



Rwanda Association of Local Government Authorities

Induction Training Handbook for Local Governments on CITIZEN PARTICIPATION

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INDUCTION TRAINING HANDBOOK FOR LOCAL GOVERNEMENTS ON CITIZEN PARTICIPATION

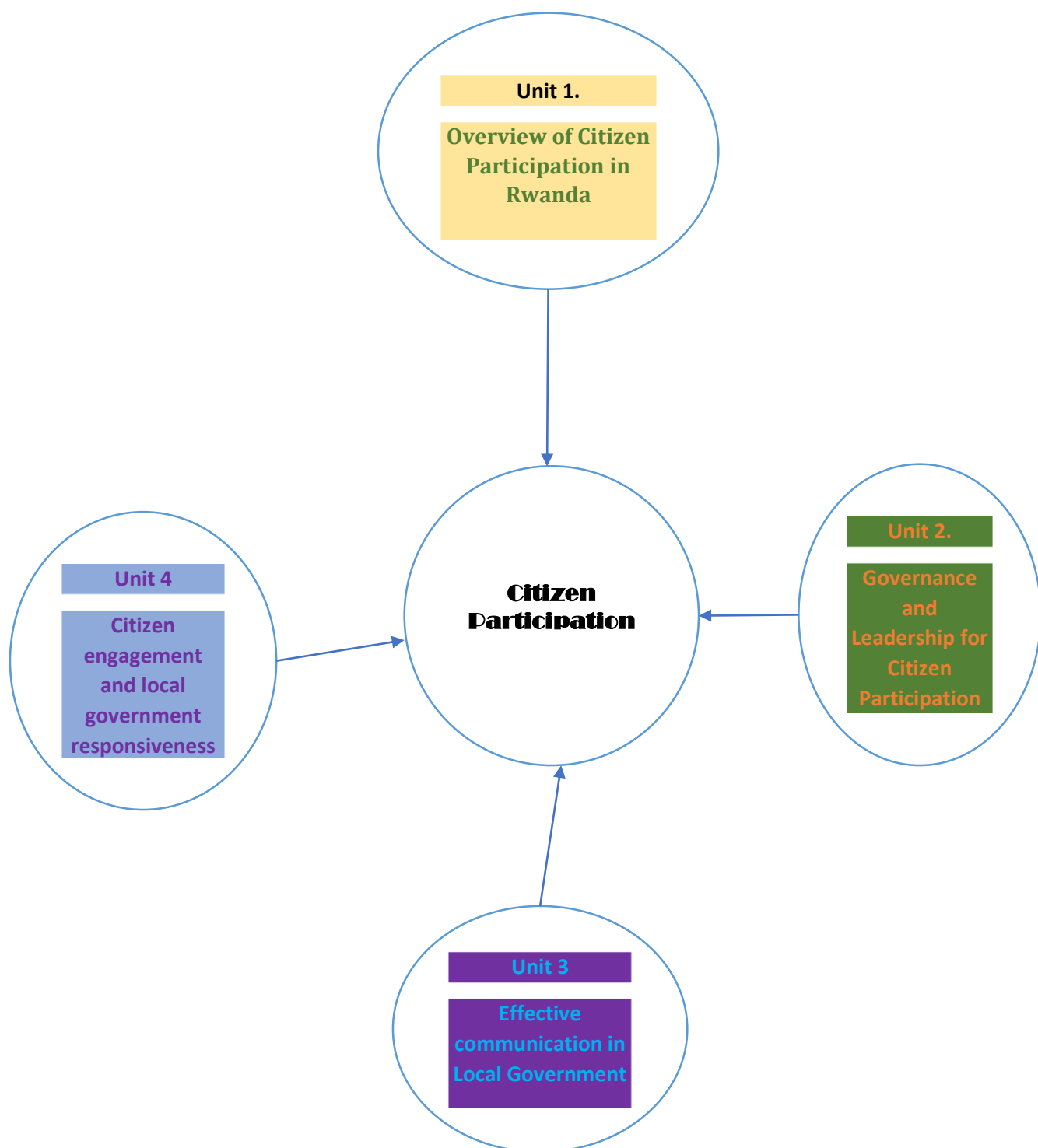


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Acronyms

CLADHO	: Collectif des Ligues et Associations des Droits de l'Homme
CRC	: Citizen Report Cards
CSC	: Community Score Cards
CSO	: Civil Society Organizations
GoR	: Government of Rwanda
Interpeace	: International Alliance for Peace
IRDP	: Institute of Research and Dialogue for Peace
JADF	: Joint Action Development Forum
LG	: Local Government
MINALOC	: Ministry of Local Government
NAR	: Never Again Rwanda
PBCC	: Planning and Budgeting Call Circular
PME	: Participatory Monitoring and Evaluation
RALGA	: Rwandese Association of Local Government Authorities
RGB	: Rwanda Governance Board
RURA	: Rwanda Utilities Regulatory Authority
TIR	: Transparency International – Rwanda Chapter
VUP	: Vision 2020 Umurenge Programme

0. Introduction

0.1. Background of the handbook

Decentralisation is one of the most important strands of the Government of Rwanda's governance and development agenda for the last two decades. In recent years, the GoR has taken a number of steps in moving the decentralisation agenda forward. However, these efforts suffer from a number of limitations and weaknesses, including limited capacity at the central government level to comprehensively visualise, plan and implement key dimensions of decentralisation; and low capacities of local government to master all the of LG management: planning, financing local priorities and service provision

Decentralization as a mechanism of shifting centers of powers, decision making and responsibilities over allocation of resources and provision of services, needs to be accompanied by required measures to build capacities of the main actors of LG - the elected leaders and the technical staff.

An important element of that capacity development is the process of initiating new elected leaders and new staff to familiarize them with their responsibilities, their role in socioeconomic transformation of their citizens and communities, and in people-centered development planning and service delivery.

It is in this context, and in line with the LG Capacity Development Strategy (MINALOC, 2019) that the Rwanda Association of Local Government Authorities (RALGA) has developed this induction training to assist LG in fulfilling their deveolved roles and responsibilities. The move also falls into Ralga's mandate of supporting its members better cope with their responsibilities of citizen-centered service delivery, local economic development and promotion of good governance values, practices and principles.

0.2. Objectives of the Handbook

The handbook is designed for use by local government officials. It offers a practical "road map" and guide for building robust frameworks for informing, consulting and engaging

citizens during planning, priority setting and other decision making. It seeks to clarify the key issues and decisions faced by local leaders when designing and implementing measures to ensure access to information, opportunities for consultation and public participation in policy-making in their respective areas.

The objective of the training handbook is to ensure that concerned local government personnel have at their disposal a tool meant for increasing their capacity and knowledge of tools and approaches for continuous involvement and engagement of citizens in local development and decision-making processes. Specific objectives are:

- ✓ To introduce the concepts of citizen participation and local governance concepts in the Rwandan context
- ✓ To improve local leaders understanding and ownership of key policy, legal and institutional instruments guiding citizen participation in Rwanda;
- ✓ To address a number of capacity gaps among LG leaders, identified by various recent researches and studies, in the areas of leadership, prioritization and time management, change management and in participatory governance methods, tools and approaches;
- ✓ To Provide local leaders with communication skills as a basis for citizen's engagement in planning and budgeting, monitoring and evaluation as well as in decision making processes;
- ✓ To Enhance local leaders' capacity in change management for sustained citizen's engagement;

Citizen participation is not a privilege, but a right and obligation rooted in the Constitution of the Republic of Rwanda. Article 48 stipulates that Rwandans have a duty to participate in country development processes. Indeed, this serves to emphasize the value the country attaches to citizen participation in decision-making processes. This is evident in multiple policies that promote citizen participation, such as the National Decentralization Policy (MINALOC 2012) and Ministerial Instruction N°002/07/01, which establishes community assemblies (inteko z'abaturage). Existing literature, such as Li (2015, p. 100), credits citizen participation in decision-making with improved accountability and better alignment between citizen needs and development action. Local leaders clearly understand the importance of citizen participation, which is quite encouraging.

0.3. Target audience

The training sessions of the handbook shall be targeting mainly new LG personnel (both technical and elected) to ensure that they adapt to a new working environment, but may also, since even those in place have not benefitted such induction systematically, be utilized for continuous capacity development of the LG leaders and their employees, towards increased individual and institutional performance of LGs and commitment to improve services to citizens.

Given the cross-cutting nature of the theme of citizen participation and the overall responsibility of decentralized entities to empower and consult the citizens in their respective constituencies, the handbook content shall be useful, with due adjustments, to all categories of LG personnel (elected and technical staff) at all administrative levels (from the district down to the cells).

The training shall be delivered to homogenous target groups. It is therefore expected to have a class of councillors and members of the executive committee at district level, classes of councillors and executive secretaries of sectors and staff and the class of councillors and executive secretaries at the cell level

0.4. Content of the Handbook and sources

This training Handbook is composed of two parts and four units divided each into various topics. The first Unit is an extensive overview of the theme of “Citizen Participation “in Rwanda. It is a conceptual framework for a clear understanding of the topic of citizen participation, its status in Rwanda and it comprises of five topics, including: the definition of key concepts used in this handbook, the legal and policy framework and mechanisms established for enhancing the citizen participation in the Rwanda governance system, the existing challenges and factors limiting effective participation and the scope of this concept in governance and policy decision-making. The second Unit emphasizes the link between the capacity of leaders to engage citizens and their leadership styles and skills. The unit comprises of four following topics: citizen-centred governance, participatory governance tools and approaches existing in Rwanda, leadership styles and citizen participation, prioritization and time management. In the same vein, the third unit insists

on effective communication in understanding the audience and the prevailing community situation, explains approaches of message construction and choice of communication channel, effective message delivery and the need for managing properly the feedback reactions from the citizens. Important insights are provided for leaders to equip them with tools and systems of leading strategic and sustainable change, accompanying the development dynamics and socio-economic transformation journey of Rwanda.

Unit four is an indication to local leaders of ten guiding principles for successful involvement of citizens in local processes and decision-making and a number of tips leaders have to keep in mind for strengthening local government's relations with citizens. Multiple sources have been utilized to define the content of the various sessions: the Government of Rwanda Policy Documents, various research reports and studies conducted by Minaloc, RGB, Ralga, and by civil society organizations, such as Never Again Rwanda, CLADHO, TIR and IRDP, as well as online sources as indicated in the section on references.

0.5. Understanding Citizen Participation and related concepts

For the purpose of this handbook, a number of concepts used across the various sections – for example, citizens, citizen participation, governance, good governance, local governance, local government – may appear vague to the trainees and difficult to accurately understand. Therefore, it is necessary to clarify what we mean by these concepts in order to draw meaningful conclusions about them.

The following constitutes the Lexicon of most used terms and concepts in this Handbook

Lexicon of most used terms in the Handbook

(i) Citizen.

The term “citizen” has an inherently political meaning denoting the relationship between the people and government (National Democratic Institute, 2020, para 2). The word “citizen” is used to mean a member of a political community who is entitled to participate in public affairs such as casting a vote, contesting a leadership position, publicly voicing their ideas on matters of public concern, etc. (Abdin, 2008, p. 1). Citizenship in modern democratic nation states combines the exercise of both entitlements (rights) and duties (responsibilities) of an individual vis-à-vis a given political community (Abdin, 2008, p. 2). This includes the right to participate in decisions that affect public welfare. Citizens are the primary source of authority of any legitimate modern state (Scott & Alam, 2011, p. 22). This justifies why, in a quest for citizen-centered governance,

some states have been increasing measures aimed at boosting citizen participation and downward accountability, particularly at the local level where people live and work.

In the context of this handbook, a citizen is anyone, male or female, entitled to directly and/or indirectly participate in government and development processes. This includes participation in local decision-making processes such as local priority setting, planning, imihigo, and monitoring of various local development programs.

(ii) Citizen participation

Many authors have defined citizen participation with different nuances. In general, definitions have converged toward bringing citizens and decision-making processes together. For example, Nabatchi (2012: 704) defines citizen participation as a “practice by which public concerns, needs, and values are integrated into decision making”. According to the same author, it “extends to civil society, electoral, legislative, and administration, and often takes many forms that range from information exchange to democratic decision making” (Nabatchi 2012). Other authors outline that citizen participation involves citizens who have the least resources being involved in decisions about the services they receive from their representatives. The United Nations (UN) Public Administration Glossary (2008) goes even further and states that citizen participation is when citizens are involved in policy-making activities. Importantly, this perspective gives details on the different areas where citizens are invited to participate, including determining levels of service, budget priorities, and the approval of physical construction projects in order to orient government programs toward community needs, build public support, and encourage a sense of cohesiveness within neighbourhoods (UN 2008). Such citizen participation is viewed as one of the key characteristics of governance.

Parker defines citizen participation as “a process which provides private individuals an opportunity to influence public decision-making processes and has long been a component of the democratic decision-making process” (Parker, 2003, n.p.). André defines citizen participation as “a process in which ordinary people take part – whether on a voluntary or obligatory basis and whether acting alone or as part of a group – with the goal of influencing a decision involving significant choices that will affect their community” (André, et al., 2012, p. 1). NAR and Interpeace state that citizen participation encompasses five major components: “(i) putting leaders in offices and holding them accountable, (ii) consultations, (iii) voicing [citizen] priorities, (iv) taking ownership of government interventions, and (v) implementing government programs” (NAR & Interpeace, 2016, p. 15).

Indirect and direct citizen participation.

Citizen participation can be direct or indirect. Direct citizen participation occurs when citizens are personally and actively engaged in decision-making (Nabatchi, 2011, p. 8). Citizens without

intermediaries contribute ideas and perspectives for the sake of influencing the making, implementing, or evaluating of policies in order to influence policy processes (Roberts, 2008, p. 10). Indirect participation occurs when citizens select or work through representatives who make decisions for them (Nabatchi, 2011, p. 8). Indirect participation usually occurs when citizens elect representatives who will voice their concerns (Ralga, 2016).

Direct and indirect citizen participation mechanisms do not contradict each other, but are rather mutually reinforcing. To foster effective citizen participation, direct and indirect citizen participation mechanisms can be combined. The GoR guarantees both mechanisms of participation in the 2003 constitution (revised in 2015). Article 27 of the constitution provides all Rwandans with the right to participate in the governing of the country, either directly or through freely chosen representatives.

(iii) Governance

Like citizen participation, regular use of the term “governance” has made it a fairly generic concept. However, although it appears familiar, it still bears many conceptual difficulties. According to the World Bank (2005), governance refers to “a set of rules, norms, procedures, practices, etc. that determine who exercises power, for what purpose, and how this power is shared and eventually, who makes decisions, for what, for whom, and how these decisions are made”. This definition propounds that citizens are simultaneously key actors and beneficiaries of governance.

(iv) Good governance

Good governance is a normative concept and an institutional arrangement. It links people directly to the decision-making processes of the state in a manner that does not bypass the institutions’ representational democracy, but complements it. Good governance aims to strengthen people’s capacity to influence public policies and programs more positively (World Bank, 2005).

Usually, to refer to Graham et al. (2003), governance is perceived as “good” as long as it includes the attributes of “responsiveness, inclusiveness, participation, integrity, accountability and fairness”.

Good governance encompasses the following key attributes (Graham et al. 2003), including “inclusive political processes, allowing genuine participation by all citizens”. Out of the above, “genuine participation by all citizens” is a key attribute that aligns with the understanding of good governance in the particular context of Rwanda. For example, the Office of the Ombudsman (2011: 12) views governance as an effective way by which the administration achieves goals of social and economic importance. Furthermore, it states that “good governance” relies on the quality of public services and the participation of citizens in the elaboration of national policies. An important benefit associated with good governance is that it innovatively seeks to actively

engage citizens in a phase of planning that used to be an exclusive privilege of local leaders – that is, the “design” or “elaboration” of national policies – with the intent of “increasing people’s participation in the planning and management of the development process” (Republic of Rwanda 2011: 3). This entire logic has a constitutional base, with Article 48 of the Rwandan Constitution stating: “All Rwandans have the duty to participate in the development of the country...” Thus, citizen participation is not optional or elective, but rather mandatory.

(v) Local government

“Local government” is a concept primarily understood when compared to “central government”. The local government level in Rwanda consists of four tiers of administration, comprising 30 districts, 416 sectors, 2,148 cells, and 14,837 villages. These are local administrative entities that emerged from the decentralization reform process. In other words, as according to Shah (2006), local government refers to specific institutions or entities created by the constitution or organic legislation from the central government to deliver a range of specified services to a relatively small geographically delineated area. These layers of local government are the ones which play an important role in promoting citizen participation.

(vi) Local governance

“Good” governance was discussed above to highlight the value judgment the term brings with it. The concept of “local governance” aims to make a clear demarcation between the central and local spheres of government (in Rwanda). Though the term has this “local” supposition, various scholars and institutions have defined it differently.

For instance, the World Bank (1992: 17) views local governance as a broader concept – defining it as the formulation and execution of collective action at the local level. The definition encompasses direct and indirect rules of formal institutions of local government and central government hierarchies in the pursuit of collective action. The World Bank clarifies that the framework requires citizen-state interactions to engage in collective decision-making about locally based public services.

Other scholars, including Novacx and Chemouni, have defined local governance in more descriptive and normative terms, with the latter defining it as a system whereby organized local bodies are expected to be more efficient and effective in enhancing local democracy and good governance, and in delivering services to local people (Chemouni, 2016). This consolidated view more or less concurs with the definition in the National Decentralization Policy of Rwanda. Thus, local governance is regarded as a system of governance at the local level through which local people manage their affairs. The imihigo process is a suitable tool for such arrangement.

(vii) Local leaders.

In this document, the term “local leader” is used to mean any public official with or without executive powers, elected or appointed, who is affiliated with any structure of a decentralized

administrative entity such as a district, sector, or cell. Elected local leaders include members of councils at district, sector, and cell levels, while appointed local leaders are members of executive organs and other technical staff of a district office, members of the sector executive secretariat, and members of the cell executive secretariat. These are non-elected local government officials who work closely with elected local leaders from cell to district levels, and are vested with some form of executive powers.

(viii) Citizen Participation and Participatory Governance

In this handbook, the two concepts are referred to interchangeably, are complementary, but don't have exactly the same meaning, the former being a prerequisite of the latter.

Participatory Governance refers to governance methods and practices in which decision makers, whether with primary or delegated authority, are committed to involving affected communities in decisions as much as possible. Participatory governance is based upon individuals having a voice in decisions that affect them.

Participatory Governance is carefully planned, instituted and evaluated. It is designed to lead to effective participation in decision making that unites communities, produces an improved environment, and draws upon the strength of diversity. Participatory governance includes the structures and processes for decision-making that include citizens, leaders, civil society and community organizations that further the primary missions of local government

Participatory governance is embodied in processes that empower citizens to participate in public decision-making, and it has increasingly gained acceptance as an effective means to tackle governance challenges and improve public accountability. Tools for participatory governance include (retrieved and adapted from www.civicus.org):

- Public information
- Civic education to make citizens aware of their rights and responsibilities
- Advocacy for citizens' voice
- Public dialogue and interactions
- Transparency for citizens' informed choices
- Public policies and plans responding to citizens' priorities
- Allocation of public resources
- M&E of public services

(ix) Citizen engagement.

Citizen engagement is at the core of democracy and a representative government. Citizen engagement relates to the interactions between government and citizens. Citizen engagement is top-down as dialogue, and is mainly initiated by governments and decision makers to encourage

citizens to discuss and assess policies. Without citizen engagement, governments and decision makers are not aware of citizen concerns (Tobin, 2016, para 2). Citizen engagement therefore requires active, intentional dialogue between citizens and public decision makers. Citizen engagement provides citizens with a voice in governance and development processes, and enables them to speak up. Citizen engagement is promoted as a means to achieve a range of development and governance goals, such as reduced poverty, improved public services, increased social welfare, etc. (UNDP Global Centre for Public Service Excellence, 2016, p. 4). 7

A. Unit 1 - Overview of Citizen Participation in Rwanda

Topics:

- 1.1. The Legal and Policy Framework
- 1.2. Mechanisms and platforms for inclusive citizen participation
- 1.3. Factors limiting citizen participation

Unit Descriptor:

In Rwanda, participation is a widely recognized aspect of democracy and governance. It is entrenched in the 2003 Constitution and is captured in various institutional, policy, and law-making processes, as well as in the establishment of statutory bodies, structures and programmes. The term of participation encompasses a range of objectives and mechanisms, including communication as information exchange, on the one hand, and participation as substantive engagement in service delivery and development on the other. The former includes one-way communication channels where a LG entity either provides or obtains information. The latter refers to the involvement of citizens in actual decision-making, the co-production of services, or oversight of service delivery and local administration performance. In this view, “engagement” is distinct from participation insofar as it refers to a kind of “co-governance” that views citizens as active, empowered partners rather than passive recipients of services.

Participant’s self-assessment

My experience / competences / Skills	I don't have any experience doing this.	I know a little about this.	I have some experience doing this.	I have a lot of experience with this.	I am confident in my ability to do this.
Describe the key policies promoting citizen participation					

My experience / competences / Skills	I don't have any experience doing this.	I know a little about this.	I have some experience doing this.	I have a lot of experience with this.	I am confident in my ability to do this.
Define the various mechanisms used in Rwanda for CP					
Identify the factors limiting participation in Rwanda					



I. Topic 1 - The Legal and Policy Framework for Citizen Participation in Rwanda

1.1. Introduction

Citizen participation does not just happen. An enabling institutional, legal, and policy framework should be put in place, and reinforced with political will. It is essential to ensure that: citizens are empowered with skills, knowledge, and attitudes to participate; laws, regulations, and policies that enable participation are implemented effectively; there is a commitment to genuine inclusive participation; there is involvement of all relevant stakeholders, in particular marginalized and vulnerable groups; the government ensures sufficient allocation of resources; government is transparent; and trust exists between government and citizens (The Hague Academy for Local Governance, 2018, para 3).

1.2. Learning Objectives

This course will help participants to improve their policy and legal literacy about citizen participation in Rwanda. In addition, the session provides a meaningful review of existing policies and laws leading to clarity about the various issues local leaders encounter in implementation of the decentralization process

1.3. Learning methodology

This session will use different methods of training, particularly presentations from the facilitator, group discussions, brainstorming, case studies and participant's presentations.

1.4. Topic Content

In Rwanda, participation is a widely recognized aspect of democracy and governance. It is entrenched in the 2003 Constitution and is captured in various institutional, policy, and law-making processes, as well as in the establishment of statutory bodies, structures and programmes. The term of participation encompasses a range of objectives and mechanisms, including communication as information exchange, on the one hand, and

participation as substantive engagement in service delivery and development on the other. The former includes one-way communication channels where a LG entity either provides or obtains information. The latter refers to the involvement of citizens in actual decision-making, the co-production of services, or oversight of service delivery and local administration performance. In this view, “engagement” is distinct from participation insofar as it refers to a kind of “co-governance” that views citizens as active, empowered partners rather than passive recipients of services.

1.4.1. The Constitution of the Republic of Rwanda 2003 (revised 2015)

In its Article 6, the Constitution stipulates that public powers are decentralized at local administrative entities in accordance with provisions of the law. Article 11 stipulates that in order to build the nation, promote national culture and restore dignity, Rwandans, based on their values, initiate home-grown mechanisms to deal with matters that concern them.

Last but not least, Article 27 stipulates that all Rwandans have the right to participate in the Government of the country, either directly or through their freely chosen representatives, in accordance with the law.

1.4.2. The Rwanda Vision 2050

The aspirations and shared values which will define Rwandans in 2050 as reflected in the Rwanda Vision 2050 blueprint are, among others: (i) Self-determination, including self-sufficiency as a Nation (Kwigira), Solidarity and Dignity (Agaciro), (ii) Unity and Rwandan Identity/culture, (iii) Equity (including gender), (v) Transparency and openness, (vi) Accountability, and (vii) Community participation contributing to local innovation. Citizen Participation will play a key role in realizing the aspirations of vision 2050 by providing an enabling environment for socio-economic transformation.

1.4.3. The National Strategy for Transformation (NST-1)

Increased citizens' participation and engagement in development is earmarked as one of the priority areas for the Transformational Governance Pillar of the National Strategy for Transformation -NST-1 (2017-2024). Citizen participation is not an end in itself, but a means to an end. That is why NST1 projects to increase the percentage of citizens satisfied with service delivery is expected to increase from 67.7% (2016 RGS) to 90% by 2024.

The Government of Rwanda has also earmarked and wishes to reinforce mechanisms at decentralized levels for citizens particularly women and youth to effectively contribute to districts planning and prioritization and promote continuous citizen interaction to ensure that they always contribute to national development agenda.

1.4.4. The National Decentralization Policy

Rwanda's Decentralization Policy seeks to enhance and sustain citizens' participation in initiating, making, implementing, monitoring and evaluating decisions and plans that affect them by transferring power, authority and resources from central to local government and lower levels, and ensuring that all levels have adequate capacities and motivations to promote genuine participation.

Decentralization is enshrined within the Rwandan Constitution as mentioned above, and the organization and functioning of decentralized entities is determined by a specific law. These two legal instruments are complemented by the National Decentralization Policy, first formulated in 2000 and revised in 2013, and the Community Development Policy, first formulated in 2001 and revised in 2008.

These documents are a response to issues of inadequate citizen participation in decision-making that characterized previous political regimes, inadequate financial incentives at lower levels, and a lack of downward accountability and transparency in local management structures. In addition, they address the challenges related to the concentration of powers. They offer tentative solutions to the passivity and dependency mind-set, that have characterized Rwandans for long, as a result of strong centralization and the exclusion of citizens from meaningful participation. Lastly, they advocate for a system that is accountable to the people rather than to the central government.

The overall goal of the decentralization policy is to ensure "political, economic, social, administrative and technical empowerment of local populations to fight poverty by

participating in planning and management of their development process” (MINALOC 2012: 8). Accordingly, the National Decentralization Policy places citizen participation at the center of policy processes. In 2013, the revised policy emphasized the need “to fast track and sustain equitable local economic development as a basis for enhancing local fiscal autonomy” (MINALOC, 2012).

Citizen participation is regarded as a core aspect of decentralization and is one of the principles of democratic governance and ensures that citizens have a direct voice in public decisions. Participation in planning activities aimed at developing their locality allows citizens to choose their priorities and makes easy the work of decision-makers and planners. According to Langton, (1986) “An integrated approach to resource planning must provide for interaction with stakeholders in search for relevant information, shared values, consensus and ultimately, proposed action that is both feasible and acceptable.

In Rwanda, the revised national decentralization policy states, “Citizen Empowerment to ensure effective participation and ownership of all government business and local development remain a long-term goal of decentralization” (MINALOC, 2012). For this reason rates and levels of citizen participation in the district planning and budgeting process are closely monitored on a regular basis. According to MINALOC (2013), the level of civic participation and engagement is still not yet satisfactory and the government remains the main planner, dispenser and evaluator of impact of development and this could jeopardize the citizens’ ownership of policies. This is confirmed by different assessments mainly the Citizen Report Card (CRC) produced by the Rwanda Governance Board which shows that citizen participation in planning and budgeting process remains persistently low compared to other participatory processes like community work and community assemblies (10.6% for planning and 7.4% for budgeting in CRC 2015, 25.6%, and 23.1% in CRC 2017).

1.4.5. The Community Development Policy

Community participation is the first guiding principle of the Community Development Policy, with “local communities hold[ing] the key to sustainable development. They have the capacity to take charge of their own development and hence their effective participation is paramount” (MINALOC 2008: 11). The rationale behind this policy shift

in Rwanda is “to foster public participation in policy and decision making processes to turn around the top down centralistic approach that had previously characterized the country for several decades” (MINALOC 2008). There have been an impressive number of benefits from this policy so far and a boost to citizen participation in various government-led programs.

1.4.6. The Planning and Budgeting regulatory Framework

An additional key feature of the National Decentralization Policy is joint planning that involves the central government and local governance structures on the one hand and active citizens on the other. The National Decentralization Policy shares some features with the Community Development Policy, which emphasizes a cost-sharing concept of participation, highlighting the discourse of self-reliance and self-development as key drivers of community engagement. In the revised version of the National Decentralization Policy, a community that is organized, self-motivated, hardworking, and forward-looking is envisioned: a community that has the ability to exploit local resources using innovations geared toward sustainable development.

The Planning and Budgeting process in Rwanda includes tools and instruments which provide room for participation and engagement of citizens at various stages of the process. Each year, the budgeting process starts by what is known as “Planning and Budget Call Circular” This instrument requires from local government to mandatorily include in the budget calendar, consultations with the citizens at all levels of a governance structures. Under this framework, local government (City of Kigali and Districts) are requested to consult with Sector and Cell levels on the draft list of new projects to be proposed for funding in the FY under review and in subsequent years. An important element in this regard is to provide feedback on priorities identified during the previous financial year and transformed into projects currently under implementation (“feedback on priorities of the Fiscal Year planning process”).

In addition to the above mentioned PB tools, the Ministry of Finance and Economic Planning publishes and disseminates the Citizen’s guide to the budget for every Fiscal Year. This has been the practice since 2009-2010. The preparation and dissemination of the Citizen Budget is in line with the principles of fiscal transparency and accountability

which are part of the broader objective of the Government of Rwanda to enhance good governance.

The citizen's guide is prepared and published to provide a summarized and simplified information on how government mobilizes and allocates resources among national priorities agreed during the planning process. The guide also provides feedback to the citizens on their ideas and contributions provided during the planning process through different community dialogues and platforms

1.4.7. Other relevant Policies

(i) Volunteerism Policy

This policy aimed at providing guidance on the management, rights, responsibilities and roles for both the volunteers and the volunteering organizations. The broad objective of the volunteerism policy is to embed volunteerism in the national development process in order to tap the human resources potential and professionals to convert them into active agents of the social and economic transformation¹.

In today's Rwandan context, volunteerism is manifested by carrying out activities without expecting payment for the service rendered. Volunteerism is exhibited through provision of services to the community such as Umuganda, Ubudehe, Umusanzu (Communal self-help activities based on solidarity), Abunzi, Local Government Councils (Njyanama), Gacaca judges, Community Health Workers (abajyanama b'ubuzima) and the recently established para-social workers. Volunteerism mechanisms are expected to contribute a lot in achieving the aspirations of Rwanda to become a Middle Income country by 2035 and Higher Income country by 2050

(ii) Umuganda Policy

According to the policy, participation in Umuganda is obligatory to every Rwandan between the ages of 18 and 65.² It is expected that through Umuganda citizens are empowered through citizen participation and community members take ownership of local development initiatives and process.

¹

² MINALOC. 2016. Review of umuganda policy and strategy, Page 12.

Umuganda policy and strategy was reviewed in 2016, with the aim to enhance community engagement and bring in innovative approaches that include the utilization of specialized know-how of persons with technical skills and the mobilization of specialized institutions as part of efforts for diversifying Umuganda activities within communities

(iii) Service Delivery Policy

Enhancing the quality of service delivery has become a major objective of public institutions in many countries (Mkhonta 2007:12)³. To attain the quality of life Rwandans desire in the year 2050, high standards of service delivery becomes a key necessity in all sectors.

The Rwanda Governance Scorecard indicates that, the quality of service delivery is one of the least performing governance indicators in Rwanda, scoring at 66.21% in 2010, 70.44% in 2012, at 72.00% in 2014 and at 72.9% in 2016.⁴

To fill in the gaps in service delivery at all levels, the Government of Rwanda came up with initiatives to guide service delivery improvements. The most common initiatives used to guide service delivery practice in Rwanda include: citizens' charters, Service Level Agreements, Service level standards and quality standards, Citizen Satisfaction Measurements (CRC and RGS), and Service Delivery Campaigns ("Na Yombi" and "Nkuwikorera").

Furthermore, to improve the Legal and regulatory framework for service delivery, a national policy on service delivery was elaborated and put in place. The overall objective of this policy is to promote quality services that address the needs and respects the rights of service recipients⁵.

(iv) Home Grown Solutions Policy

Home Grown Solutions (HGSs) are derived from the Rwandan cultural values, but blended with modern innovations that help to contextualize and adapt them to the current conditions. The most celebrated HGSs include Umuganda, Gacaca, Abunzi, Imihigo, Ubudehe, Itorero & Ingando, Umushyikirano, Umwiherero, and Girinka. HGSs

³ Mkhonta, P. 2007. Local government in Swaziland: requirements for competent administration in urban areas. Unpublished thesis. Pretoria: University of Pretoria.

⁴ RGB. 2016. Rwanda Governance Scorecard (RGS).

⁵ RGB. 2017. National Policy on Service Delivery

have to a large extent contributed to Rwanda's progress in the domains such as socio-economic, justice, governance and participatory democracy, to name but a few⁶.

Taking into consideration the significant achievements recorded from HGSs, there was a need to put in place a number of mechanisms to ensure a coordinated management of HGSs. Therefore, a Home Grown Solutions policy was formulated to enhance effective management and sustainability of HGSs. The policy aimed at strengthening the management systems of HGSs to ensure development and sustainability of HGSs for the benefit of the citizens.

1.4.8. The Role of Local Government

According to the above National decentralization Policy, the following roles and responsibilities have been defined:

- The Central Government has the responsibility to formulate the Policies and regulations, mobilize resources for development programs, monitor their implementation and organize capacity development for all actors at central and local levels
- The Local Governments are tasked with an implementation role. In this regard, the main entity of Local government, the District, has a developmental mandate, while the Sub-District levels (the sector and the cells) are responsible for delivering the services to the citizens.

The main thrust of the policy is to set up a more effective and efficient state, create a sensitive and responsive decentralized administration, promote a culture of peaceful co-existence and solidarity, and to strengthen transparency and participation of the population in the governance of their country.

This delimitation of roles and responsibilities constitutes an important framework for operational intergovernmental relations. It forms the basis for clarifying the outcomes of the joint work between the two spheres of government, the responsibilities over the implementation and the resources and for the oversight and follow-up mechanisms.

In practical terms, this framework shows that sustainable economic development and service delivery is only possible if there exists strong partnerships between the two layers (in terms of policy making, planning and implementation), if each level of

⁶ Government of Rwanda. Home Grown Solutions Policy and its implementation Strategy, March 2017

administration fulfills its responsibility to provide capacity and technical support to the lower level, and if at all levels the state work closely in partnership with the private sector and other non-state actors.

The existence of local government has always been defended on the basis that it is a crucial aspect of the process of democratization and intensification of mass participation in the decision-making process. Direct or indirect public participation and decision making is an imperative for democratic local government. Elected representatives or councilors (with their technical staff) must be sensitive to public problems and needs, feel responsible for satisfying those needs and problems and realize their accountability to the public. This calls for frequent interaction between councilors and the electorate.

Local government enhances participation of citizens in two ways. First in involving them in local processes leading to priority setting, planning and budgeting. A study conducted by CLADHO (CLADH, 2021) underlined that, with regard to the concept of participation, three dimensions of participation emerged from respondents' perspectives. These are: collaborative (working together with others), substantive (giving ideas and proposals in meetings) and contributive (participation as cost-sharing, in the forms of physical or/and financial contributions).

Second, citizens have contribute to the implementation of nationally defined government programmes. This is done, for instance, by directly involving the citizens in:

- Categorization of poverty categories under Ubudehe programme
- Selection of beneficiaries of various programs, such as GIRINKA, VUP (in its 3 components)
- Participation in various local committees (user committees in WASH, community policing committees, ...)
- Identification of beneficiaries of donor-supported plans, schemes and programs



Points to remember

- Citizen Participation is an imperative feature for good governance supported by many laws and policies in Rwanda

- Among the most important texts are: the Constitution of the Republic of Rwanda, the National Decentralization Policy, the Community Development Policy and the policies regulating home grown initiatives (Umuganda, ...)

The role devolved to local government, in addition to providing services to their constituents, is to represent and involve citizens in determining specific local public needs and how these local needs can

II. Topic 2 - Mechanisms and platforms for inclusive participation



Illustr.... Citizens Assembly

2.1. Introduction

Inclusive citizen participation promotes the right of all citizens to participate, including the most vulnerable and the marginalized groups. It entails proactively using multiple mechanisms to reach out to and provide a safe space for all citizens, including those from traditionally marginalized groups and voices that are seldom heard, without discrimination on any basis including gender, disability, age, or poverty status. Inclusive citizen participation also recognizes that different participation channels may be more appropriate for different stakeholder groups, and considers public inputs objectively and irrespective of their source.

Many countries have developed mechanisms and initiatives to promote inclusive citizen participation. These include participation in budgeting processes, climate change and

environmental protection programmes, and participation in policymaking. Inclusive citizen participation produces better decisions and outcomes (OSCE, 2013 p 5).

There exists a number of principles for inclusive participation. They include: an empowered citizenry with skills and knowledge to participate; laws, regulations, and policies that enable participation; commitment to genuine inclusive participation by the government and citizens; identification, understanding, and involvement of all relevant stakeholders, particularly marginalized and vulnerable groups; a well-planned process; a transparent government; and trust between government and citizens (The Hague Academy for Local Governance, 2018, para 5).

2.2. Learning Objectives

This session will help the local leaders to label correctly the major mechanisms at their disposal to engage their constituents and to ensure they participate meaningfully in various socio-economic development programs.

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2.3. Learning methodology

This session will use different methods of training, particularly presentations from the facilitator, group discussions, brainstorming, case studies and participant's presentations.

2.4. Topic Content

There are different mechanisms that promote inclusive citizen participation. These mechanisms include spaces created by the government, such as community assemblies (inteko z'abaturage), community work (umuganda), and parents' evening forum (umugoroba w'ababyeyi), among others.

The will of the Rwandan government to promote inclusive citizen participation is reflected in the policies and mechanisms that are in place. Citizen participation is broadly defined in Articles 17, 27, and 48 of the constitution. Policies such as Vision 2020, the National Strategy for Transformation -NST1, and the National Decentralization Policy, enhance citizen participation. Home-grown solutions such as imihigo (performance

contracts), ubudehe (social-economic status categorization system, and umuganda (community works), among others, aim to promote citizen participation in the development of the country. In addition, the Joint Action Development Forum (JADF) is established “to facilitate and promote full participation of citizens and stakeholders in the decentralized and participatory governance and improve service provision processes with representatives from the public sector, private sector, and civil society” (RGB, 2009, p. 9).

2.4.1. Community meetings.

Community meetings can be formal or informal, and can be initiated by the local government or citizens. Examples of community meetings include public forums, public hearings, focus groups for sharing information, and other similar meetings.

In Rwanda, community meetings have been effective as a means of disseminating information on government programmes and community development projects. Citizens use community meetings to voice their needs and concerns. Local leaders also use community meetings as a channel to provide feedback on projects, and to engage citizens in decision-making.

Various platforms are used to facilitate community meetings. These include: community assemblies (inteko z’abaturage), community works (umuganda), meetings organised by local leaders, parents evening forums (umugoroba w’ababyeyi), sector working group forums, and the JADF. The most preferred and used channels by citizens for direct citizen participation are inteko z’abaturage, umuganda, and umugoroba w’ababyeyi (Rwanda Association of Local Government Authorities [RALGA], 2017, p. 12). Of these, the community assembly is the most preferred and used channel by both citizens and local leaders, mainly because there is adequate time for discussion and citizens can freely debate issues and express their concerns (RALGA, 2017, p. 12).

2.4.2. Civil society initiatives and the Community score card.

The community score card (CSC) is an effective way to monitor and evaluate service delivery. It is a social accountability tool that brings together citizens, service providers, and local government to deliberate and improve the access of community members to

services (Norwegian People's Aid [NPA], 2019, p. 13). CSCs provide citizens with the opportunity to participate in development and policymaking processes. It is a two-way and ongoing participatory tool for assessment, planning, monitoring, and evaluation of services. CSCs improve efficiency, policy effectiveness, accountability, and participation in decentralized levels of administration (NAR, 2018, p. 44).

CSCs allow citizens to participate in decision-making, call for transparency and accountability, and enable improvement in the quality of service delivery (Van Zyl, 2014, p. 248). CARE Rwanda further asserts that CSCs increase participation, accountability, and transparency between service users, providers, and decision makers. In Rwanda, CSCs are lauded for promoting citizen engagement and accountability among leaders. A study conducted by NAR shows that CSCs contribute to a citizen-centered approach, and promote responsive leaders (NAR, 2018, p. 44–45). The CSC has been greatly appreciated by local authorities, and in districts where the CSCs have been implemented, improvements are noted in service delivery. For example, CARE Rwanda facilitated the implementation of the CSC in Gisagara district, which subsequently was ranked first in a national campaign to identify best practices in the fight against corruption, injustice, and the promotion of good governance (CARE Rwanda, 2019). As a result, the Rwanda Governance Board (RGB) awarded a Governance Award to the district in 2013 (CARE Rwanda, 2019). Moreover, in a project implemented by NPA in eight districts, the far-reaching successes of the CSC have resulted in its integration into government-created spaces, with more than 78,000 people participating in the process (NPA, 2019, p. 13). To ensure sustainability aimed at connecting citizens to the local government planning process, the CSC takes place during the Cell assemblies' meeting (Inteko z'abaturage).

2.4.3. Media.

The media plays a fundamental role in educating citizens and disseminating information. The mass media in Rwanda has been pivotal in disseminating information about government policies and programmes, and social and economic issues. Access to information allows citizens to form opinions, gain knowledge and information, and meaningfully participate in policymaking. From time to time, the Government, mainly

through local leaders, use media to provide feedback on government policies and programmes.

Currently, there are 34 radio stations and 21 television channels in Rwanda (Rwanda Utilities Regulatory Authority (RURA, 2019). The media in Rwanda has increasingly provided citizens with a forum to participate in governance, though there is room for improvement (NAR, 2016, p. iv). Community radios are critical in providing vital information to citizens, and contribute to development, and peace and reconciliation in Rwanda (United Nations Educational, Scientific and Cultural Organization [UNESCO], 2018, para 9).

As Davies & Simon (2012, p.10) report, scholars have pointed out that people who live in more socially mobilized communities, or in communities with strong social networks or social capital, easily acquire civic skills that are needed to engage in debates of public issues, and to become more engaged in public affairs. Though the media has played a major role in sensitizing citizens, it has failed to reach remote areas, and to serve as a powerful interface between the state and society. Radio stations in Rwanda need support to develop locally relevant content; they often ignore in-depth investigation of various topics of interest, and focus instead on entertainment, sports, and other broadcasts that do not require investigative journalism (UNESCO, 2018).

The advent of social media has resulted in more and more people using platforms such as Facebook, Twitter, Youtube and others. Social media has emerged as an important tool for citizen participation and engagement (Edosomwan et al., 2011, p. 2). Presently, Rwanda has 9 million mobile telephone subscribers, 6,234,520 internet subscribers, and an internet penetration rate that stands at 51.6% (RURA, 2019, p. iv). The relatively low internet penetration rate impedes use of social media, however, which is dependent on internet access.

2.4.4. ICT and Citizen Participation

The rapid development of the use of new information and communication technologies (ICT) has opened new opportunities in the area of public service delivery to the citizens and in informing and communicating to with the citizens and, consequently, for enhancing their participation in governance and development processes.

For local governments in particular, there is a multitude of benefits to be gained from the use of ICTs for improving their day-to-day relations with citizens.

First, utilizing the internet and the World Wide Web (all the districts currently possess a website), for delivering public information and services, increases citizen involvement in the process of governance, by introducing new voices to the dialogue through online discussion groups, thus expanding outreach and influence.

Second, the public sector use of the most innovative information and communication technologies, like the internet, to deliver to all citizens rapid and improved services, reliable information and greater knowledge in order to facilitate access to the administration and encourage deeper citizen participation.

Last, but not least, local governments in Rwanda can now deliver online services across all sectors, using the IREMBO government portal. While the GoR ambitions to achieve a 100% of online services rate by 2024, the local administrations must strive to assist their constituents in creating the driving factors of digital literacy, affordability of the internet cost and facilitating mobile and internet penetration into the most remote rural areas.

2.4.5. Citizen Representatives: councilors.

One way to involve citizens is through the work of their representatives. The roles of citizen representatives include: representation of citizen interests, information dissemination, providing feedback on concerns raised by citizens, facilitating discussion on citizen concerns and government projects, being accountable to the community, and representing the views of citizens.

The inama njyanama (local council) is composed of elected representatives. Local citizens participate indirectly in local decision-making processes through the local councils. The local councils have been instrumental in many areas of activity, including reviewing and approving action plans, and imihigo and district budgets (NAR, 2016, p. v). The Rwanda Governance Board (2018, p. 20) reveals an increase of the level of satisfaction of both local councilors (58.9% up to 77.2%) and constituents (29.3% up to 42.0%) when it comes to citizen participation in defining their priorities and preferences.

This improvement is due to the use of a number of existing participation platforms by councilors; for example, parents evening forums, community assemblies, and community

works (Murasi, 2018). Despite the improvement in satisfaction levels, the inama njyanama is criticized for failing to regularly consult citizens about their concerns, and failing to provide feedback where it is needed (NAR, 2016, p. v). Furthermore, some councilors reside far away from their respective districts, sometimes do not attend council meetings, and do not have time to learn about the priorities of the population they represent (Transparency International Rwanda, 2013, p. 40)

2.4.6. Community Mobilization forums and platforms across various sectors

Since the inception of the decentralization process, there exists many mechanisms, forums and platforms promoted by various government institutions and agencies, which constitute interesting channels for engagement of the citizens, allowing citizens at grassroots level to participate in decision-making and to easily benefit from service delivery. These are: community health workers, para-social workers (abafashamyumvire/ agents of change), agriculture mobilizers, youth volunteers, members of parents' evenings committees, friends of the family, and many other committees (NYC, NWC, NCDP) and groups operating at every administrative level, starting from Umudugudu and even at the level of Isibo. They also include saving schemes (ibimina), faith-based community organization, cooperatives, associations.... The number of such "actors/agents" in each Umudugudu may reach up to 150, which is an impressive number upon which a mobilization strategy may be built to engage citizens and encourage their involvement in various programs.



Points to remember

- Mechanisms for inclusive direct citizen participation include: community meetings, initiatives and tools such as the community score card currently being implemented in many districts,
- The media and ICT play an important and significant role in strengthening the relationships between the local government and the citizens
- Mechanisms for indirect citizen participation include elected councilors (at all levels of local administration) and representatives of specific organs, such as the NWC, the NYC, and the NCPD
- Citizen participation is also eased by the presence of many community level forums and platforms including community health workers, para-social workers, youth volunteers, etc...
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III. Topic 3 - Factors limiting effective participation



Illustr.... Workload in local governments

3.1. Introduction

Building capacity requires knowledge about existing and pressing needs. Local leaders fail to utilize such knowledge, however, because of challenges in engaging with citizens to learn about their needs, challenges, and perspectives pertaining to government programmes.

The main challenges to local government capacity building interventions are: uncoordinated interventions, supply driven interventions, multi-faceted and often conflicting approaches, a plethora of uncoordinated funding mechanisms, and local government challenges to attract, recruit, and retain a critical mass of technical and professional personnel (RALGA, 2013 p. 44). Challenges that seem to hamper the effectiveness of mechanisms meant to spearhead citizen participation include: a long-standing culture of centralism and a culture of obedience, communication gaps among

citizens and their elected representatives, gaps in local versus central government planning and coordination, and gaps in women's and other specific groups' participation (NAR, 2016). Other factors, such as the illiteracy of citizens, lack of time, lack of sensitization, and lack of mobilization might limit the practicability of direct citizen participation in local governance (RALGA, 2017, p. 12)

3.2. Learning Objectives

This course has the following objectives:

- To support the local leaders in formulating a holistic approach to identifying problems, formulating solutions, and adapting to change
- To assist them to learn about the common mistakes of, and obstacles to, defining priorities and achieving set goals, and how to avoid or overcome them
- To assess and identify problems and capacity gaps and other challenges, that may hamper their work of engaging citizens and formulating adequate solutions to improve the situation.

3.3. Learning methodology

Different methods of training will be used, such as power point presentations from the trainer, exercises and/or assignments for individuals and in group discussions, brainstorming, case studies and participant's presentations.

3.4. Topic Content

Among the most cited factors limiting participation, this session has retained the following:

3.4.1. Inadequate and limited resources in the LGs.

Adequate financial resources are required for local leaders to respond to citizen needs and concerns; hence, the lack of institutional financial capacity hinders effective response to citizen concerns. Participation is a costly endeavour in terms of logistics, time, and the limited resources at the sector, cell, and village levels affect genuine efforts to actively engage citizens (NAR, 2018, p. 40).

3.4.2. Limited collaboration between executive bodies, staff and elected councilors.

The major challenges regarding collaboration between executive committee staff and councillors include centralism and a top-down approach to governance. Mayors and executive secretaries describe their role in terms of merely implementing national policies and district resolutions (NAR, 2016, p. iv).

There is also a lack of smooth collaboration between and among councils (Inama Njyanama) at different levels; for example, council members at the sector level are not use nor required to exchange information with their counterparts at the district level, and decisions at the sector level do not necessarily inform those taken at the district level (NAR, 2016, p. v).

Lack of consultation and power asymmetries in relations between the elected council and local executive officials in the planning process (including in Imihigo) result in district councillors failing to make any meaningful inputs. District councils are consulted at a later stage, when plans are almost finalised, making it difficult if not impossible for them to question anything or influence changes in the best interest of the public that they are elected to represent (NAR, 2018, p. iv).

3.4.3. Heavy workloads.

At the institutional level, more responsibilities have been devolved to local governments without corresponding adjustments in organisational structures or staff numbers. As a result, there has been an enormous increase in operations and responsibilities, yet the increased responsibilities have not been matched with adjustments in local government organisational structures and staff numbers (MINALOC, 2012, p. 15). Similarly, the lower-level structures (sectors, cell, and village structures) are understaffed. Even though structures with personnel positions were put in place, sectors remain understaffed. Though the cell and the village structures provide services much closer to the citizens, they are also weak and unable to effectively fulfil their service delivery responsibilities (MINALOC, 2012, p. 15).

3.4.4. Lack of time for meeting and interaction with citizens.

Nonetheless, local leaders need to devote time to consulting citizens. Citizens complain about members of councils (and MPs) who do not make time to engage citizens (NAR, 2016). Various studies (NAR, 2018; CLADHO 2021) and research reports show persisting communication gaps between the elected councils and citizens of their constituencies. Satisfaction towards the possibility of influencing planning through elected councilors is very low. The same applies to the representatives of so called “specific” organs, namely the National Women Council, the National Youth Councils and the Council for People with Disability. This can also be explained by existence of capacity gaps, limited knowledge of participatory approaches among elected representatives, especially in budgeting processes, which constitutes a key constraint local leaders (especially at cell level and sector level) face when trying to engage citizens.

3.4.5. Limited knowledge of participatory approaches in citizen engagement.

Participatory approaches in citizen engagement promote increased citizen awareness of their rights and responsibilities. Using participatory methods assists local leaders in being more responsive to citizen concerns. Participatory approaches require well-designed strategies, without which they can run into bureaucratic and political challenges (Khan, 2019). When it comes to citizen engagement, citizens can provide input, but the decision-making process is largely unknown to citizens, as is how decision makers respond to these contributions. Participation should also ensure that underprivileged groups fully participate and influence outcomes; otherwise, it will not serve their needs, but further buttress exclusion (Khan, 2019, p.35).

Limited knowledge of participatory approaches hinders effective citizen engagement. For example, citizens should engage in participatory budgeting processes from at least the cell level; yet, low-level councillors may lack the capacity to participate in a particular field of budgeting (NAR, 2016). Participatory budgeting involves citizens in deciding how public money is spent, empowering citizens to scrutinise and monitor the budget so that it reflects their needs (Local Government Association, 2020, para 1). This can only be done, however, if the process is inclusive, democratic, informative, and meaningful (Khan, 2019).

3.4.6. Poor leadership skills.

The tradition of centralism is still manifest in the attitudes and practices of both local government leaders and citizens (NAR, 2016, p. iv). NAR research further shows that some local leaders do not involve citizens in decision-making, are not confident enough to take the initiative to solve citizen concerns, use authoritative language that inhibits participation, and sometimes impose their will over that of citizens (NAR, 2016, p. iv). Hence, there is no genuine response to citizen needs.

3.4.7. Dependency mind-set of citizens.

Dependency is also a factor that may hinder responsiveness to citizen concerns. Citizens believe that government in general, and local leaders and councilors in particular, are better able to define and address their needs (RALGA, 2017, p. 13). RALGA (2017) therefore recommends education and socialization, entrenching a culture of participation in decision-making among Rwandans, enhancing communication between local leaders and citizens, and regular meetings between local leaders and citizens in order to discuss the real needs, views, and priorities of citizens.

The culture of dependency on their leaders is entrenched in Rwandan society. As a NAR study shows, Rwandans are raised in situations in which their leaders always know what is good for them, instead of asking them to voice their needs; hence, citizens are passive bystanders who blindly follow their leaders (NAR, 2016, p. iv).

3.4.8. Illiteracy and lack of skills among citizens.

Citizens lack essential skills to effectively participate in local governance. In particular, they lack skills in active listening, and the confidence required for public scrutiny (NAR, 2018, p. 39). NAR research also shows that there is a general feeling among local officials that citizens lack the required level of competence to participate in local government decision-making processes, especially those from rural and remote areas. Furthermore, citizens in categories 1 and 2 of ubudehe have little, if any, awareness of their rights and duties because of general low levels of literacy (NAR, 2018). This point is buttressed by the RALGA (2017, p. 13) assertion that because of low levels of literacy and the culture of

centralism, citizens think that participating in issues affecting their daily lives is not necessary. Citizens without the minimum skills required to participate keep silent even though they are encouraged to voice their concerns and needs, especially marginalised groups and those in rural areas.

The above challenges are not presented to discourage leaders or to justify any tendency to avoid involving citizens. To the contrary, the intention is to underline the need for local leaders to clearly understand the context and to strive to overcome as many as possible those challenges through:

- Civic education
- Public awareness campaigns
- Communication strategies
- Networking and building partnerships
- Improving own managerial and leadership skills
- Taking advantage of the good political will and favorable policy environment to operationalize the created mechanisms and platforms



Points to remember

Factors which hamper the work of local leaders to engage and involve citizens include, but not limited to:

- ✦ Weak and inadequate collaboration between elected councilors and the executive bodies
- ✦ pressure and increasing demands from the State and the citizens
- ✦ limited knowledge of participatory approaches in citizen engagement
- ✦ poor leadership skills
- ✦ persistence of dependency mindset among citizens

B. Unit 2 - Governance and Leadership for Citizen Participation

Topics

- 1.1. Citizen-Centered Governance
- 1.2. Participatory Governance tools, approaches and methods
- 1.3. Leadership Styles and Citizen Participation
- 1.4. Prioritization and Time Management

Unit Descriptor:

This Unit reviews the concept of citizen participatory governance or citizen participation in public policy-making, a new mode of institutional arrangement increasingly a requirement in Rwanda. The governance of citizen participation may take different forms, and past studies used different terms in describing the concept. This unit takes a brief look at various forms of citizen participation (citizen participation in planning, budgeting and monitoring, Rwanda indigenous initiatives of participation.....) and explains the concepts of tools and approaches introduced in Rwanda and the what is required from leaders in terms of leadership skills to fully take advantage of those approaches

Citizen-centered governance means that institutions and processes are open and transparent, informed by citizens' views, and address peoples' needs. A citizen-centered governance roadmap focuses on creating the enabling environment for responsive, responsible, and accountable government. This includes supporting reforms that allow for greater democratic participation, decentralized public management, and the provision of citizen-friendly official information.



Fig. 1. Participatory Planning

Participant's self-assessment

My experience / competences / Skills	I don't have any experience doing this.	I know a little about this.	I have some experience doing this.	I have a lot of experience with this.	I am confident in my ability to do this.
Recognize home grown initiatives facilitating citizen participation					
Illustrate platforms and forums for participation at the national level					
Identify most common leadership styles for engaging local communities					

My experience / competences / Skills	I don't have any experience doing this.	I know a little about this.	I have some experience doing this.	I have a lot of experience with this.	I am confident in my ability to do this.
Summarize most common tools for activity prioritization					

IV. Topic 4 - Citizen-centered Governance

4.1. Introduction

Citizen-centered governance means that institutions and processes are open and transparent, informed by citizens' views, and address peoples' needs. A citizen-centered governance roadmap focuses on creating the enabling environment for responsive, responsible, and accountable government. This includes supporting reforms that allow for greater democratic participation, decentralized public management, and the provision of citizen-friendly official information

Citizen-centered governance involves new ways of enabling local people, working with statutory and other agencies, to decide how public services can improve their quality of life. It is built on the relationship between governance structures and the engagement of citizens, service users and the voluntary and community organizations, with the aim of identifying lessons for policy and practice. Citizen-centered governance addresses one of the fundamental challenges for the governance of communities – how to create flexible and effective local administrations for delivering public services that also reflect the values of local democracy. Its purpose is to explore the different ways in which new systems of governance have been designed to enable more participative decision-making

4.2. Learning objectives:

At the end of the topic, participants will get a clear and precise understanding of the citizen-centered governance concept and approaches and the applicability of its principles in their daily working

4.3. Learning methodology:

Participant-centered approach to explore and build on participants' knowledge and experience. Sharing of Rwanda's governance vision, achievement and challenges, and a collaboratively determine issues for analysis and improvement. A variety of methodologies, such as exercises, games, and role plays to be used to illustrate how leaders understand, adapt, and monitor key governance concepts, responsibilities and approaches

4.4. Topic Content

4.4.1. Key features of the citizen-centered governance

Citizen-centered governance has a considerable potential to enable new ways of engaging people in decisions that affect their lives and those of their neighborhoods. A key feature of the CC governance approach is the engagement of citizens, users and voluntary and community organizations in consultation arenas and as part of the decision-making process.

Citizen-centered governance introduces and puts a strong emphasis on the concepts of local knowledge and local representation

The idea of *local knowledge* is that citizens and users have expertise to contribute to the formulation of policy, and the design and delivery of services. Participation in governance focuses attention on the distinctive knowledge that citizens and users can legitimately offer to decision-making, complementing professional knowledge.

Local knowledge is about citizens and service users contributing knowledge based on their own experience. Local knowledge offers an understanding of what is important and how things work in a particular area or service. Citizens bring knowledge of the issues, needs and priorities in a local community. For example, users have detailed insights into individual services and the way in which a series of services do or do not join up to meet specific needs. These specific insights contrast with professional knowledge that is more concerned with general ideas of how things should be done.

From a local knowledge perspective, engagement in governance involves creating understandings through open, informal and deliberative relationships between citizens and local leaders and professionals. It is assumed that this process will benefit all parties.

Local representation emphasizes how participation in governance can make decision-making more democratic. Engagement in governance is about representing the views of particular local constituencies into the decision-making process through formal mechanisms such as partnership or various local committees.

The expectation is that such representatives are able to speak for a particular group or constituency and this will give greater legitimacy to the decisions taken. They are also in a position to ensure greater accountability to key stakeholders. Considerable attention is given to who takes part in terms of the extent to which they can legitimately be seen to 'represent' those they speak for

The main characteristics of the local governance of public services under a citizen-centered governance approach are the following:

- A focus on issue- and locality-based approaches, with local partnerships across stakeholders providing a means of developing shared solutions to interconnected local decision making and policy problems.
- An emphasis on engaging service users, residents, citizens and other stakeholders in the process of governance.
- A renewed focus on citizen choice and a desire to diversify the governance of service delivery to enhance this.
- The central specification of policy objectives and outcome targets to which local partnerships must respond. Linked to this is an emphasis on performance management, evidence-driven policy-making and evaluation.

4.4.2. The principles of citizen-centered governance

Citizen Centered governance principles embody what the community wants public services to be, focused on the needs of citizens, with citizens who are engaged and

involved in the development of services and who receive services which are efficient, effective and innovative in their design and implementation.

The principles are:

- *Putting the citizen first* - Putting the citizen at the heart of everything and focusing on their needs and experiences; making the organization's purpose the delivery of a high quality service
- *Knowing who does what and why and Engaging with other stakeholders* – working in constructive partnerships to deliver the best outcome for the citizen
- *Living public sector ethical values* – being a value-driven organization, rooted in principles and high standards of public life and behavior, including openness, customer service standards, diversity and engaged leadership
- *Fostering innovative delivery* – being creative and innovative in the delivery of public services
- *Setting a system to monitor* the quality of services and to get feedback from the beneficiaries, and take action for redress when necessary

Assignment



Self-assessment

Q. What may hamper effective citizen-centred service delivery in your area? At all levels?



Points to remember

Citizen-centered governance means that institutions and processes are open and transparent, informed by citizen's views and address people need. A citizen-centered governance agenda has to abide by the following principles:

- ▶ Putting the citizen first
- ▶ Knowing and engaging all stakeholders
- ▶ Living public sector ethical values
- ▶ being creative and innovative in the delivery of public services

- Setting a system to monitor , with involvement of service users and beneficiaries

V. Topic 5 - Participatory governance tools, approaches and methods



Illustr... Participation in Umuganda

5.1. Introduction

Participatory governance focuses on deepening democratic engagement through the participation of citizens in the processes of governance with the state. It also denotes forms of governance in which non-governmental actors (usually ‘citizens’) are empowered to use the resources of the State to make decisions about matters that directly concern them. Furthermore, it consists of state-sanctioned institutional processes that allow citizens to exercise voice and vote, which then results in the implementation of public policies that produce some sort of changes in citizens’ lives.

5.2. Learning Objectives

This course will help participants to: be familiar and able to understand participatory governance through dialogue, participation and empowerment, typology of participation, participatory governance tools, home-grown participatory tools and approaches and standard versus tailor-made participatory governance tools and approaches

5.3. Learning methodology

Different methods of training will be used such as power point presentations from the facilitator, games and drills, exercises and/or assignments for individuals and in group discussions, brainstorming, case studies and participant's presentations.

5.4. Topic Content

5.4.1. Participatory Governance and typology of participation

Governance is qualified as good governance when it encompasses values and attributes of responsiveness, inclusiveness, participation, integrity, accountability and fairness. It should also be characterized by an efficient and effective public sector, legitimacy [government should have the consent of the governed], competence [effective policymaking, implementation and service delivery], information and education, political empowerment of people, equity and sustainability" (Never Again Rwanda and Interpeace, 2016).

Participatory governance is seen as a subset of good governance. It consists of state sanctioned institutional processes that provide effective avenues to citizens to exercise their rights to voice their ideas, to vote constantly, directly and indirectly, and to contribute to the formulation and implementation of public policies and programs, which in turn, produce substantial changes in their lives (Never Again Rwanda and Interpeace, 2016).

5.4.2. Participatory governance tools

The Participatory governance tools in Rwanda are discussed below:

(i) Performance contracts (Imihigo)

Traditionally Imihigo were contracts or agreements between warriors and the king to bring success in terms of conquest and spoils of war. As the declarations were made public in the presence of peers, the warriors had to do everything possible to bring success home in order not to lose respect and to escape possible punishment from the King. As such, success was met with rewards and conquering heroes were praised in songs and poems.

Today's Imihigo is a public commitment to achieve particular targets in any public office. And this has been institutionalised in particular at district level. Thus leaders at various levels annually commit themselves to achieving development goals. For the district mayors and ministers, the performance contract is signed between them and the President of the Republic. When they sign Imihigo, the mayors commit themselves to such activities as construction of health centres and roads, provision of electricity to local people, safe water and better performance in schools. Imihigo Day has become an accountability forum where public officials are held accountable to the public in terms of service delivery and the best performing mayors are recognised and rewarded. Thus Imihigo is a yardstick for good governance.

(ii) Joint Action Development Forum (JADF)

The Joint Action Development Forum is a multi-stakeholder platform that was put in place to facilitate and promote full participation of citizens in decentralised and participatory governance to improve service provision process. It has representative from the public sector, private sector and the civil society. The JADF builds on the traditional values of solidarity and mutual support towards a common agenda of insuring social welfare. It applies the tradition of providing assistance in any activity or pressing that cannot be handled without community participation. The JADF exploits positive aspects of cultural heritage which have proven their worth in community development. Traditional practices that were used to engage people individually in the past are replicated at the institutional level by the JADF after combining them with modern

participatory concepts, such as creating space for inclusive dialogue, synergy and accountability, establishing a shared agenda of development in the district and determining outcomes for monitoring and peer review.

(iii) National Dialogue Council (NDC) Umushyikirano:

The National Dialogue Council (NDC) known as Umushyikirano was established by the 2003 Rwanda Constitution in its Article 168. It is a home-grown annual event chaired by the President of the Republic. It brings together representatives of the local councils, civil society and other members of the Rwandan community to debate on issues relating to the state of the nation, the state of local government and national unity. The National Dialogue Council meeting serves as platform for the entire nation to share ideas that will contribute to finding solutions to the existing challenges through the direct participation of citizens. It is broadcast live to encourage direct participation by all citizens at home and abroad.

(iv) National Leadership Retreat

The National Leadership Retreat is an annual meeting that brings together senior leaders from government and the private sector. It is intended to review progress in specific areas in governance and the economy, highlighted in the previous retreat and to set the agenda for the forthcoming year. This is an occasion that is regarded as a performance audit where leaders are held accountable to their peers and the citizens.

(v) Itorero

Itorero is the traditional leadership development institution. In pre-colonial Rwanda, males in Itorero would be taught values like nationalism, patriotism, hard work and honesty and integrity for a unified Rwanda. All this made young Rwandans understand and appreciate their society and be ready to serve it in any capacity and at any time as the need arose. Today Itorero is open to all Rwandans irrespective of gender.

In 2007, the tradition of Itorero was revived to train citizens, especially leaders, in what it means to be Rwandan and to equip them to lead others.

5.4.3. Home Grown Initiatives

The “Home Grown Initiatives” (HGI) refer to initiatives “taken in Rwanda” in the post-genocide context. These were thought to be context-specific and capable of weaving appropriate solutions to complex challenges. They include One Cow per poor family (Girinka Munyarwanda), Umuganda, (People’s participation in identifying problems and solutions (Ubudehe), Vision 2020 Umurenge Programme (VUP), Agaciro Development Fund (AgDF), Gacaca courts and Community mediators (Abunzi).

It should be noted that these home-grown initiatives have strongly cemented people’s participation in the management, reconstruction and development of their country (Ndahiro, Rwagatare and Nkusi, 2015).

Undoubtedly, Umuganda constitutes one of the most important and most known home grown mechanism that fosters Rwandan citizens’ participation in their local development

(vi) Umuganda

In a traditional Rwanda, members of a community would meet and support one of their members in building a house, digging a garden or working on any community project. That is *Umuganda* in the traditional set-up. It would not only forge a very strong bond of unity among community members but also help them overcome certain challenges.

It is from that background that *Umuganda* resurfaced and was adapted to today’s context. Every last Saturday of the month, everyone, regardless of social status or gender comes together to participate in a five hour community program. Most activities in Umuganda country wide are linked with environmental protection. People participate in cleaning streets, cutting grass, trimming bushes alongside the roads, planting trees and repairing public buildings, dig rain water trenches, clean roads, streets and slash grass in their surroundings or build houses for their vulnerable children. Through *Umuganda*, hundreds of classrooms, health centres, and local government offices have been constructed.

Umuganda strengthens cohesion between persons of different backgrounds and provides to the community an opportunity to articulate their needs and express their

opinions on various issues. As well, Umuganda contributes to Unity and reconciliation through conflict arbitration between community and members.

After community works, participants hold a meeting and are informed of the results, discuss different issues on the agenda and decide where next community works shall take place and activities to be performed. Through community works the local administration is provided forum to interact with the population.

Umuganda is also an egalitarian exercise. Ordinary men and women, senior government officials, the president himself and sometimes high ranking dignitaries on state visits work together, shoulder-to-shoulder with the ordinary folk. In time, it might even be one of Rwanda's exports as Rwandans on various peacekeeping missions across the world introduce it where they serve, like they have done in Darfur.

(vii) Citizens Assemblies - Inteko z' Abaturage

Since the adoption of decentralization in 2000, Rwanda's quest to find an appropriate governance model to deal with the enormous post-genocide challenges led to the restoration of "home grown solutions". Citizens' assemblies known as *Inteko z'Abaturage* were part of this process. *Inteko z' Abaturage* were initially established in 2010, following Ministerial Instruction N°002/07/01 of 20/05/2011, intended to guide decentralized entities to handle citizens' issues and complaints. Article 16 of this instruction states that "*Inteko z' Abaturage* are attended by Cell residents and leaders from various structures who should come to provide the citizens with advice and share ideas (MINALOC, 2011)". *Inteko z' Abaturage* constitute one of the three mechanisms put in place to examine and solve citizens' issues at the village level.

The meetings are weekly meetings used as a means of discussion and resolving issues within the community and involves representatives from the district, army, police and community members. The meetings have been institutionalized by a ministerial decree (MINALOC, 2017) and occur every Tuesday in all cells all over Rwanda.

(viii) Parents evening Forum- Umugoroba w'ababyeyi

Umugoroba w'Ababyeyi,' translated as 'Evening for Parents' is a time when parents from the same village sit together, discuss government policies, and social issues like gender issues, domestic violence, hygiene and domestic sanitation, nutrition, and family planning, and educate each other in general about different subjects for the sake of families' welfare. Begun in 2010, it started as 'Umugoroba w'Abagore' (Evening for Mothers) but was changed to include men, to highlight the important roles of both parents in family life.

Many studies and research findings reveal that Parents Evening Forum play an important role in social welfare and social cohesion of households. This role is characterized by the reduction of violence through the parent evening forum attendance, reduction of poverty through the promotion of saving and credit schemes, diminution of conflicts in families, reintegration of children who return to school and significant reduction of drop-out rates, decrease in domestic violence. In general, there is a strong evidence base that parent evening forums are playing a significant role in many places of the country, for improving social welfare and social cohesion of many households

5.4.4. Participatory Planning and Budgeting

Participatory planning and budgeting refer to the involvement of citizens in identifying local priorities, policies, programs, and projects that require allocation of resources. Participatory planning and budgeting provide the opportunity for people participation in the allocation of resources to priority social policies, and for them to monitor public spending and policy performance. As such, local constituents gain ownership of the policies/programs/projects for local development; thus, they are committed to support local government social policies and development initiatives.

In Rwanda, citizen participation in planning and budgeting is institutionalized through a number of legal and policy instruments, among which the analysis done in this study concentrates on the following: the National Decentralization Policy, the National Planning and Budgeting legal and regulatory instruments and the medium and long term development plans.

The Planning and Budgeting process in Rwanda includes tools and instruments which provide room for participation and engagement of citizens at various stages of the

process. Each year, the budgeting process starts by what is known as “Planning and budget call circular”. This instrument requires from local government to mandatorily include in the budget calendar, consultations with the citizens at all levels of governance structures. Under this framework, local government (City of Kigali and Districts) are requested to consult with Sector and Cell levels on the draft list of new projects to be proposed for funding in the FY under review and in subsequent years. An important element in this regard is to provide feedback on priorities of the Fiscal Year planning process.

In addition to the above mentioned Planning and Budgeting tools, the Ministry of Finance and Economic Planning publishes and disseminates the Citizen’s guide to the budget for every Fiscal Year. This has been the practice since 2009-2010. The preparation and dissemination of the Citizen Budget is in line with the principles of fiscal transparency and accountability which are part of the broader objective of the Government of Rwanda to enhance good governance. This is done in collaboration with CSOs, such as CLADHO in districts and UNICEF in schools.

The citizen’s guide is prepared and published to provide a summarized and simplified information on how government mobilizes and allocates resources among national priorities agreed during the planning process. The guide also provides feedback to the citizens on their ideas and contributions provided during the planning process through different community dialogues and platforms

Linking citizen participation to the LG planning and budgeting process, the framework recognizes the three levels (information, consultation, active participation), as channels for encouraging civic participation, and the process is being embedded in the national decentralization. While information describes a one-way relationship in which government disseminates information to citizens and other partners, consultation is a two-way relationship in which government seeks and receives the views of citizens and communities, active participation recognizes and acknowledges a role for citizen in proposing and/or shaping the content of plans and programs.

According to the Planning and Budgeting guidelines, the local government budget process begins with identification of priorities by citizens at the village level, where citizens are invited to discuss their needs and medium-term priorities to be advanced for consolidation during budget formulation (Minecofin, Citizen Budget Guide, 2014/2015). The agreed list of priorities is discussed by the Council at sector and district level to

determine the consolidated priorities that will for the District plan, to be later linked with the national and sectoral and incorporated in the national budget. It is not clear if the process includes a phase of providing feedback to the citizens on approved budgets, and on how to deal with rejected priorities.

5.4.5. Participatory Monitoring and Evaluation

Participatory monitoring & evaluation (PM&E) is a process through which stakeholders at various levels engage in monitoring or evaluating a particular project, program or policy, share control over the content, the process and the results of the monitoring and evaluation (M&E) activity and engage in taking or identifying corrective actions. PM&E focuses on the active engagement of primary stakeholders.

Participatory Monitoring and Evaluation is one of many approaches to ensure that the implementation of the different projects within the action plan — or smaller individual projects — leads to the expected outcomes. As with all other monitoring and evaluation elements, the process for PM&E has to be prepared prior to project implementation.

The stakeholder groups typically involved in a participatory M&E activity include: the end users of project goods and services, including both men and women at the community level; intermediary organisations, including NGOs; private sector businesses involved in the project; and government staff at all levels.

Conventionally, monitoring and evaluation has involved “experts” coming in to measure performance against pre-set indicators, using standardised procedures and tools. PM&E differs from more conventional approaches in that it seeks to engage key project stakeholders, starting from citizens, more actively in reflecting and assessing the progress of their project and in particular the achievement of results. A concrete example is when the construction of classrooms can be monitored and evaluated by members of the school parents’ committee.

The core principles of PM&E are:

- Local people are active participants — not just sources of information;
- Stakeholders evaluate, outsiders facilitate;

- Focus on building stakeholder capacity for analysis and problem-solving;
- Process builds commitment to implementing any recommended corrective actions.



Points to remember

- Participatory governance is a subset of good governance and implies that institutional and public processes provide avenue for citizens to express their views and contribute to implementation
- Participatory governance forums at national level: the National Dialogue Council, the National Leadership retreat
- Participatory governance platforms at local level: Joint Action development Forum, Citizens's assemblies, Itorero, Parents' evening forums
- Participatory governance tools: Imihigo, Umuganda

VI. Topic 6 - Leadership styles and citizen participation



Illustr..... Leading community members

6.1. Introduction

Local Government leaders need to possess the necessary leadership skills to support community engagement. Community engagement is defined in a context of partnership and reciprocity as a mutually beneficial and supportive exchange of knowledge and resources.

The link between the leadership style and citizen participation is quite obvious. Local governments are the most important level of government for their residents, because local elected leaders (with their executive counterparts) impact their constituents far more frequently than other levels of administration. For this reason, nurturing emerging and established local leaders with required leadership skills will help achieve more effective outcomes for a particular community.

Community engagement has been defined as “a process of interrelated actions through which residents express their common interest in the local society”. Community leadership is a specific form of the general concept of leadership. It is frequently based in place and so is local, although it can also represent a community of common interest, purpose or practice. It can be individual or group leadership, voluntary or paid. Community leadership has similar characteristics with opinion leadership, whereby leaders influence their networks and contacts, although they may not have any formal leadership role. Effective community leaders are characterized as change agents, individuals with the ability to mobilize others, create conditions and take initiative.⁷

6.2. Learning Objectives

At the end of this session, every participant should be familiar and able to understand the styles of leadership and culture, the five (5) continuums of leadership philosophy, their influence on community engagement and community cultural transformation

6.3. Learning methodology

Different methods of training will be used such as power point presentations from the facilitator, games and drills, exercises, individual assignments and in group discussions, brainstorming, case studies and participant’s presentations.

6.4. Topic Content

6.4.1. Leading self and leading others

Self-leadership is the practice of intentionally influencing your thinking, feeling and behaviours to achieve your objective. This means that self-leaders have a drive for autonomy, can make decisions, are more creative and persist even in the face of adversity.

⁷ Kevan W. Lamm, Hannah S. Carter, Alexa J. Lamm, Angie B. Lindsey. Community Leadership: A theory-Based Model. *Journal of Leadership Education*, 2017, vol.16, Issue 3.

A leader is made, not born. Rosa Say (2017) has defined a set of twelve rules to be followed for becoming a self-leader: (1) Set goals for your life; (2) Lead by example; (3) Take initiative; (4) Be humble; (5) Nothing is impossible; (6) Be curious; (7) Tell the truth; (8) Find beauty in everything and in everyone; (9) Be optimistic; (10) Be innovative; (11) Be a lifelong learner; and (12) Keep you ever connected to the community

Self-leadership is the first stage or level of leadership. Self-leadership helps make the individual proactive, disciplined, and an independent decision maker. People who have no strong sense of self-leadership tend to feel they are not in control of themselves, often lack focus and get overwhelmed easily. Self-leadership should be the foundation of any citizen engagement development program. To skip the Self-leadership piece is to leave out a significant part of the puzzle of developing a learning environment.

6.4.2. Leadership and culture

Leadership refers to the process of influencing the activities of an organized group toward goal achievement. Leadership culture is the way things are done; it's the way people interact, make decisions, and influence others. Leaders' own conscious and unconscious beliefs drive decisions and behaviours, and repeated behaviours become leadership practices. Leaders have a tremendous impact on surrounding environment. They set the agenda, prioritize work, manage, lead, and delegate. Strong leaders provide a sense of vision, purpose, mentorship, and inspiration to those they lead (community, groups, and individual citizens).

6.4.3. The 5 Continuums of leadership philosophy

The five⁸ main continuum of leadership philosophies are: Authentic Leadership, Ethical Leadership, French and Raven – Sources of Power, Servant Leadership and Value -based leadership.

i. Authentic Leadership

The 4 qualities of authentic leadership as:

⁸ "The Styles, Models & Philosophy of Leadership" written by Sarah Simpson.
<https://bookboonglobal.com/the-5-main-philosophies-of-leadership/> Accessed on 16/09/2020.

- ✓ Being true to yourself in the way you work.
- ✓ Being motivated not by your ego but by a bigger purpose.
- ✓ Making decisions not because you want to be liked or it will help you 'get on' but because they fit your value system and feel right.
- ✓ Concentrating on long term sustainability.

ii. Ethical Leadership

The main elements in ethical leadership include: Corporate Social Responsibility (CSR), Fair Trade', Work life balance and the psychological contract and 4 P approach – Purpose, Planet, People, Principles. They are discussed below:

✓ Corporate Social Responsibility (CSR)

CSR is a type of self-regulation in which an organization monitors and complies with ethical standards, international 'norms' and the spirit of law. Part of ethical practice covers stakeholder analysis which must take a much wider view in defining who these people, groups, organizations and sectors are. You can then establish their needs and access their impact on the organization.

✓ Fair Trade

Fair trade is described as “a strategy for sustainable development and poverty alleviation” fairtrade.org.uk

✓ Work life balance and the psychological contract

'We will all have probably used the phrase 'I need a better work life balance' or 'I live to work not work to live'. A psychological contract covers that which is not defined in a formal written contract of employment. It covers beliefs, perceptions and informal elements of your role and is usually not enforceable.

✓ 4 P Approach: Purpose, Planet, People, Principles

The purpose of this model is to balance the organizational purpose with the personal needs of people whilst giving due consideration to the world we live in. Organizations that face inwards can no longer maintain success and growth and leaders must now act with global accountability.

iii. French and Raven - Sources of Power

- ✓ Power can be divided into 5 bases:
- ✓ Coercive power
- ✓ Reward Power

- ✓ Legitimate power
- ✓ Referent power
- ✓ Expert Power

iv. Servant Leadership

These leaders give attention and priority to their colleagues and the organization. They ensure engage in personal development and they solve their problems. The 10 characteristics of the servant leader are: listening, empathy, healing, awareness, persuasion, conceptualization, foresight, stewardship, commitment to growth and community building.

v. Value-based leadership

This leadership style is based on the notion that people are motivated by their values and live by them. Therefore leaders underpin their decisions and vision with their value motivators. It consists of four core processes:

- ✓ Challenging, developing and understanding:
- ✓ Values and beliefs
- ✓ Capabilities and behaviours
- ✓ Embedding success

Value based leadership is more likely to be successful if values come all the way from the top as opposed to being started half way down. This changes the whole organization culture.

6.4.4. Leaderships styles and community engagement

"To lead people, walk beside them ..." Lao Tse

"Leadership is the art of getting someone else to do something you want done because he wants to do it". —Dwight D. Eisenhower

Different types of leadership styles exist in work environments. Advantages and disadvantages exist within each leadership style. The culture and goals of an organization determine which leadership style fits the firm best. Rose Johnson provides below five major styles:

a. Laissez-Faire

A laissez-faire leader lacks direct supervision of employees and fails to provide regular feedback to those under his supervision. Highly experienced and trained employees requiring little supervision fall under the laissez-faire leadership style. However, not all employees possess those characteristics. This leadership style hinders the production of employees needing supervision. The laissez-faire style produces no leadership or supervision efforts from managers, which can lead to poor production, lack of control and increasing costs.

It is the style of leadership that makes employees responsible for most of the decisions that are made, and in which they are minimally supervised. Employees are responsible for motivating and managing themselves on a daily basis under this leadership style. Laissez-faire leadership may best be used when employees are educated, knowledgeable, and self-motivated.

b. Autocratic

The autocratic leadership style allows managers to make decisions alone without the input of others. Managers possess total authority and impose their will on employees. No one challenges the decisions of autocratic leaders. Countries such as Cuba and North Korea operate under the autocratic leadership style. This leadership style benefits employees who require close supervision. Creative employees who thrive in group functions detest this leadership style.

The autocratic style of leadership limits employee freedom of expression and participation in the decision-making process. It may result in alienating employees from leadership and will not serve to create trust between managers and subordinates. Autocratic leadership may best be used when companies are managing less experienced employees.

c. Participative

Often called the democratic leadership style, participative leadership values the input of team members and peers, but the responsibility of making the final decision rests with the participative leader. Participative leadership boosts employee morale because employees make contributions to the decision-making process. It causes them to feel as if their opinions matter. When a company needs to make changes within the organization, the participative leadership style helps employees accept changes easily.

because they play a role in the process. This style meets challenges when companies need to make a decision in a short period.

Participative leadership or democratic leadership is not a good idea in situations when the business cannot afford to make mistakes—for instance, when a company is facing a crisis situation such as bankruptcy.

d. Transactional

Managers using the transactional leadership style receive certain tasks to perform and provide rewards or punishments to team members based on performance results. Managers and team members set predetermined goals together, and employees agree to follow the direction and leadership of the manager to accomplish those goals. The manager possesses power to review results and train or correct employees when team members fail to meet goals. Employees receive rewards, such as bonuses, when they accomplish goals.

This leadership style is characterized by centralized control over employees. The transactional leader will control outcomes and strive for behavioural compliance.

e. Transformational

The transformational leadership style depends on high levels of communication from management to meet goals. Leaders motivate employees and enhance productivity and efficiency through communication and high visibility. This style of leadership requires the involvement of management to meet goals. Leaders focus on the big picture within an organization and delegate smaller tasks to the team to accomplish goals.

Transformational leaders look beyond themselves in order to work for the greater good of everyone. This type of leader will bring others into the decision-making process and will allow those around them opportunity to learn and grow as individuals.

As defined above, community engagement is the process of working collaboratively with and through groups of people affiliated by geographic proximity, special interest, or similar situations to address issues affecting the well-being of those people. And because it is a powerful vehicle for bringing about environmental and behavioural changes that is sustainable, you need a leadership style that is transformational in nature to positively influence members of that community.

**Points to remember**

- The Leadership style is closely linked with citizen participation because local leaders (elected and technical personnel) impact their constituents more frequently than other levels of administration
- The five major styles of leadership, and their impact on citizen engagement
 - “Laissez faire » style : no supervision of team and no regular feedback
 - Autocratic style : managers make decisions alone, without inputs of others
 - Participative style: they value inputs from team members
 - Transactional style: managers set goals and employees agree to follow
 - Transformational style: high levels of communication

VII. Topic 7 - Prioritization and time management

7.1. Introduction

Local government leaders constantly underline the lack of time and the heavy workload among the main factors that may hinder responsiveness to the citizens' needs and complaints. Adequate prioritization and efficient time management are key to addressing those challenges.

7.2. Learning Objectives

At the end of this session, every participant should be familiar and able to understand how to manage his/her daily tasks, estimating time and efforts, managing deadlines and dealing with interruptions, changing deadlines and priorities and will learn some of the most utilized tools for prioritization, such as the Eisenhower matrix and the ABCD-Prioritizing method.

7.3. Learning methodology

Different methods of training will be used, such as power point presentations from the facilitator, games and drills, exercises and/or assignments for individuals and in group discussions, brainstorming, case studies and participant's presentations.

7.4. Topic Content

7.4.1. Prioritization

Prioritization is the ability to make the best, most effective use of your time, ability, and resources as well as those of your team. When you feel like work is never-ending and time is at a premium, prioritization is what will help you spend your time wisely and move forward on the goals that are the most important. At its simplest level, prioritizing is straightforward. You simply determine the criteria that are most important to you and most related to your goals and then use those criteria to order the tasks that you have in front of you in terms of priority.⁹

Management literature provides many useful tools and methods, among which this session details the Eisenhower prioritization matrix (fig. ...) and the ABC prioritizing method.

(a) The Quadrants of Eisenhower Matrix

⁹ [Jory MacKay](https://blog.rescuetime.com/how-to-prioritize/) (2020). The "Everything is important" paradox: 9 practical methods for how to prioritize your work (and time). <https://blog.rescuetime.com/how-to-prioritize/> accessed on 27/10/2021.

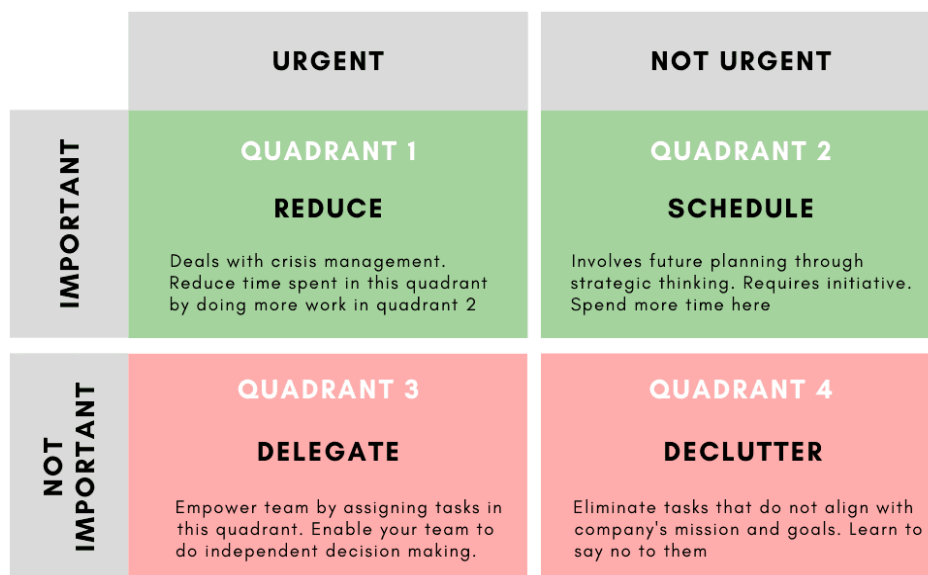


Figure The 4 Quadrants of the Eisenhower Matrix for work prioritisation

- **Quadrant 1 – Important, Urgent: Crisis Management**

Tasks in this quadrant are important and Urgent that deals with the crisis. Work produced here is low quality as decisions and solutions are made in haste (due to time limitations). While getting these tasks done provides instant gratification, this quadrant gets bigger and bigger until it consumes us leaving us drained and burnout without significant contribution to our goals. People who spend a lot of their time in this quadrant jump from one situation to the next fooling themselves into believing that it will go away once they attend to it.

- **Quadrant 2 – Important, Not Urgent: Plan for the future**

While it's not possible to completely avoid crisis, carefully planning work that aligns with long term goals while taking risk and other factors into account will involve less crisis creating a self-perpetuating cycle that will free up more time to do forward looking work. Our natural tendency is to deal with the urgent while delaying important work. Spending more time in this quadrant will require exercising control as it will be the biggest driver in achieving significant results and creating value for the organisation and its people.

- **Quadrant 3 – Not Important, Urgent: Delegate to create Win-Win situations**

People with short term focus who act out of priorities defined by others can feel out of control as they need to execute on others expectations. Such people make mistakes as they treat not important work also as important and execute as though in quadrant 1. To

separate important from not important requires careful examination, understanding and setting your own priorities. Tasks in this quadrant are perfect candidates to entrust your team with more responsibilities and empower them to make independent decisions. Delegating work in this manner will not only free up your time to do work that requires careful planning (quadrant 2), but also establish trust with your team members creating a win-win situation at work.

- ***Quadrant 4: Not Important, Not Urgent: Declutter your work***

Separate work that's useful and will truly add value from the one that tricks you into feeling important by keeping you busy (not important, not urgent). Once you have clearly separated it out, declutter your work. Learn to say no to tasks (first to yourself and then to others) that are not urgent and not aligned with the goals of your team and company. These not important, not urgent tasks are time wasting efforts that can abdicate you from providing true value to your organisation and your people.

To be better informed and continue to be more productive requires devising a strategy to stay out of quadrant 3 and 4, reduce the number of tasks in quadrant 1 and slowly make way to do more work in quadrant 2.

The Eisenhower Matrix, if employed right, can help us create and traverse our own map at work. A map that avoids crisis situations by planning for the future makes tasks more manageable, helps delegate more and avoid wasting time in doing inconsequential tasks.

(b) The To-Do-List Method by Ivy Lee

It consists of a daily routine that only takes around few minutes but will help you achieve peak productivity. This is how it works: Every night, write down the five or six most important things you want to accomplish the next day. List them starting with the most important task first thing in the morning. Don't list more than six items. The method is so effective because by planning your day the night before, you reduce decision fatigue and reserve your energy for your most meaningful work. You wake up knowing exactly what you will be working all day instead of wasting valuable time and energy making decisions in the morning.

(c) The ABCD prioritizing method.¹⁰

¹⁰ James stroke (2019). The ABCD To-Do List – The Next Level in Time Management

Another common method for prioritizing tasks is the ABC method, which ranks each task with the letter A, B, or C. The most important tasks on your time management plan are given the letter A, less important tasks the letter B, and the least important tasks the letter C. In this method all your tasks are categorized on a single list as follows:

A = Urgent and Important

B = Important but not Urgent

C = Urgent but not Important

D = Neither Important nor Urgent

This method is user-friendly because it allows you the most flexibility

7.4.2. Time Management

Managing yourself and your time presents real challenges, whether you are new to a role or have been in a role for some time. This is even more challenging in the changing times that organizations are going through. Being proactive and actively taking control of your self-management and time management allows you to focus your efforts, deal more effectively with your workload and minimize your stress levels.

(i) Importance of time management

Successful time management will help you to become more effective in completing the tasks that you have to complete so there is more time available for you to spend on things that are important to you. Time management helps you to have a greater sense of control over your life, both at work and at home. There is a principle known as Pareto Principle, also called the 80:20 Rule. It says that of all the results that we produce in the day, 80 percent of those results are generated with 20 percent of our efforts. The remaining 80 percent of our efforts only generate 20 percent of our results.

There will always be distractions and time wasters that tempt us away from being our most productive. However, if you use the tools available, you will be able to have more

<https://servetolead.org/daniel-r-murphy-the-abcd-to-do-list/> accessed on 13/09/2020.

control over your time and produce more results with the time that you do have at your disposal.

(ii) Method of time management: Daily Activity Log

Another way to gauge where your time management issues might be is to keep track of how you spend your time at work. In order to have an accurate picture, you will need to choose a period of time that is representative of your average workload, preferably a week. Next, assign a number to each item you list that indicates the priority level of that item in comparison with everything else that you had to do that day. Give a 1 to items that were low priority, a 2 to items that were medium priority, and a 3 to items that were highest in priority. There are a few guidelines to follow in order to get the most value out of this activity. These include:

- Use of one sheet per day;
- Be accurate. Be as specific as you can be.
- Be honest about your day and how you spend your time.
- Watch your prioritization of your tasks.

At the end of the day, review the information you wrote down and use it to identify the results you achieved that day. At the end of the week, those starred activities will represent possible areas for improving your use of time. Depending on how comfortable you feel about it, consider sharing the results of your activity log with your superior. It can be a great way to start a conversation about the priorities that he or she wants you to focus on versus where your time is actually going.

Home Assignment



Self-assessment

- ⑩ Define the term Governance
- ⑩ What do you understand by participatory Governance?
- ⑩ Mention at least 4 home-grown initiatives in Rwanda



Points to remember

- Most used ones tools for work prioritization: the Eisenhower Matrix (comparing urgent and important activities), the ABCD prioritization method and the To-Do-List Method
- Given the workload of local government employees, successful time management will help to become effective, and have more control on your time
- The Daily activity Log: to keep track of how you spend your time at work

C. Unit 3 - Effective Communication in Local Government

Topics

- 1.1. Public Meeting Tools**
- 1.2. Message construction and choice of communication channels**
- 1.3. Communication of Government Programs and priorities/policies**
- 1.4. Communication for change management**

8.

Unit Descriptor:

Local government (in Rwanda) is mandated to deliver services and infrastructure, as well as to engage the public in its various governance processes. This requires LG officials to communicate to residents on key matters, from broader planning and policy decisions to where and how they can resolve basic service issues (e.g., what and where to pay, how to report faults and complaints, etc.). Mechanisms that enable the exchange of information play a critical role in strengthening deeper community engagement. Communication is described by many authors as “the main driving force to foster a relationship between the citizens and local government”. It is also often through information exchange that citizens express their “voice” (preferences and opinions) against which government responsiveness and accountability can be measured (UN-Habitat, 2009: p. 93).

This section explores how to build effective communication elements (messages, audience segmentation and understanding, communication channels, ...) can help the local government personnel at all levels, to develop more engaging approaches and build sustainable trust in their relations with citizens and local communities.

Communication is a process whereby information is enclosed in a package and is channelled and imparted by a sender to a receiver via some medium. The receiver then

decodes the message and gives the sender a feedback. All forms of communication require a sender, a message, and a receiver. Communication requires that all parties have an area of communicative commonality. There are auditory means, such as speech, song, and tone of voice, and there are nonverbal means, such as body language, sign language, paralanguage, touch, eye contact, and writing.

Effective communication is about more than just exchanging information. It's about understanding the emotion and intentions behind the information. As well as being able to clearly convey a message, you need to also listen in a way that gains the full meaning of what's being said, builds trust, and makes the other person feel heard and understood.

More than just the words you use, effective communication combines a set of 4 skills:

- Engaged listening
- Nonverbal communication
- Managing stress in the moment
- Asserting yourself in a respectful way

With the advent of information technologies, new opportunities for communication are also emerging. These range from LG websites to mobile applications and social media platforms, like Facebook, WhatsApp and Twitter. Citizens and government have both increasingly started to use these tools to communicate and interact with one another. Government efforts to expand access to ICTs, and to market government services through ICTs, especially into rural areas, have largely taken the form of online services.



Photo. A community Meeting

Participant's self-assessment

My experience / competences / Skills	I don't have any experience doing this.	I know a little about this.	I have some experience doing this.	I have a lot of experience with this.	I am confident in my ability to do this.
Outline key features for effective communication in local government					
Specify communication tools and channels to sustain change within the community					

My experience / competences / Skills	I don't have any experience doing this.	I know a little about this.	I have some experience doing this.	I have a lot of experience with this.	I am confident in my ability to do this.
Define the importance of ICT in the modern communication					

VIII. Topic 8 - Public Meeting Tools

8.1. Introduction

Local government (in Rwanda) is mandated to deliver services and infrastructure, as well as to engage the public in its various governance processes. This requires LG officials to communicate to residents on key matters, from broader planning and policy decisions to where and how they can resolve basic service issues (e.g., what and where to pay, how to report faults and complaints, etc.). Mechanisms that enable the exchange of information play a critical role in strengthening deeper community engagement. Communication is described by many authors as “the main driving force to foster a relationship between the citizens and local government”. It is also often through information exchange that citizens express their “voice” (preferences and opinions) against which government responsiveness and accountability can be measured (UN-Habitat, 2009: p. 93).

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- Nonverbal communication
- Managing stress in the moment
- Asserting yourself in a respectful way

With the advent of information technologies, new opportunities for communication are also emerging. These range from LG websites to mobile applications and social media platforms, like Facebook, WhatsApp and Twitter. Citizens and government have both increasingly started to use these tools to communicate and interact with one another. Government efforts to expand access to ICTs, and to market government services through ICTs, especially into rural areas, have largely taken the form of online services.

8.2. Learning Objectives

At the end of this session, every participant should be familiar and able to understand the need for a prior assessment of the audience and the prevailing community situation, the message construction and the choice of communication channels as well as the tools for effective message delivery (choice of words, tone and body language), and approaches for getting and managing feedback (recognition and analysis of various forms of feedback), post-feedback management and communication

8.3. Learning methodology

Different methods of training will be used such as power point presentations from the facilitator, games and drills, exercises and/or assignments for individuals and in group discussions, brainstorming, case studies and participant's presentations.

8.4. Topics Content

8.4.1. Preliminary assessment of the community and understanding of the audience

Audience analysis involves identifying the audience and adapting a speech to their interests, level of understanding, attitudes, and beliefs. Taking an audience-centered approach is important because a speaker's effectiveness will be improved if the presentation is created and delivered in an appropriate manner. Following are the audience analysis factors:¹¹

(i) Audience expectations

When people become audience members in a speech situation, they bring with them expectations about the occasion, topic, and speaker. Violating audience expectations can have a negative impact on the effectiveness of the speech.

(ii) Knowledge of the topic

Audience knowledge of a topic can vary widely on any given occasion, therefore, communicators should find out what their audience already knows about the topic. Never underestimate the audience's knowledge of a topic.

(iii) Attitude towards the topic

Knowing audience members' attitudes about a topic will help a speaker determine the best way to craft the message.

(iv) Audience size

Many elements of speech-making change in accordance with the size of the audience. In general, the larger the audience the more formal the presentation should be. Sitting down and using common language when speaking to a group of 10 people is often quite appropriate. However, that style of presentation would probably be inappropriate or ineffective if you were speaking to 1,000 people. Large audiences often require that you use a microphone and speak from an elevated platform.

(v) Audience composition

The demographic factors of an audience include age, gender, religion and beliefs, ethnic background, class, sexual orientation, occupation, education, group membership, and

¹¹ University of Pittsburgh. <https://www.comm.pitt.edu/oral-comm-lab/audience-analysis> Accessed on 14/09/2020.

other categories. Using demographic factors to guide speech-making does not mean changing the goal of the speech for every different audience; rather, consider what pieces of information (or types of evidence) will be most important for members of different demographic groups. It may be also important to proceed with audience segmentation, and plan separate meetings for different groups.

(vi) Venue and Setting

The setting of a presentation can influence the ability to give a speech and the audience's ability and desire to listen. Some of these factors are: the set-up of the room (both size and how the audience is arranged), time of day, temperature, external noises (lawn mowers, traffic), internal noises (babies crying, hacking coughs), and type of space (church, schoolroom, outside). Finding out ahead of time the different factors going into the setting will allow a speaker to adapt their speech appropriately. Will there be a stage? Will there be a podium or lectern? What technology aids will be available? How are the seats arranged? What is the order of speakers?

(vii) Voluntariness

Audiences are either voluntary, in which case they are genuinely interested in what a presenter has to say, or involuntary, in which case they are not inherently interested in the presentation. Knowing the difference will assist in establishing how hard a speaker needs to work to spark the interest of the audience. Involuntary audiences are notoriously hard to generate and maintain interest in a topic.

(viii) Egocentrism

Most audience members are egocentric: they are generally most interested in things that directly affect them or their community. An effective speaker must be able to show their audience why the topic they are speaking on should be important to them.



Points to remember

- ▶ Effective communication combines four skills: engaged listening, non-verbal communication, managing stress at the moment, asserting yourself in a respectful way
- ▶ Important points to consider for public meetings: assessment and understanding of the audience (size, composition, expectations, attitude towards the topic, knowledge on the topic), venue and setting, interest groups ...

IX. Topic 9 - Message construction and choice of communication channels.

9.1. Introduction

Communication is an important tool to build trust between the Leader, his/her team, the citizens and the partners. Communication is the process of developing, delivering and sustaining leadership messages. Communicating properly about the public policies and programmes will allow greater understanding by the citizens and secure ownership among the population and the partners. For the purpose of credibility, the leader must speak the truth, and not hide the negative side or the bad news. He should also never overpromise (and end up by under-delivering). If the leader does not communicate, then people will turn out their fabricated ideas and rumors will flourish everywhere.

Technology has brought a good amount of change in the way leaders communicate and deal with constituents and stakeholders. With the use of latest technology tools, it is very easy for the leader to lead the LG entity and achieve its organizational goals. The apparition of digital governance, with the possibility of delivering the majority of services through online platforms have increased the opportunity for the leaders to improve their communication

For effective communication, you must make every effort to have your message understood the first time you send it. This means therefore that you must avoid using jargon or terms that the people you are communicating with might not understand. Your message should be focused and to the point. Keep it short and simple (KISS) as much as possible. Communication channels include the following:¹²

9.2. Learning objectives

¹² Oneil Williams (2019). What Are Communication Channels Within an Organization? <https://smallbusiness.chron.com/communication-channels-within-organization-61447.html> Accessed on 14/09/2020.

At the end of the session, the trainees will be able to identify and become acquainted with the essential elements of getting the message across and becoming an effective oral communicator

9.3. Training Methodology

Lecture/discussions with maximum trainee participation through questioning and an exercise in impromptu speaking to an audience

9.4. Topic Content

9.4.1. Communication channels and Tools

a. Face-to-Face or Personal Communication

This is one of the richest channels of communication that can be used within a community. Physical presence, the tone of the speaker's voice and facial expressions help recipients of a message **interpret** that message as the speaker intends. This is the best channel to use for complex or emotionally charged messages, because it allows for interaction between speaker and recipients to clarify ambiguity.

b. Broadcast Media Communications

TV, radio and loud speakers all fall within the broadcast media communication channel. These types of media are more and more being used, particularly when addressing a mass audience. When a message intended for a mass audience can be enhanced by being presented in a visual or auditory format, a broadcast channel should be used.

c. Mobile Communications Channels

A mobile communication channel should be used when a private or more complex message needs to be relayed to an individual or small group. A mobile channel allows for an interactive exchange and gives the recipient the added benefit of interpreting the speaker's tone along with the message. Some within an organization may opt to use this channel versus a face-to-face channel to save on the time and effort it would take to coordinate a face-to-face meeting.

d. Electronic Communications Channels

Electronic communication channels encompass email, Internet, intranet and social media platforms. This channel can be used for one-on-one, group or mass communication. It is a less personal method of communication but more efficient. When using this channel, care must be taken to craft messages with clarity and to avoid the use of sarcasm and innuendo unless the message specifically calls for it.

e. Written Methods of Communication

Written communication should be used when a message that does not require interaction needs to be communicated to a group. Policies, letters, memos, manuals, notices and announcements are all messages that work well for this channel and can be communicated using posters hanging on public offices buildings.

9.4.2. Effective message delivery (choice of words, tone and body language).

Effective messages are short, memorable, positive and relevant. Following are the forms of message delivery:

✓ ***Choice of words***

A word choice is an important part of any communication. It is a manner in which something is expressed in words. The choice of words is the style of expression. A person, in general, chooses words to which he feels comfortable, confident, and simple enough for a general audience to understand. With the proper wording and phrasing, your communication can enhance your reputation and the reputation of your business.

✓ ***Tone of voice***

The tone of voice we use is responsible for about 35-40 percent of the message we are sending. Tone involves the volume you use, the level and type of emotion that you communicate and the emphasis that you place on the words that you choose.

✓ ***Body language***

Over half of the message that we are sending to others is non-verbal. This means that we receive more than half of what a person is communicating through the subconscious messages they are sending with body language.

Examples of body language include:

- Facial expressions

- The way they are standing or sitting
- Gestures with their arms or hands
- Eye contact (or lack thereof)
- Breathing rate
- Swallowing or coughing
- Blushing
- Fidgeting

✓ ***Negotiating to win***

Communicating effectively is crucial for an adhesion of your community. Your goal is to make yourself and your position understood, and this relies on your communication ability. In a negotiation, there is no room for communication breakdowns and misunderstandings.

9.4.3. Getting and Managing feedback (recognition and analysis of various forms of feedback).¹³

In the communication process, feedback refers to a response from the receiver which gives the communicator an idea of how the message is being received and whether it needs to be modified. Local governments have to remember that communication is a two-way street and they must also listen to their constituents and create channels to gain feedback from them. Input from citizens is part of the diversity that helps local government councils make good decisions

Feedback is about listening actively, taking the time to analyze, and then thinking of the best possible solution to perform better. It provides positive criticism and allows seeing what everyone can change to improve their focus and results. It brings people together and creates a healthy communication flow.

There are four types of constructive feedback:

¹³ How Feedback Control Impacts the Four Functions of Management in Your Selected Organization. By John Cromwell
<https://smallbusiness.chron.com/feedback-control-impacts-four-functions-management-selected-organization-37663.html>
 Accessed on 14/09/2020.

- Negative feedback – corrective comments about past behaviour. ...
- Positive feedback – affirming comments about past behaviour. ...
- Negative feed-forward – corrective comments about future performance. ...
- Positive feed-forward – affirming comments about future behaviour.

A leader's responsibility therefore, is to engage his/her constituents and ensure their voice and opinions are heard and integrated in all the plans and programs. Feedback control is a process that the leader uses to check on the trust and satisfaction towards the LG priorities and.....



Points to remember

- Communication is an important tool to build trust between the leaders, the citizen and the partners. It is the process of developing, delivering and sustaining leadership messages
- Particular attention to be paid on: Ways of delivering messages (: face-to-face, media, mobile communication, written communication, choice of words, tone and body language) and the importance of getting and managing various forms of feedback

X. Topic 10 - Leading strategic and sustainable change



Illustr.... Managing change

10.1. Introduction

Change is a natural phenomenon, and leaders must anticipate it and plan for it. In the local government context, change is instilled by the overall national and global pace of development, increased pressure and requirements from citizens, technology with the apparition of digital governance and online services... To manage change, leaders must have a clear understanding of their goal and how they will get there. They must work to break the resistance among the colleagues, partners and the general population. People will resist change, when they do not understand its full implications, and they feel it will be more costly to them. The success of the change program will require from the leader a clear definition of the orientation/direction, proper communication and information and adequate management of the transition process.

New programs introduced by the government (Land consolidation, Bye Bye Nyakatsi, Ejo Heza saving Scheme...) constitute a good example of change phenomena which local leaders must learn to deal with and strategically explain to their constituents. New technologies, new procedures, new systems can all create uncertainty and hence

resistance to change. Not knowing exactly what the change would bring about makes the community and the citizens anxious and apprehensive about the change.

10.2. Learning objectives

Participants will gain an appreciation of the impact of change on their communities and will be able to identify ways they can positively lead and motivate people through any anticipated change. Develop skills for effectively communicating change. Identified ways they can help community members to cope with change

10.3. Learning Methodology

Different methods of training will be used such as power point presentations from the facilitator, games and drills, exercises and/or assignments for individuals and in group discussions, brainstorming, case studies and participant's presentations

10.4. Topic Content

Change scares people. Individuals tend to find security in traditional approaches to life and situations. One of the major reasons for resistance to change is uncertainty about the impact of change, especially the impact on income security. The fear of the unknown always has a major impact on the decisions of the individuals.

Other causes of resistance to change include:

➤ *Lack of proper communication:*

If the need for the change is not communicated to the citizens in time and in an acceptable manner, then it can lead to resistance. A sense of participation in the change process by the community members reduces the extent of this resistance

➤ *Rapidity and extent of change*

If the changes are minor and involve routine operations, then the resistance, if any, would be minimal. However, if the changes are major such as resettling the population, then the resistance will be highly visible. Similarly, slow changes in the process result in lower resistance than sudden or rapid changes.

➤ *Group resistance:*

Sometimes, individuals resist change because the group to which they belong resists it. The individuals usually comply with the group norms and codes and support the group attitudes and activities.

This resistance is commonly seen in various protests when some individuals, even when they do not agree with the reasons for the resistance, go along with it so as to fully support the group to which they belong.

➤ *Loss of power and control:*

There are times when a change will reduce the power base of an individual or a group (farmers, business people ...) and the prospect of such loss of power will create resistance, even though such change may be considered good for the organization as a whole.

This resistance to change can have some very unfavourable consequences. If the change is considered or perceived to be a threat to the individual or the group, it can result in implicit defensive behaviour such as loss of loyalty to the local administration, loss of motivation to contribute to common services or work, persistent reduction in meeting attendance, excessive absenteeism, sudden hostility, increase in errors and so on.

It can also result in overt defensive behavior. These signs of resistance would require from the local leaders to play an aggressive role in convincing all citizens that the change would be beneficial to all parties concerned.

Activity



Self-assessment

- ⑩ Define the term “communication.” What is “Communication for change”
- ⑩ Explain the term “effective Communication”
- ⑩ Name the various channels of communication that a local leader can use to interact with his/her constituents.



Points to remember

- ▶ To manage change, leaders must have a clear understanding of their goal and how they will get there. They must work to break the resistance among the colleagues, partners and the general population
- ▶ Main causes of resistance: lack of proper communication, rapidity and extent of change, group resistance, loss of power and control

D. Unit 4 - Citizen Participation in action

Topics

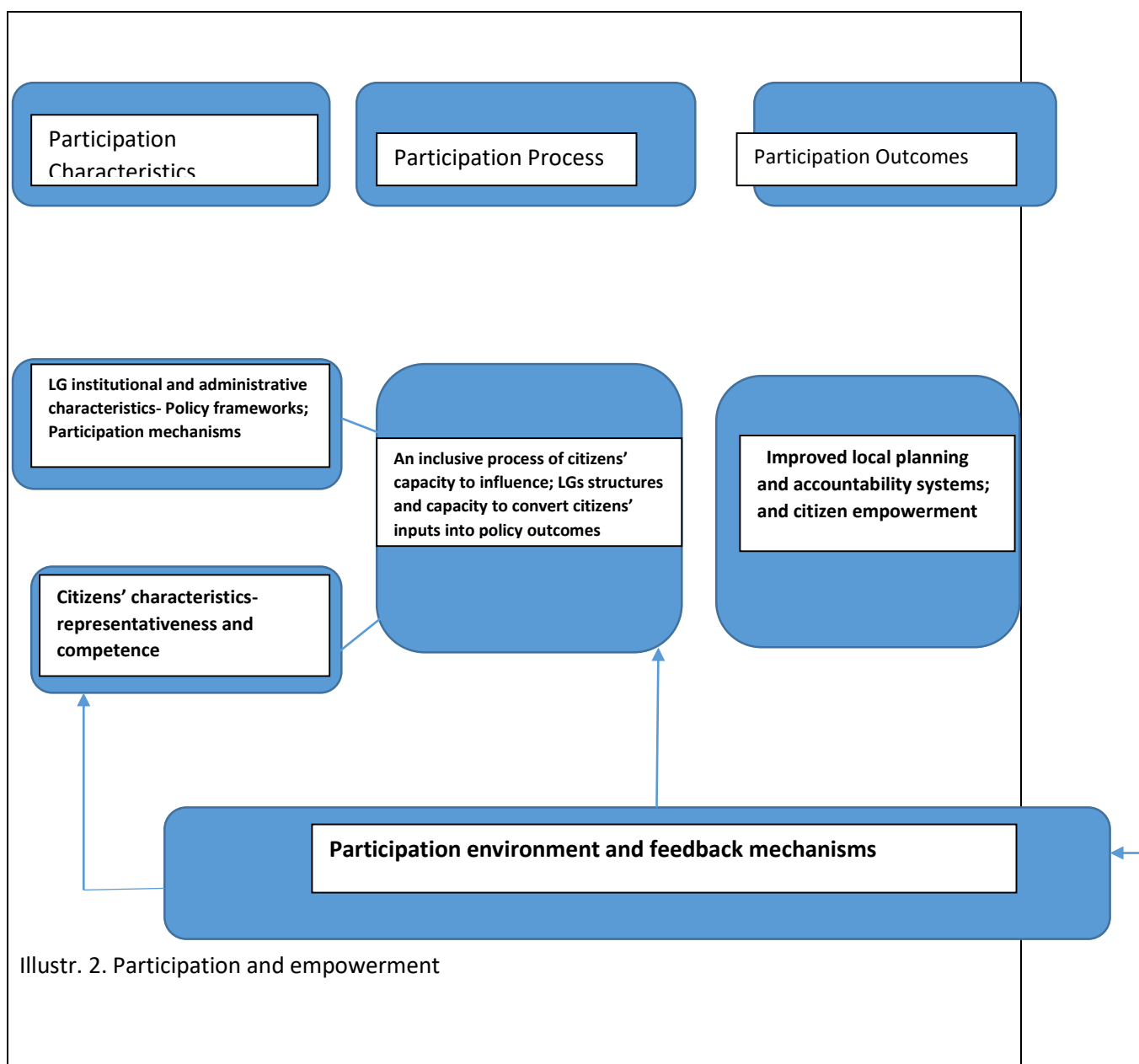
1.1. Topic 11 - Guiding Principles

1.2. Topic 12 - Tips for action

Unit Descriptor:

Active participation builds on the insight that citizens can make an active and original contribution to the policy and other local decision-making processes. It taps into the broader resources of society in order to meet the many governance challenges facing our society today. It envisions the role of local government as an enabler and provider of frameworks. Within these frameworks, individual citizens and groups may organize their activities and relations. Here, the relation between the local government and citizens in policy-making can become a partnership.

Engaging citizens in policy-making rests on a couple of **conditions**. First of all, the local government needs to recognize the **autonomous capacity of citizens** to discuss and generate policy options. It also needs to share agenda setting. And it requires a commitment from the leaders that policy proposals generated jointly will be taken into account in reaching a final decision. Citizens, on the other hand, need to accept a higher degree of **responsibility** to accompany their own enhanced role in governance and policy-making.



Illustr. 2. Participation and empowerment

Participant's self-assessment

My experience / competences / Skills	I don't have any experience doing this.	I know a little about this.	I have some experience doing this.	I have a lot of experience with this.	I am confident in my ability to do this.
Clarify the attitudes of local leaders for effective citizen engagement					

My experience / competences / Skills	I don't have any experience doing this.	I know a little about this.	I have some experience doing this.	I have a lot of experience with this.	I am confident in my ability to do this.
List a number of principles to be respected for adequate involvement of citizens into the local decision making					
Identify required approaches for citizen-centered service delivery					

XI. Topic 11. Guiding Principles

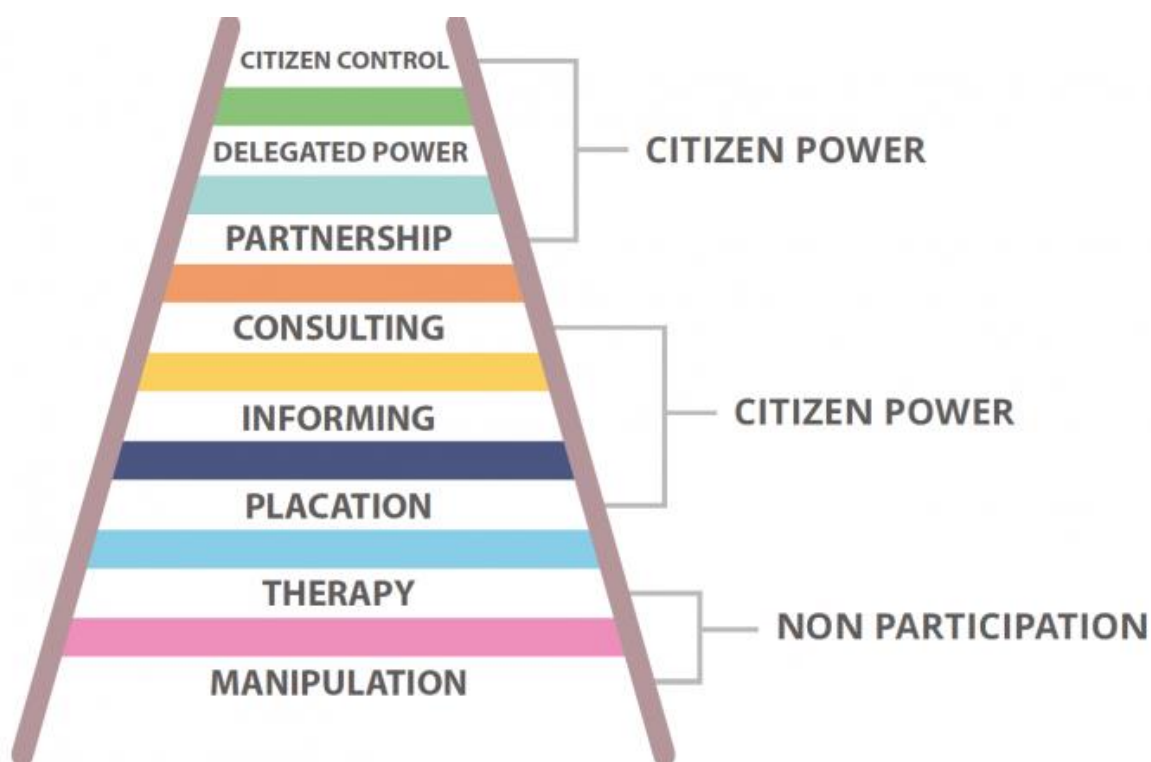


Fig..... Ladder of citizen Participation

Local governments, community organizations and other agencies make better decisions and have greater positive impact on their communities when they increase the frequency, diversity, and level of engagement of community residents. If citizens do not participate in the decisions that affect their daily lives, there is often a lack of trust between citizens and local officials. A crucial bridge over this gap is the use of appropriate strategies and tools to encourage citizens and local officials to interact regularly, increase their knowledge of each other, and develop trust.

Citizens of a community are “engaged” when they play an effective role in decision-making. That means when they are actively involved in defining the issues, identifying solutions, and developing priorities for action and resources. Local leaders need to broaden their list of responsibilities to include roles as facilitator, supporter, collaborator, and empowerer of local community members. This change requires letting go of some of the traditional reins of power and trusting that citizens can and will effectively engage in the issues. The result is a partnership that is nearly always healthy for a community.

When building a framework for effective citizen participation, local governments need to apply principles to guide their actions. Based on the literature review, this handbook proposes a set of ten guiding principles for successful participation in local processes and decision-making. They represent the essential elements of good practice and are decisive for success. Acknowledging their importance is not enough. Success comes by putting them into practice. They are:

(i) Commitment

Leadership and strong commitment to citizen participation in decision-making is needed at all levels, from executive politicians, elected councillors, senior managers and other technical public officials.

(ii) Rights

Citizens have the right to access information, provide feedback, be consulted and actively participate in local decision processes, as firmly grounded in the laws or policies. Local

Government obligations to respond to citizens when exercising their rights must also be clearly understood and applied

(iii) Clarity

Objectives for, and limits to, participation during local policy-making and priority setting should be well defined from the outset. The respective roles and responsibilities of citizens (in providing inputs) and local government (in making decisions for which they are accountable) must be clear to all.

(iv) Time

Public consultations and community participation should be undertaken as early in the policy process as possible. This allows a greater range of policy solutions to emerge. It also raises the chances of successful implementation. Adequate time must be available for consultation and participation to be effective. Information is needed at all stages of the decision making cycle.

(v) Objectivity

Information provided by local government during decision making processes should be objective, complete and accessible. All citizens should have equal treatment when exercising their rights of access to information and participation

(vi) Resources

Adequate financial, human and technical resources are needed if participation is to be effective. Local leaders and officials must have access to appropriate skills, guidance and capacity building. An organizational culture that supports their efforts is equally important

(vii) Coordination

Initiatives to inform citizens, request feedback from and consult them should be coordinated across administrative levels in local government. This enhances knowledge management, ensures policy coherence, and avoids duplication. It also reduces the risk of “consultation and participation fatigue” –negative reactions because of too much overlapping or poorly organized consultations – among citizens and other stakeholders. Co-ordination efforts should not reduce the capacity of local government units to ensure innovation and flexibility.

(viii) Accountability

Local Governments have an obligation to account for the use they make of citizens' inputs and demands received – be it through feedback, public consultation or active participation. To increase this accountability, local leaders need to ensure an open and transparent decision-making process amenable to external scrutiny and review

(ix) Evaluation

Evaluation is essential in order to adapt to new requirements and changing conditions for local decision-making. Local governments need tools, information and capacity to evaluate their performance in strengthening their relations with citizens.

(x) Active Citizenship

Local governments benefit from active citizens and a dynamic civil society. They can take concrete actions to facilitate citizen's access to information and participation, raise awareness, and strengthen civic education and skills.

**Points to remember**

Important principles or “rules of engagement” constitute essential elements of and pre-conditions to effectively engage citizens and ensure they have a stake in decisions and processes affecting their daily life. Among those principles, the following are the most cited by many scholars and practitioners:

- ✦ Commitment
- ✦ Participation as a right
- ✦ Clarity
- ✦ Respect of time
- ✦ Objectivity of information
- ✦ Availability of resources
- ✦ Coordination of efforts
- ✦ Accountability for the use of citizens' inputs
- ✦ Evaluation and adaptation to prevailing situations
- ✦ Need for active citizenship and dynamic civil society

XII. Topic 12 - Tips for action

How can *local government* improve citizen engagement?

How can local government improve citizen engagement? What's the secret to a successful local government? The common challenge is, citizens aren't always lining up to participate in local government affairs. Districts and towns have to work to keep their communities involved and informed.

When it comes to interacting with constituents, there's no one-size-fits-all answer. The unique needs, behaviors and preferences of *your* community need to be taken into account. That said, there's an arsenal of best practices that any local government can turn to when creating a communication strategy that works for employees, and most importantly, those that local government serve. Below are presented a few of them.

In this part, there are developed ten important tips to keep in mind for strengthening local government's relations with citizens: These tips are based on practical experience in the field. They can help leaders to be successful when informing, consulting and actively engaging citizens in local processes.

a. Take it seriously

The status and level of citizen participation in a locality can not be measured in terms of the number of meetings and other consultation gatherings. While these figures may be important, the main question is what happens to these products. What information do they carry? Do they reach the publics, or do citizens actually use the information, or do they reject it? Does local government acknowledge and value the reactions of citizens – or does it turn a deaf ear? Does its activities strengthen relations with citizens, leave them unaffected or worse?

b. Start from the citizens' perspective

Consider the citizen's perspective first and treat them with respect. When local governments and their officials do not consider the citizens' perspective, they can easily develop unrealistic expectations of citizens' reactions. Very often, the result is disappointment. When local governments consider the citizen's perspective first, they realise that citizens' time is a scarce resource. In order to catch citizens' attention and encourage them to engage, leaders must adapt their activities to citizens' needs. This means adapting language and style to the public while making the interaction attractive and interesting, friendly, honest, and non-condescending.

c. Deliver what you promise

Keeping your word and building trust is essential. If a local government wants to strengthen its relations with citizens, it has to deliver what they promise. Pretending to provide full information, to ask for citizens' opinions, to engage them actively in local issues and then not doing so will lead to disillusionment. It will make it more difficult to involve citizens in the future.

d. Be creative

There is no ready-made solution to your challenges. Relations between local government and citizens are not the same from district or region to another. This is why local leaders need to develop their activities in the context of their specific situation and challenges – creatively and innovatively.

e. Balance different interests

Master the political challenge of balancing divergent inputs. When strengthening participation of citizens, local governments may receive conflicting inputs from different sides (interest groups or CSOs). In that case, LGs need to balance interests, and strive to deal with these dilemmas, through a broad accommodation of interests and broad consensus. The task is to foster understanding and clarification of a policy issue or a new programme, to provide citizens and interested parties with the opportunity to have their voices heard, to provide their input and to share it with others.

f. Be prepared for criticism

Criticism and debate are part of democracy. Consulting with and engaging citizens in policy-making rarely results in a standing ovation for decision makers. Especially if citizens have seldom been given the chance to be heard, they might use their first opportunity to air their anger or frustration. Or they might simply choose not to follow the options proposed by the local government authorities. The golden rule in participation is: if you invite citizens to say what they think then do not be surprised if they end up doing exactly that. And be prepared to find that their ideas might not fit at all with your own. After all, the goal is to get input from citizens – not a round of applause.

g. Develop a coherent approach

Remember: strengthening local government-citizen relations is itself a policy. Strengthening government citizen relations is itself a policy – not more and not less. It is

a useful support for the local government decision-making and for the process of democracy. It is not a substitute for local government's responsibility to take decisions. It is not an alternative to established formal institutions, structures and processes of representative democracy. Instead, it is a very important complement to it, and may be extensively used as such.

h. Act now

Prevention is better than cure. Do not wait until your citizens manifest anger and dissatisfaction towards your action. Be proactive and use existing opportunities. Try to prevent problems of poor relations with citizens emerging in the first place. Do not delay action until you have to deal with a crisis. Restoring lost trust in local government is much harder than keeping it.



Points to remember

There are some tips successful local government use to strengthen their capacities to interact with and engage their citizens:

- ✓ Take it seriously
- ✓ Start from the citizens' perspective
- ✓ Deliver what you promise
- ✓ Be creative and innovative
- ✓ Balance different interests
- ✓ Be prepared to face resistance and criticism
- ✓ Deliver a coherent approach
- ✓ Act now

Activity



Self-assessment

- i. Question 1: You are in a meeting with your superior and a person (may be a customer, that is a citizen who needs a service from your office) dials your phone number. What will be your reaction?
- ii. Question 2: You have already spent 2 months on your new job and you have got accustomed with it. Elaborate your daily activity log. What are the strategies that can help you respect it?

Conclusion

This handbook has discussed how various mechanisms, factors and platforms could be used to help engage people in the local decision making process, through enabling opportunities for engaging citizens from given constituencies. It has also discussed the limitations or barriers to citizen participation, resulting from capacity gaps, resource constraints and other challenges

Despite these limitations, there is sufficient interest and benefits in the theme of citizen participation

Designing and conducting citizen participation is always being done in the context of limited resources, tight schedules, organizational constraints, technical uncertainty, and pressure to deliver numerous responsibilities. Citizen participation can produce better decisions. It can result in greater public acceptance so that programs that might have been delayed can proceed with public support.

This does not mean that decisions can be made more quickly and more cheaply than they would be by top-down decision making. It is a practical reality that participatory decision making takes longer and costs more than command-and-control decision making. But in pluralistic democracies, command decisions rarely stand the test of time.

The real cost of a decision is not how long and how costly it is to reach the decision, but how long it takes and how much it costs to solve the problem. By that measure, public participation is a winner. If you consider the total costs of the project or program, from

its inception to satisfactory implementation, public participation usually saves time and money.

Local leaders are encouraged to respect and to abide by the following:

1. Put the interests of citizens at the center of decision making.
2. Behave with integrity, demonstrate strong commitment to ethical values and respect the rule of law.
3. Ensure openness and respectful engagement with all citizens.
4. Strive for outcomes that support healthy communities in your area, including social, economic and environmental wellbeing.
5. Implement actions to achieve your entity's mandate

Bibliography / References