategies of social mobilization.
- To develop participants' insight into the relationship/partnership-building between LAs and citizen groups to ensure proper functioning of democratic elements and good governance at LA and citizen level.

3. Participants

- Some elected council members of LAs (Mayors, Chairmen and their deputies, other elected members of the ruling party and the opposition).
- Selected nominees from LA staff, NGOs, CBOs and community development facilitators.

4. Duration

Two days

5. Performance Evaluation Criteria

At the end of this training programme the participants will gain the following knowledge, skills and experience:

- Ability to demonstrate an understanding of core functions and affairs of LAs.
- Highlight the need and act with positive team attitude to strengthen relationships between and among the LA, citizen groups/committees, business community, NGOs and CBOs located in the respective LA areas.
- Enumerate salient steps, and list tools and major skills required for using them in public consultations.
- Demonstrate enhanced knowledge, awareness, skills and positive attitudes to promote citizen participation.
- Highlight the concepts, objectives and strategies and salient aspects of social mobilization.
- List different aspects of social, community, institutional and stakeholder mobilization to ensure democratic good governance elements.
- Highlight salient elements in a partnership between LAs and citizen groups and be able to identify opportunities to work together in planning, priority setting and the budgeting process.
- Enumerate elements and steps to create an understanding among the participants on the need for partnership-building between LAs and citizen groups.

SESSION 1: WELCOME PARTICIPANTS / CLIMATE SETTING / BECOMING A LEARNING GROUP

Time

1 hour

Session Objectives

- To extend a warm welcome to participants.
- To develop a sense of togetherness among participants.
- To remove inhibitions of participants and encourage them to build a strong learning group.
- To facilitate self-assessment of participants' present level of knowledge/awareness on LA/citizen partnership-building.
- To create a positive learning climate by getting participants acquainted with each other and encouraging them to talk freely. Develop a sense of participants' ownership to the workshop process.
- To transfer responsibility to participants for self-learning.

Methodology

- Extend sincere heart-felt warm regards/welcome to all participants.
- Moderator/facilitator presents opening remarks.
- In a friendly, informal style, explain the arrangements, timetable and logistics.

Trainer's Hints

Highlight the following points before facilitating self-assessment of participants' present level of knowledge/awareness on LA/citizen partnership-building.

- You are important and we welcome you.
- You are experienced and resourceful.
- Your time is important. Thank you for taking time off from your busy schedules.
- Please feel free to communicate your ideas.
- We expect you to be hard-working, happy and joyful.
- We expect you to complete the knowledge test.
- We wish you a successful workshop.

Ask participants to carry out the following steps:

- Walk freely around the room/hall greeting everyone in a friendly manner.
- Look at their eyes - keep eye contact.
- Select a partner - paired introduction where each partner introduces the other.
- For 10 minutes discuss likes/dislikes/discoveries and interesting personal details.

- Sit together in a circle with an unfamiliar person and introduce him/her.

Agree on the pre-testing methodology and establish the level of current knowledge.

Help participants get away from the teacher/student mentality and to feel free to contribute to the sessions. The intention is to transfer responsibility to the participants for self-learning. Therefore, participants should become acquainted with each other and develop into a learning group.

Help participants develop a sense of ownership to the workshop process so that at the end of the workshop, participants will feel that they have produced something innovative, which cannot be achieved by a single individual.

Ask five key questions and ask participants to record their responses now. These responses will be compared at the end of the workshop.

SESSION 2: EXPECTATIONS / FEARS / CONCERNS OF PARTICIPANTS / WORKSHOP OBJECTIVES

Time

1 hour

Session Objectives

- To share participants' expectations, fears and concerns.
- To agree on the workshop objectives.
- To set and follow collective norms.

Methodology

- Ask participants to discuss expectations, fears and concerns in pairs.
- Pull out one point at a time from the participants.
- Classify, write and display the points on a flip chart/white board.
- Display workshop objectives as planned by the workshop organizers.
- Match the expectations of participants with the pre-planned workshop objectives and attend to the necessary adjustments. Discuss and respond to fears and concerns in the same manner.
- Set workshop norms in consultation with the participants.
- Obtain final agreement to workshop objectives and explain the tasks ahead of them to be accomplished.
- Agree on process and documentation of content, process etc.

Trainer's Hints

Every individual has different expectations, fears and concerns. It is therefore important to reach consensus/agreement on the workshop objectives. Equally important are the collective norms for a successful workshop. The tasks to be accomplished will keep everyone busy, so managing time is another important element. Also, it is important to keep systematic notes.

SESSION 3: UNDERSTANDING LOCAL AUTHORITIES - PUBLIC AND CITIZEN PERSPECTIVE

Time

45 minutes

Session Objectives

- To improve participants' understanding of the citizens' viewpoint.
- To deepen awareness of LA affairs among the LA council members and key staff.

Methodology

- Participants are guided to stage a role-play and analyze its elements.
- Brief presentation by the trainer (to include a film recording public opinion).
- Participants agree/disagree and reach consensus.

Trainer's Hints

Create a friendly and pleasant learning environment and an understanding on the public perspectives of LAs. Promote dialogue and free exchange of ideas. Educate participants on the following requirements of LAs and ask them to build some of them into their role-play.

- LAs (Pradeshiya Sabhas, Urban Councils and Municipal Councils) have been empowered under legislative enactments and regulations (Pradeshiya Sabhas Act, Urban Councils Ordinance and Municipal Councils Ordinance, another 108 Acts and Ordinances, a large number of Circulars and By-Laws) to provide several essential services to people and to carry out enforcement and regulatory functions. The main service delivery areas covered by LAs include public health, public utility services, public thoroughfares and protection and promotion of the comfort, convenience and welfare of the people.
- LAs are legally empowered to manage and regulate a substantial share of public affairs under their remit and to carry out these duties in the interests of the local population. They are expected to possess the necessary abilities to attend to their responsibilities, with a required level of efficiency. However, in reality it is clear that LAs do not always possess the necessary resources either internally or from the government to accomplish these important tasks.
- In most places, the political leadership of LAs (elected once in four years) is not geared to face the above challenges. The leadership have poor knowledge of good governance and a lack of direct and regular dialogue with citizens. They also lack the information and attitudes on acquiring new knowledge, technology and resources, and adhere to popular divisive politics. All these factors have contributed to holding the LA system back in a stagnant condition, at a time when the demand for services are increasing.
- The important and required knowledge-base of LA political leaders covers a broad spectrum, ranging from the legal mandate of LAs; the theory, content and spirit of good governance; tools and practice relating to the strengthening of LAs; and provision of improved and satisfactory services to citizens. LAs are considered as the third layer of governance closest to citizens. As such, elected members who are well conversant with the local government system and good governance could make a real difference in LAs.

- It is also believed that once the enlightened political leadership commences its journey for good governance, all the other things will be adjusted and keep pace. This belief is now converted into hard fact, particularly by the TALG partner LAs, as well as over a dozen of non-partner LAs. Therefore, the catalyst in changing the whole structure of LAs, is to initiate a programme on changing the quality of the political leadership.

SESSION 4: FACTORS LEADING TO SUSPICION AND LACK OF TRUST

Time

45 minutes

Session Objectives

- To create awareness of the factors that make the public suspicious, leading to a lack of confidence in LAs.
- To highlight that lack of sufficient communication and inadequate transparency in decisions taken, are the key factors in leading to suspicion.

Methodology

- Participants are divided into small working groups.
- They brainstorm and prepare a full list of ideas.
- Participants prepare a short-list of key important points from the group brainstorming.
- Participants agree and reach consensus.
- Trainer makes a presentation to add new knowledge.

Trainer's Hints

Create a friendly and pleasant learning environment to share ideas. Get participants to brainstorm and reflect, in order to leave a long-lasting impression. Reinforce the factors that make the public suspicious about LAs, leading to a lack of public confidence. Educate them on the following aspects.

The Need for Partnership

LAs and civil society organizations form the cornerstones in effective and efficient service delivery and promotion of good governance at local level. Yet, service delivery programmes are often unilaterally planned by LAs and are implemented without citizen and stakeholders being a part of a comprehensive and coherent strategy. It is often alleged that LAs do not respond to real local needs. Experience shows that unless there is effective civic participation and mutual respect for each other, with a shared vision and common goals, the service delivery programmes of LAs can be chaotic. Therefore, partnership arrangements between LAs and civil society organizations are not only important but also crucial.

It is widely accepted that a LA alone cannot achieve its goals unless civil society organizations are mobilized in a democratic framework. These organizations are deep-rooted in society with popular participation and voluntary support. They are essential for a responsive and effective service delivery network and persistence of good governance. The flexibility, responsiveness and innovation of the private sector are also equally important. Where NGOs are involved, they contribute extra time and resources with commitment. These organizations need to be recognized and their efforts have to be coordinated through partnership agreements.

SESSION 5: ATTITUDINAL CHANGES

Time

2 hours

Session Objectives

- To ensure LA council members understand the importance of consulting and involving local constituents.
- To initiate a positive attitudinal change process.
- To deepen the understanding on “Can attitudes be changed?” To understand the nature of attitudes and different types of inputs required.
- What attitudes need to be changed? Attitudes towards life, fellow members and society/partners.

Methodology

- Participants are divided into small working groups.
- They brainstorm ideas on the need for attitudinal changes.
- They prepare a list of key important points to be incorporated into attitudinal changes.
- Participants agree and reach consensus.
- Trainer makes a presentation to add new knowledge.

Output of the Session

- In-depth understanding of attitudes and the need for changing negative attitudes.
- Group consensus on the contents of attitudinal changes.

Trainer’s Hints

Positive and Negative Attitudes

We all have different attitudes. Our attitudes are demonstrated by way of future hopes, beliefs and the confidence that something can be improved, changed for the better and will create an environment for achieving the desired change. Negative thinking will create a negative environment preventing the desired change.

Attitudes of a person or a group can be divided into three aspects. Positive attitudes are healthy. Negative attitudes make people inactive. Some attitudes are neither positive nor negative, so they are indifferent. It is common knowledge that the human mind is generally sensitive to negative elements. When negative thinking is plotted in the human consciousness, it easily trickles down to the sub-conscious mind and eventually into the unconscious mind. Negative attitudes discourage, limit and prevent learning positive change and growth. Positive attitudes create opportunities for learning and motivation, that leads to success. Positive attitudes can overcome frustration from self-imposed limits on a person’s potential to change through learning.

There was a general belief that attitudes could not be changed, once acquired. However, now it is common knowledge that attitudes can be changed and attitudinal change follows a process. The process begins with acquiring new knowledge, which leads to new ways of thinking. This eventually influences beliefs, expectations and attitudes. The attitudes form a part of behaviour. This process has to be kept in mind when dealing with citizens and communities.

Getting citizens to think differently with attitudinal changes involves input from various stakeholders. Therefore, any effort for positive social change requires the support, positive interaction, guidance and commitment of related stakeholders.

The society of human beings is built on a foundation of their attitudes. Believing that changes can happen allows people to realize their potential and their ability to change their lives for the better. When and how this happens will only be realized through related activities. Unfulfilled promises given by politicians to citizen groups have contributed to developing negative attitudes towards LAs. Normally, during the change process a group will gain confidence, develop credibility and behave in a positive and responsible manner.

Different aspects of attitudinal changes need to be considered, such as attitudes towards life, fellow members and society/partners.

SESSION 6: CONDUCTING PUBLIC CONSULTATIONS FOR PARTNERSHIP-BUILDING

Time

2 hours

Session Objectives

- To deepen understanding and develop skills for conducting public consultations to gather community perspectives.
- To identify the problems/issues faced by citizens through a participatory consultative process.
- To plan solutions to identified issues in a participatory manner by drawing out the ideas generated by citizens.
- To prepare proposals for assistance/support incorporating basic governance principles to develop better partnerships.

Methodology

- Participants are divided into small working groups and brainstorm ideas on the need for community consultations.
- They prepare a list of key important points to be incorporated into a public consultation.
- Participants agree and reach consensus.
- Trainer makes a presentation to add new knowledge.

Trainer's Hints

Share knowledge on participatory public consultations and reach agreement and consensus on needs and contents. Enlighten participants on the following aspects for organizing participatory community consultations.

Purpose of Participatory Community Consultation Workshops

- To analyze in depth, a priority issue through a community consultative process.
- To facilitate planning solutions together with community members.
- To guide in the preparation of a brief project proposal for resource generation and implementing planned solutions.
- To introduce a participatory process and commence a continuous dialogue between the LA and community members/stakeholders.
- To stimulate joint initiatives for long-term partnership and promote good governance elements.

Target Group/Participants

Representatives of citizen committees, Traders' Associations, CBOs, NGOs, Women's Groups, Environmental Groups, Senior Citizens, Community Leaders, Members of the Clergy, School Community and other relevant organizations.

Facilitators

Trainers and trained facilitators attached to the LA.

Expected Outputs

Following a participatory community consultation problem analysis and community planning for solutions, a brief project proposal is developed to resolve an issue (e.g. solid waste management).

Participatory Methods

- Encourages all group members to contribute thoughts and ideas.
- Provides a setting for focused and meaningful dialogue.
- Invites a variety of perspectives to be shared in an open manner.
- Deepens collective insights of the group.
- Takes the group on a journey, from surface to deep thinking.
- Is a structured process for asking open-ended questions.
- Provides an opportunity to reflect on important topics and experiences.
- May be used to effectively discuss difficult or tense issues.
- Allows for careful progression in collective awareness.
- Enables the group to discuss important topics in a non-confrontational style.
- Sets a clear and strategic context for a topic.

Using the Discussion Method for Conducting a Participatory Discussion

Step 1 - Opening

Purpose - To establish data and related information.

Output - Data and related information on a particular issue.

Step 2 - Reflection

Purpose - To explore initial reactions, responses, emotions, memories and associations.

Output - Clearing initial reactions, responses, emotions, memories and associations to obtain facts relating to an issue.

Step 3 - Interpretation

Purpose - Inviting critical thinking on the topic; value, meaning, significance.

Output - Interpretations relating to an issue and critical thinking on the topic/issue.

Step 4 - Consensus

Purpose - Probing new insights, future resolves, opinions and intentions.

Output - Identification of the relevant issue, its depth, width and breath.

SESSION 7: CITIZEN PARTICIPATION

Time

2 hours

Session Objectives

- To develop the skills of council members to use facilitation tools in promoting citizen participation.
- To emphasise the understanding that LAs should provide greater opportunities for citizens to participate effectively in the decision-making process.
- To share the methodologies and systems already identified and develop several formal and informal mechanisms, including committee systems.
- To identify stakeholders related to the issue.

Methodology

- Trainer presents the methodology for stakeholder analysis.
- Groupwork by participants.
- Introduction and use of handouts at group level.
- Group presentations and consensus building.
- In-depth understanding of citizen participation elements.
- Skills in the use of stakeholder analysis.
- Group consensus on the relevant elements for practical use at LA and community level.

Trainer's Hints

Citizen Participation

Often, citizens are neglected in the LA decision-making process. In order to address this, the LA needs to look at citizens as individuals/members of a defined community and to respect their rights and obligations to participate, both individually and collectively. Citizens should have access to a range of benefits and entitlements, but are often prevented from enjoying these benefits and exercising their obligations due to poverty, poor knowledge, poor accessibility, discrimination, lack of political will etc. LAs need to maintain a balance between the physical developments and the rights and social needs/demands of citizens.

LAs need to respond to disparities that exist between different geographical locations with diverse local conditions. LAs need to respect the legitimate demands of local residents for effective service delivery for a liveable environment. Citizens have meaningful existence only in the context of social networks where they have loyalty and mutual obligations. They exist on relationships based upon reciprocity, interdependence, commitment and mutual trust. Therefore, the principle of accountability for collective provision of goods and services becomes important for the existence of citizens.

Participation of citizens as a collective becomes essential. Citizen participation thus creates an enabling process to meet citizen rights and obligations collectively. In this context, trusted partnership-building between LAs, civil society and other stakeholders is essential.

Citizen participation demands inclusion of different stakeholders. Stakeholders can be identified by their stakes in the related issues.

Examples

Client Groups: urban/rural poor, policy proponents such as NGOs.

Formal Agencies: local, regional, national governments/institutions/units.

Business Sector: private entities, corporations, small businesses, banks, informal sector agencies such as credit groups/unions.

Power Groups: trade unions, labour organizations, activists, lobby groups.

Community/Civil Society Organizations: community leaders, neighbourhood groups, religious organizations, women's groups, poor and disadvantage groups and environmental groups.

Stakeholder views, concerns and issues can be included in the planning process. This promotes the utilization of potential resources for citizens. It creates a process that promotes networks, cooperation and sharing to make things better and more practical/beneficial to citizens. It makes planning strategies more meaningful and practical.

SESSION 8: SOCIAL MOBILIZATION

Time

2 hours

Session Objectives

- To introduce the concept and define objectives of social mobilization.
- To create an opportunity for participants to internalize the essentials of social mobilization in relation to democracy and good governance.
- To reach consensus with the participants on partnership-building between LAs and citizen groups.

Methodology

- Discussion by participants, in pairs.
- Moderator will pause questions to promote brainstorming.
- All points are recorded on flip charts and given back to participants to enable them to define the concept/objectives by referring to the relevant handout.
- Group presentations and consensus building.

Trainer's Hints

The concept of social mobilization covers a wide variety of elements:

- Community Mobilization
- Institutional Mobilization
- Stakeholder Mobilization
- Resources Mobilization
- Economic Mobilization
- Environmental Mobilization

The objective of social mobilization is to create a process to mobilize hidden democratic elements and potentials for good governance, resources, self-help initiatives and joint efforts for trusted partnership-building. It also ensures the long-term prevalence of democracy leading to political transformation with different inputs and active participation of communities/stakeholders/institutions/organizations. Mobilization strategies should, therefore, include the above elements.

SESSION 9: COMMUNITY MOBILIZATION

Time

2 hours

Session Objectives

- To create an opportunity for participants to internalize elements of community mobilization.
- To develop an in-depth insight into community mobilization.
- To develop participants' understanding on community mobilization strategies.
- To develop participants' skills for translating community mobilization strategies into action in relation to local government activities.

Methodology

- Moderator makes a brief presentation on the main elements of social mobilization.
- Participants are divided into a few groups and provided with a handout on community mobilization.
- Participants study the contents of the handout and synthesize and enrich the contents.
- Participants make group presentations to show the level of assimilation.

Trainer's Hints

Community Mobilization

Community mobilization is a process of sensitizing different individuals (men, women, youth and children) to democratic elements and rights of the constituents and motivating them to organize and use self-initiatives, self-help and participatory decision-making.

These individuals are expected to influence with correct perspective, the decisions made by LAs that affect them, and take control of resource and benefit/responsibility sharing.

Community Mobilization Strategies

The community mobilization strategies include formation of community awareness-raising, creating interest and the willingness and commitment of community members to join and built up an organizational set-up to achieve objectives. Creating an awareness and understanding of project objectives, approaches, process and working arrangements and creating willingness to participate form a part of these elements. It begins with the establishment of good communication links with different community groups and other stakeholders. This requires setting up a dialogue, constructive participatory learning process, and collection and analysis of data. It is necessary to forge cooperation with the stakeholder agencies and build a trusted partnership attitude and mutual understanding. Proper assessment and defining roles and responsibilities of each and every stakeholder for mutual partnership should also follow. The mobilization strategies should trigger a community-based planning process.

Basic Requirements

Understanding Social Make-Up

Emphasis is now on vulnerability, social capital, poverty and local governance. Participatory planning and decision-making will ensure equality and equity regardless of economic means, gender, race ethnicity and religion. The affluent groups, for example the business community, are also important as they form a part of the stakeholders.

Mental Orientation Towards Collective Action

It is also necessary to recognize and support processes that are required to build groups and networks. There are many factors to be taken into account in this respect. For example, relationship between community behaviour and social alienation.

Linkage Development

Formal and informal links with LA staff, council members and citizen organizations are very important. This includes closeness with political leaders and belonging to development committees etc.

SESSION 10: INSTITUTIONAL MOBILIZATION

Time

2 hours

Session Objectives

- To highlight the need for institutional mobilization.
- Together with participants, define the contents of institutional mobilization.
- To create an opportunity for participants to enable them to internalize institutional mobilization.
- To develop participants' skills for institutionalizing good practices.

Methodology

- Moderator makes a brief presentation.
- Participants are divided into groups and provided with a handout.
- Participants study the contents of the handout and synthesize and enrich the contents.
- Participants make group presentations to show the level of assimilation.

Trainer's Hints

Institutional mobilization should be targeted at promoting governance, good practices and developing transparent participatory and accountable institutions. Institutional mobilization should incorporate elements such as assurance, reciprocity, voluntary compliance, access to information, participation in decision-making, social justice, power, control and responsibility. It is important to ensure that institutional relations are built with not only community organizations, but with all organizations. This goes beyond reforming individual behaviour into more widespread institutional reforms and changing political culture and established rules, norms etc.

In order to obtain a broader agenda for change, there has to be an understanding of community expectations of institutional behaviour.

SESSION 11: STAKEHOLDER MOBILIZATION

Time

2 hours

Session Objectives

- To define the concept of stakeholder mobilization.
- To create an opportunity for participants to internalize stakeholder mobilization.
- To develop participants' skills for implementing a stakeholder mobilization programme.

Methodology

- Moderator makes a brief presentation.
- Participants work in groups and synthesize contents of handout.
- Participants demonstrate their understanding through group presentations.

Trainer's Hints

The objective of mobilizing stakeholders is to develop and strengthen linkages with stakeholder agencies in order to enable everyone to work towards a common goal. The LA must mobilize efforts of all stakeholders to achieve the intended goal. Stakeholders include, citizens (men and women), CBOs, NGOs, business community, Traders' Associations, Ratepayers' Association and environmental groups.

Mobilization is important for building trust. Well-defined activities and collective actions are crucial. Stakeholders should be carefully selected and offered trust in order to build good relationships and develop common action plans.

SESSION 12: PUBLIC CONFIDENCE / PARTNERSHIP-BUILDING

Time

2 hours

Session Objectives

- To explore participants' reactions, responses, emotions, memories, associations and invite critical thinking on public confidence/partnership-building (value, meaning, significance).
- To probe new insights, futures resolves, opinions, intentions and encourage participants to contribute thoughts and ideas.
- To introduce some steps of partnership-building with LAs and identify some key activities.
- To get the participants to internalize steps of planning and implementing partnerships and trust-building activities.

Methodology

- Participants are divided into small working groups.
- They brainstorm ideas on the need for participatory tools.
- They prepare a list of key important points and agree and reach consensus.
- Trainer makes a presentation to add new knowledge.
- Participants assimilate the contents and demonstrate their understanding and skills through group presentations.

Trainer's Hints

- Informal interactions and communication.
- Social and cultural activities.
- Assurance of support.
- Sharing information.
- Inform of limitations.
- Mutual respect.
- Creating a sense of ownership.
- Awareness-raising on governance elements.
- Facilitating interested groups.
- Formation of action groups.
- Mobilizing existing community groups.
- Facilitation of initial work.
- Training of animators/CBO office bearers for initial skills/capacity development.

LA and Civil Society Partnership

The Need for Partnership

LAs and civil society organizations together form the cornerstones in effective and efficient service delivery and promotion of good governance at local level. Yet, service delivery programmes are often unilaterally planned by LAs and are implemented without citizens and stakeholders being part of a comprehensive and coherent strategy. It is often alleged that LAs do not respond to real local needs. Experience shows that unless there is effective civic participation and mutual respect for each other, with a shared vision and common goals, the service delivery programmes of LAs may not be methodical. Therefore, partnership arrangements between LAs and civil society organizations are important and crucial.

It is widely accepted that LAs alone cannot achieve their goals unless civil society organizations are mobilized in a democratic framework. These organizations are deep rooted in society with popular participation and voluntary support. They are essential for a responsive and effective service delivery network and persistence of good governance. The flexibility, responsiveness and innovation of the private sector are also equally important. Where NGOs are involved, they contribute extra time and resources with commitment. These organizations need to be recognized and their efforts have to be coordinated through partnership agreements.

Basic Elements of Partnership

A partnership accepts that there is strength in unity. Accountability between the parties is reciprocal. A trusted partnership requires working relationships, openness, transparency and accessibility between the partners. A LA/citizen partnership demands close cooperation between the parties and the coordination of roles and functions. A partnership provides a communication structure and process whereby values, knowledge and skills can be shared. Similarly, in a partnership the relevant parties communicate their needs, frustrations and aspirations. Mutual influencing takes place in partnership arrangements and also provides a platform for capacity building.

Partnership Arrangements

The nature of the partnership arrangement would vary according to the characteristics, structure, culture and objectives of the organizations involved. However, a partnership framework within which partnerships are enabled to develop and grow would be mutually beneficial. Therefore, a LA/civil society partnership can be recognized as the basis for a long-term relationship. Such a relationship with a shared vision and responsibility for the delivery of services will facilitate interdependent roles for the attainment of mutually beneficial objectives.

Involvement of Stakeholders

LAs have a responsibility to involve the NGO community in strengthening the capacity of civil society organizations. This will create an opportunity for NGOs to contribute their services. The capacity of NGOs has a direct influence on the ability of LAs to achieve their goals. The NGO community can be used to strengthen both the capacity of civil society organizations and LAs.

Roles and Responsibilities

LAs

The primary responsibility of LAs is to understand and be able to value the importance of citizen participation in providing efficient and sustainable services. LAs should accept responsibility for creating and sustaining an enabling environment for the delivery of such services. LAs' responsibilities also include participatory planning of programmes and enforcing by-laws and legislation to facilitate participatory local planning and implementation of such plans. LAs should facilitate

a joint process among the parties and support and coordinate the process. They should ensure the provision of necessary mechanisms and structures for communication and consultation. Implementing a consultative process and monitoring and evaluating service programmes would ensure reciprocally accountable governance process with citizen participation. Other important elements include promotion of voluntary sector participation and accessibility to information.

Civil Society Organizations

Citizens perform their rights and obligations in order to encourage LAs to look for a partnership with them. Citizens should contribute to plan and deliver services efficiently and effectively through citizen participation, within the framework of local policies and strategies. They should be mindful that partnership with the LA to achieve common aims and objectives need effort on their part to support programmes intended to achieve accountability and transparency. Citizen groups will maintain vigilance and perform the role of watchdog over the implementation of programmes. While sharing the vision, common goal and the competencies, they are expected to provide feedback on the performance and achievements of LAs.

SESSION 13: EVALUATION AND CLOSING

Time

1 hour

Session Objectives

- To get participants to self-evaluate the workshop outcomes.
- To get participants to share their experience of the workshop with the organizers.
- To summarize outcomes of participants and workshop organizers by way of concluding remarks.
- To thank everyone for their valuable contributions.

Methodology

- Self-evaluation, and participants share their experience of the workshop with the organizers.
- Participants make brief remarks and convey their level of learning.

Trainer's Hints

- Introduce a tool for self-evaluation. For example, ask participants to write five positive and five negative points about the workshop.
- Get three or four small groups to summarize these points and prepare a common list.
- Get all groups to combine the group ideas and make a presentation on "What we learnt and how to make improvements".
- Get a cross-section of participants to make comments on different aspects of the workshop including the process, content and the outcomes.
- Summarize and present the comments by way of assessment and evaluation results. Remember not to blame anyone for failures. The attitude has to be - how to improve if another opportunity is given.
- Conclude the workshop on a positive note.

