

16 July 2008

Taking Charge of Development Through Locally Integrated Governance



Kabarole

Research & Resource Centre



The Rwenzori Case in Uganda

Presented by Alex Ruhunda and John Lamb

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Beginning Agenda

Introductions

Good Development Governance – Rwenzori Experience

Based on principled practical experience

What is working, and why

People participation and effective leadership and governance

Good Development Governance – External Perspective

Need to change the global development culture for sustainable growth

How do we get more participants to focus on what we know works?

“Best fit” discussion



Introductions

ALEX RUHUNDA

- 1 year President of International Association for Community Development (IACD, based in Scotland)
- 3 years chair Uganda Governance Monitoring Programme
- 5 Years Chair of regional Civil Society – Rwenzori Association of NGOs and Networks
- 12 years Directing KRC* leading change through initiatives in food security, human rights, MFAs, health, anti-corruption, ...
- MA Gender and Development Studies, Makerere, Uganda, 1999
- BA (Hons) Political Science and Public Administration, 1996

JOHN LAMB

- 2 years experience assessing African development from an effectiveness perspective and piloting operational innovations
- 30 years driving operational innovation and excellence in corporations (as Manager, Strategic Planner and Consultant)
- MBA, Harvard, US, 1980
- B Sc (1st Class) Industrial Engineering, Birmingham UK, 1974



30 million people ('09), **over 2.2 million in the Rwenzori region**

Population Growth 3.2% ('02), **but higher in Rwenzori region**

Average income \$300 per year – 30% below poverty line

Agricultural expansion drove 7% growth in 90s, only 5% last 4 years

Life expectancy ~50 years (in '02)

Rate of pupils completing primary school *down* to 48% (63% in '01)

13.7% of children born alive don't make it to 5 years old

Every 230 births, the mother dies

(1/33 chance of death in childbirth for 'average' mothers?)

Claim 68% of households have access (within a mile) to safe water,
but it is likely well below 50%

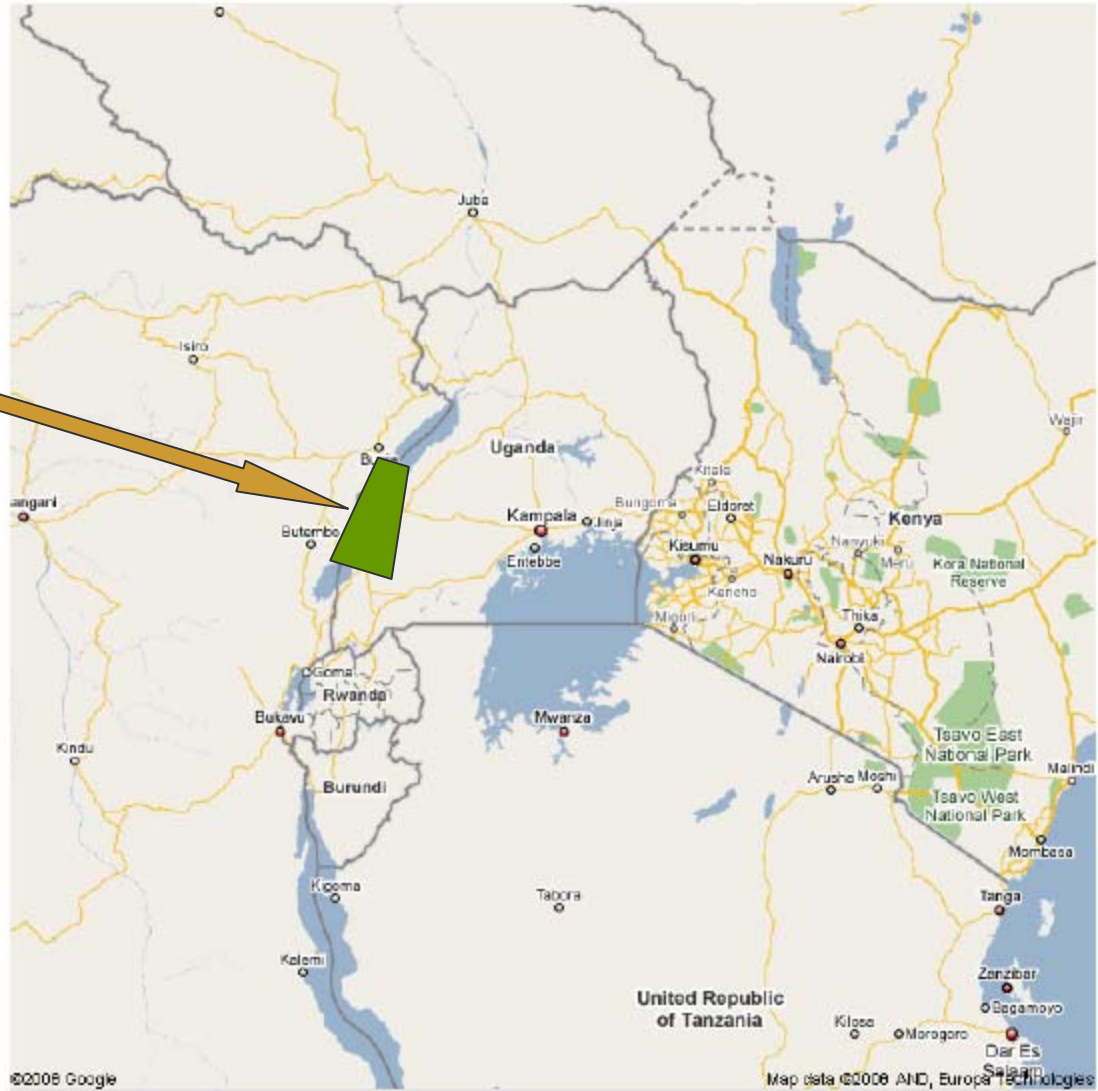
Rwenzori Region

Rwenzori
Region



5 Administrative
Districts

About 2.2 million
people



Key Objectives

- 1) Analysis of the most important governance challenges that have been an obstacle to agricultural development in Uganda
- 2) Outline Rwenzori initiatives to overcome these challenges? What is different from earlier/other approaches? What are the new and innovative features of the approach?
- 3) What is the experience, so far? What are the opportunities, what are the obstacles in using the approach?
- 4) What is the broader relevance of the approach?

Share perspectives on the idea to move from "best practices" and "models" that can be standardized to "best fit" solutions. Talk about the contextual factors which make the approach appropriate for the region under consideration, and discuss what might need to be changed when applying the approach to different regions

Key Local Governance Development Initiatives

KRC Ideology

Knowledge Application

Increased people's participation and understanding

Microfinance and Agriculture

Increasing Civic Awareness And Drive



KRC Ideology

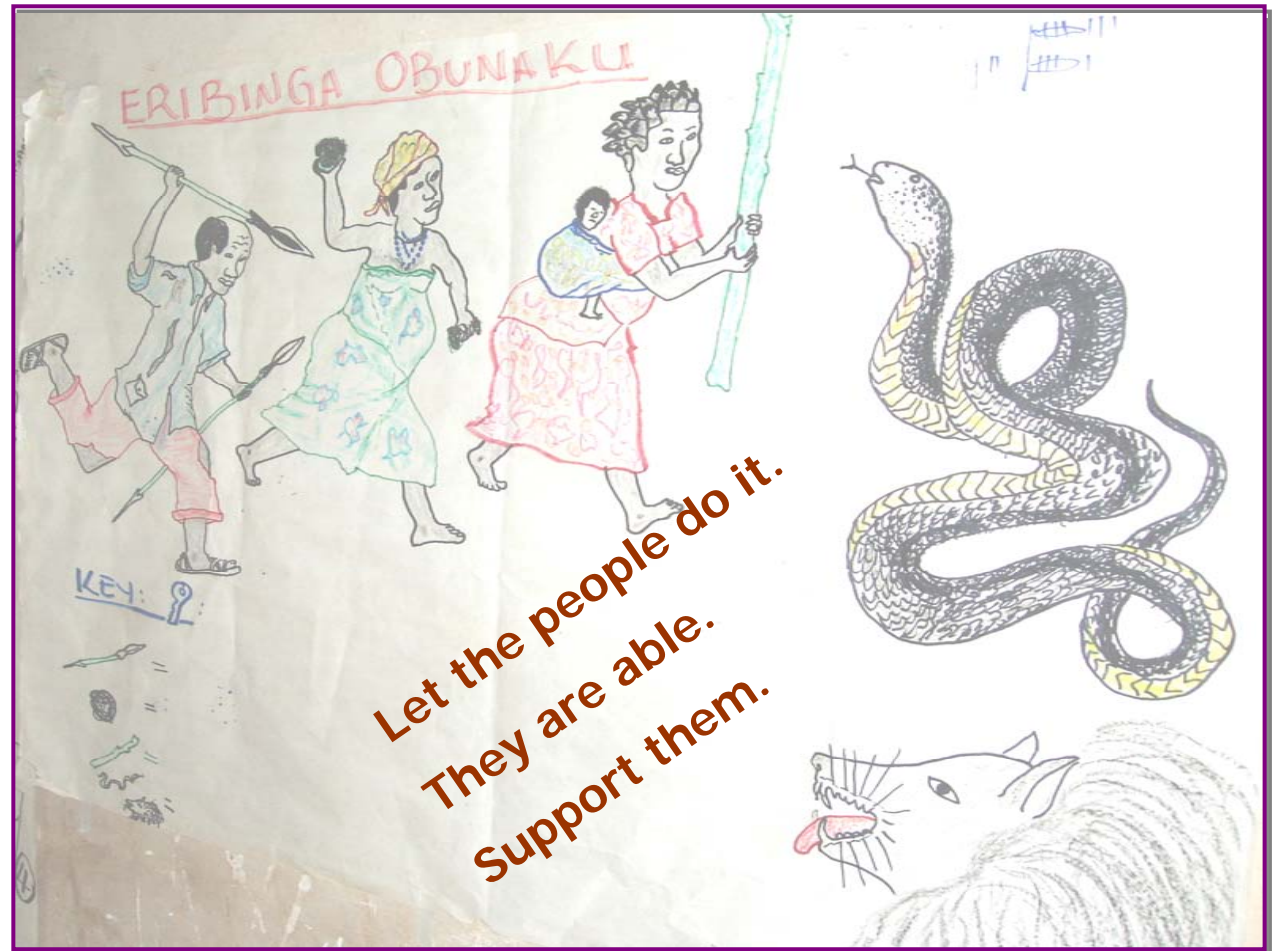
People-led
development

Provide an
enabling
environment

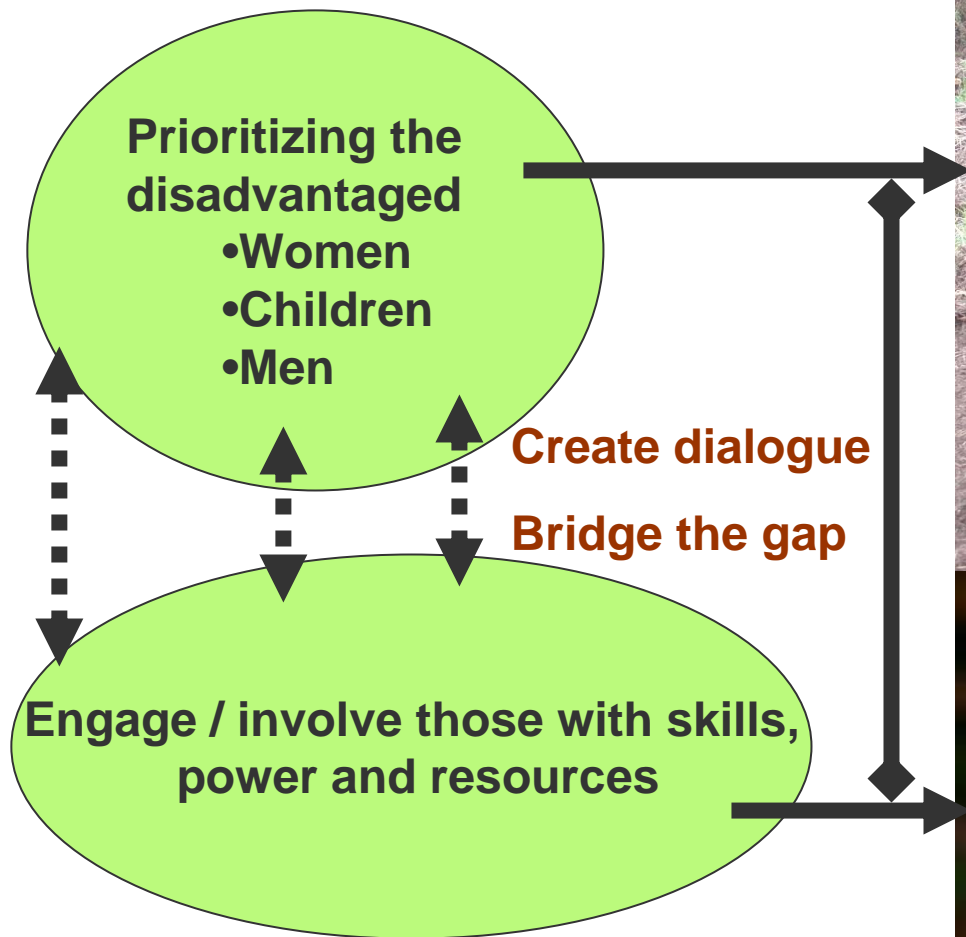
Emphasize
participatory
bottom-up
processes

Building
confidence,
analytical
capacity, skills

Ownership and
sustainability



The KRC Ideology



Knowledge Challenge

Tradition of documentation and utilization:

Failure by many stakeholder to utilize information from secondary sources.

Lack of capacity of the communities to document their own information

KRC is using the PALS approach to empower communities to document their own information

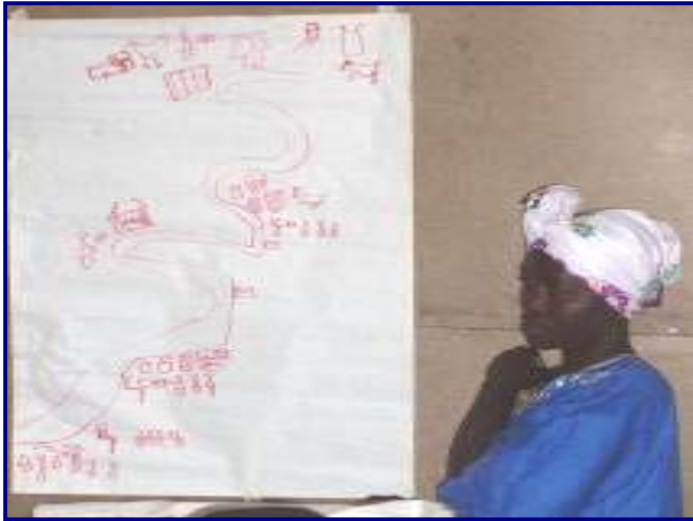


A community group using participatory tools to document their research findings

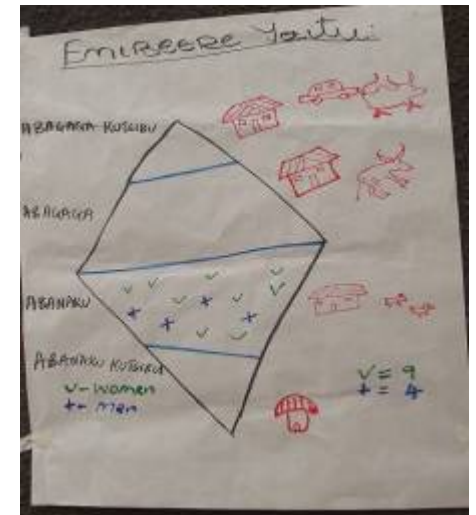
Some of the empowering participatory tools used in action based research

NAME OF GROUP	PURPOSE	Benefit	Fair	Good	V. G.
Community generated indicators		(-)	(-)	(-)	(-)
Use of local languages in school environment	X	X	✓	✓	✓
Level of teacher commitment	X+X	X	✓	✓	✓
Austerity and regularity of the teachers	X	X	✓	✓	✓

Enabling Models And Concepts At KRC



- Inclusive Processes
- Minding the non literates participation and human rights
- Creating moments for reflection and action learning
- Training methodology for MFAs: Joint Meetings for cost effectiveness and sustainability



Research Challenge

Community expectations

The culture of “handouts for facts giving” has affected long term research interventions

Community perceives research to be an income opportunity.

Interventions like PRMT have started to address community expectations



A community meeting during the monitoring processes to gather information for policy reviews. Such meetings are organized by the community facilitators, there is no transport refund, no meals and no any form of allowances given to participants.

KRC's Role: Reducing Vulnerability

Use MFAs as Conduits for Participatory Community Development



Support Village ROSCAs
Promote women's leadership

Create sustainable organizations (MFAs)



Give them confidence

Improving and Increasing Agriculture

**Increasing Food Security and Household Incomes
– the Middle Level Farmers' Concept at work**



**TRANSFORMATION FROM SUBSISTENCE TO SEMI
COMMERCIAL FARMING**

Improving And Increasing Agricultural Output

Supporting local farmers with many initiatives:



Savings from agro produce

MFAs loans to support agriculture

Middle Level Farmers Groups Concept

Increased and improved agriculture production

Value Addition

Marketing Associations and processing

Increasing Civic Awareness And Drive

Government Accountability

Corruption



Shoddy Roads



Getting an Effective Solution

Background: Regional Discussion – MMU* Feb '07

Barriers

- People's time, health, capability, integrity, social issues, accountability
- Current culture is “individual based” – we *don't have a “working” culture*

Need a cultural revolution

- Inspire a spiritual revival
- Take personal ownership of problems and getting results
- Create a positive climate for change

Need to overcome fear and build confidence

- Believe our ‘destiny’ is really manageable
- See some success somewhere ... feel real ownership
- Get the missing tools – analysis, measurement, orderly framework, etc.

Need to connect better to the outside world and best practices

- OECD, Paris, World Bank, etc.

* MMU – Mountains of the Moon University, Fort Portal, Uganda



Most 'Development' Neither Works ... Nor Lasts

Current 'donor' model for development is not working

Undermines local confidence ... *reducing* local capability

Few initiatives have critical mass to leave a substantial or sustainable difference

The need is becoming more urgent

- Population doubling each generation (*every 19–22 yrs at 3.8–3.2% growth*)
- Education is failing
- Climate change is a new need for ways to manage local adaptation

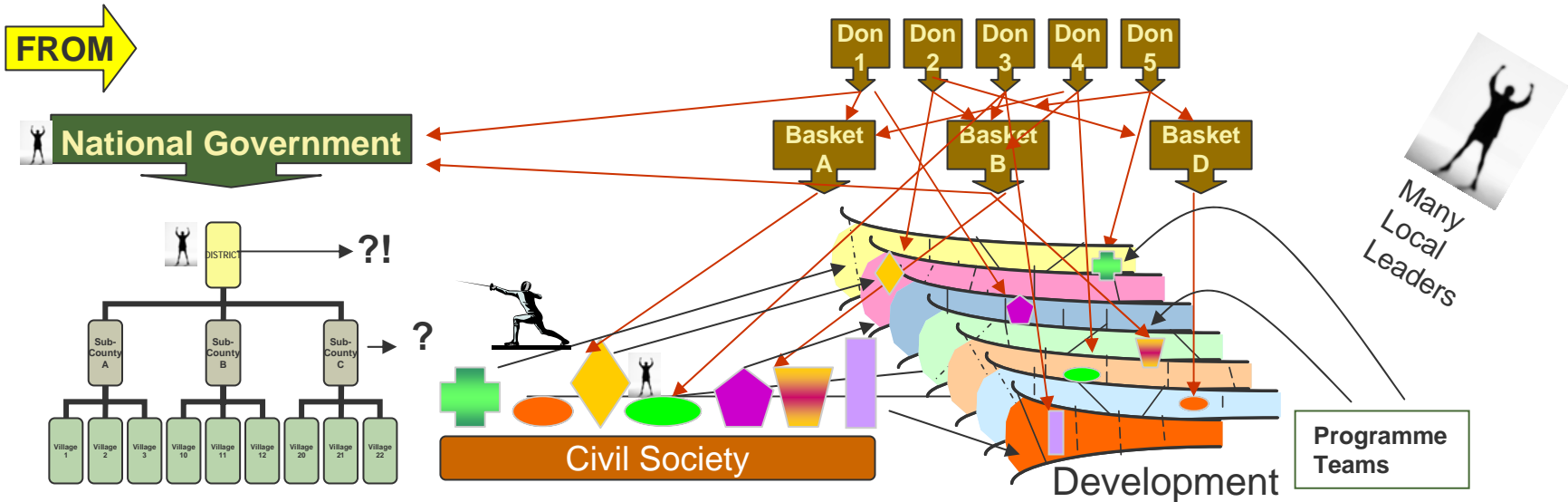
Many donors are strengthening the existing damaging model

- Development model incentives are mis-aligned for everyone
 - They relentlessly neutralize the best and brightest local talent

So things **will continue to get worse**, unless we do something very different, and quickly ...



Development Now



Prescriptive, top-down

Through national government and many different organizations

Completely incoherent

No ability to focus on or meet customer needs

Largely disconnected from the wisest local leadership

Spends money and provides jobs, but creates no lasting benefits

How? – ‘Development’ Uses The *Wrong* Model

Used



Product or Service Model

Strategy to serve needs x & y

Develop products

Make them and deliver them

Customers self-select*

Competition raises bar*

Sales = success*

Often disengage after sale

Customers make individual decisions to buy



Ignored



Change Management Model

Deliver facilitation resources first

Assess holistically & plan locally

Use local team to design solution

Design tools to support

Pilot with close facilitation

Sustained change = success

Leave small group to maintain it

Beneficiaries need to make coordinated behavior changes

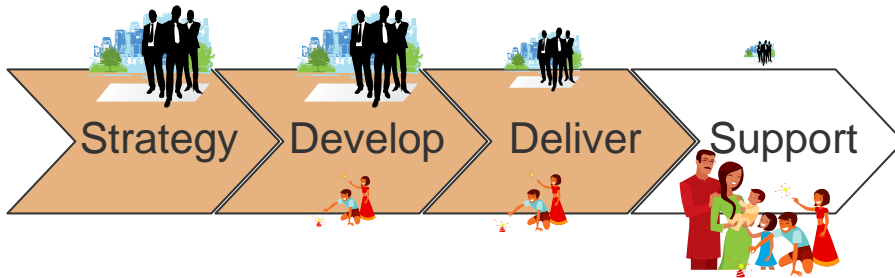


* Key Components that are absent in Development



“Developee, Heal Thyself”! – But With Facilitation

Product or Service Model



Works for

Predictable and known environments and markets

Markets where business understands customer environment well

Markets where customers have choices, so there is good feedback

Change Management Model



Works for

Culture change where new capabilities have to be developed and made sustainable

Change where people are learning and adapting

Blending deep local knowledge with external “big change” knowhow

So, To Succeed ... Facilitate A Local Takeover!

Build shared vision, ownership and consensus

Work closely with respected “thought leaders”

Focus on the “how” rather than the “what”

Create the missing mechanisms in an *integrated* local solution

- Governance (guidance, decisions, budget management, accountability)
- Good database and good focused research capability
- Project teams (match resources to tasks, roles and responsibilities)
- Basic process and planning guidelines – “local best practices
- Tools to support
- Resources to facilitate, maintain and train

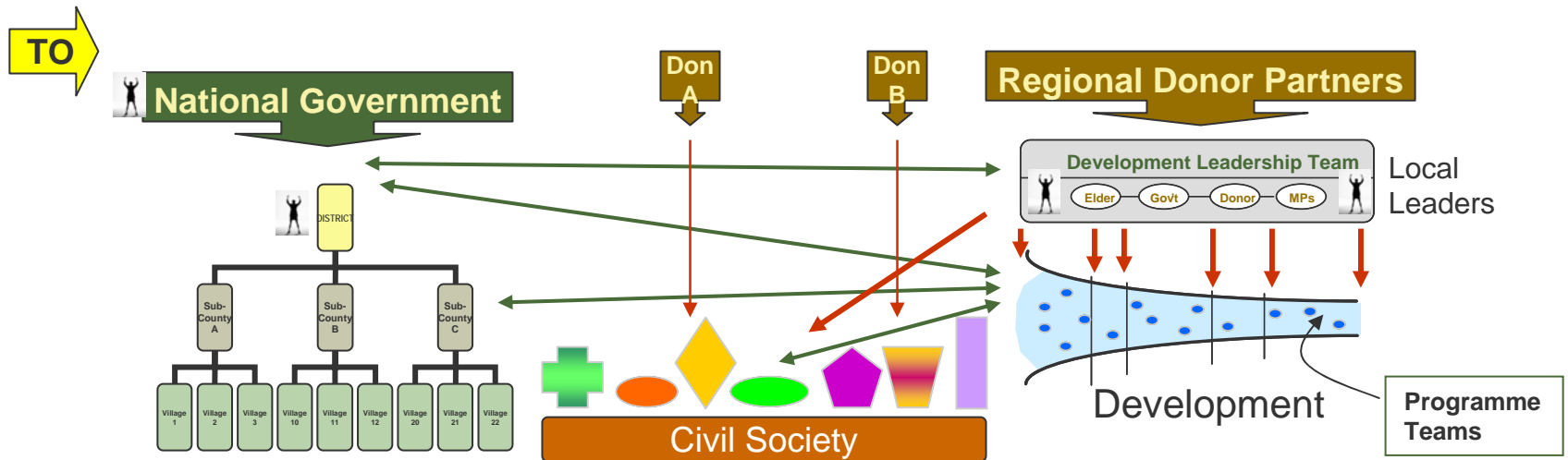
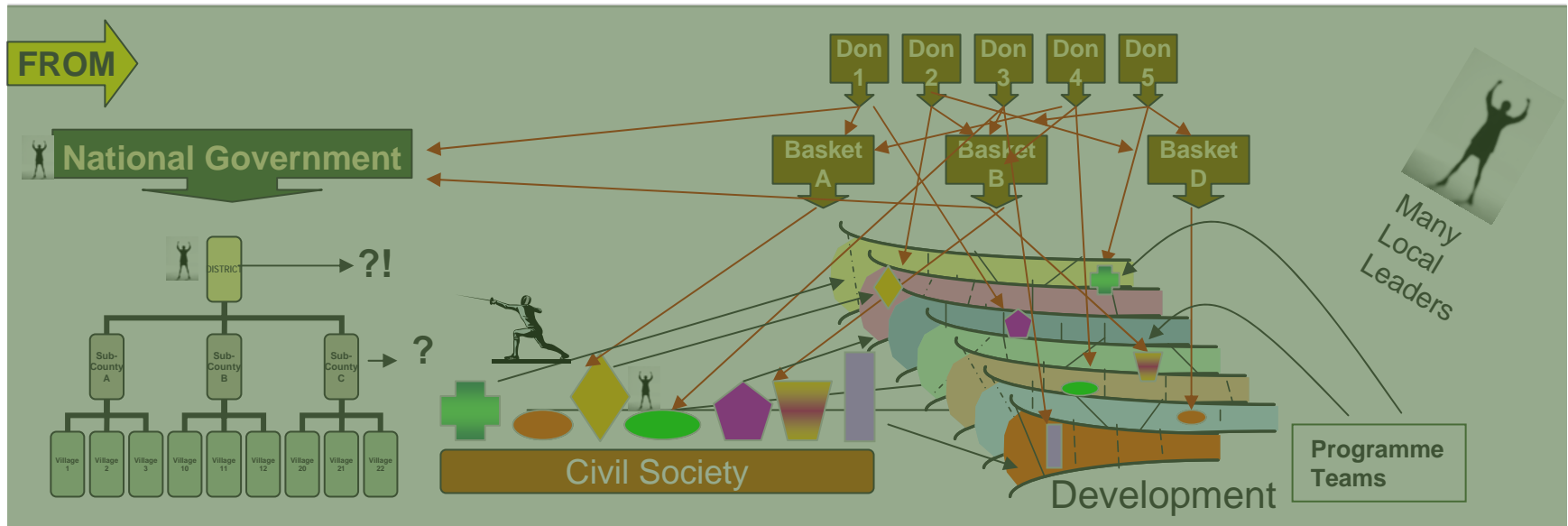
Have everyone participate and understand

Offer hope, and confirm with positive experiences *asap*

Also tackle the cultural barriers (working together, corruption, etc.)



Operational Vision for Development



We 'Assigned' A Development Leadership Group

For critical programs identification, approval and funding

Identified DLG											
MP	MP	LC5	LC5	LC5	LC5	LC5	Pres Advisor	Youth	RANNET	Elders	Donor

■ Membership

- Chair Hon Tom Butime, supported by fellow MP Florence Hashaka
- All five LC5s, plus the Presidential Advisor, Christine, and a donor partner
- Possible to later add youth and elders representatives, if they can be regional

■ Scope

- Evaluating and prioritizing regional development initiatives
- Directing the maintenance of regional development databases
- All elements for development programme success, including close linkages to government policy, programs and budgets, and helpful donor/NGOs
- Regional programme portfolio management, maintaining support from Districts

■ Responsibilities

- Drive research to establish the highest value programs for the region
- Ensure effective initiation of chosen programs
- Communication and advocacy with national/district government and donors



Leaders' Mission To Take Over Development

“Evidence-based” and “well managed”

Objectively

- As apolitically as possible
- As fact-based and logically as possible – “evidence-based”

Development Databases

Reference Model(s) and Supporting Research

Effectively

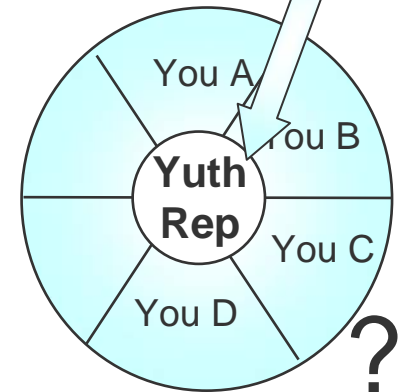
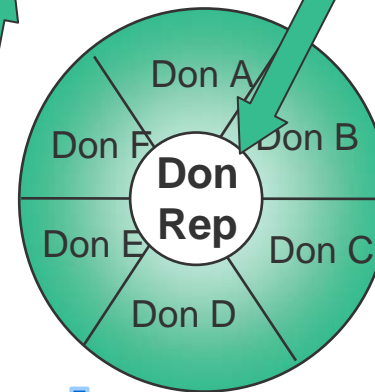
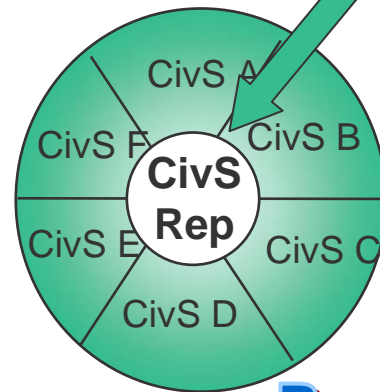
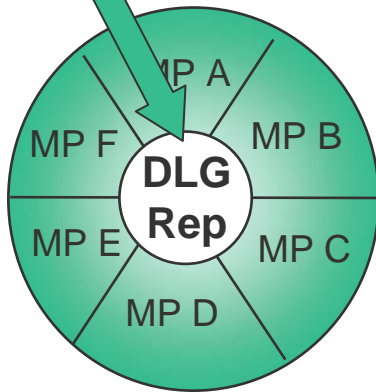
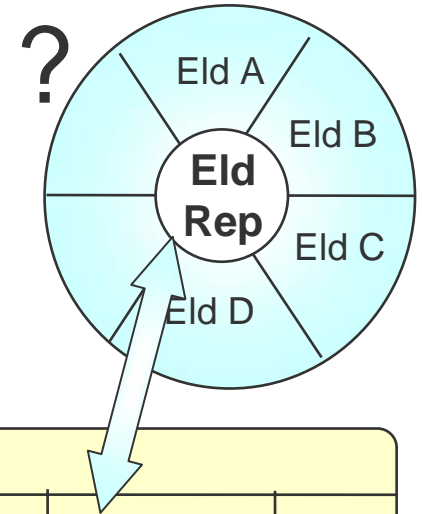
- First, we must CARE about all our constituents
- Understand root causes and drivers of problems
- Understand relative value of programs to fix problems
- Agree priorities – maximize achievable value
- We will talk much more about the problems, the causes and the ways we as leaders can “take charge” of our required and agreed cultural changes



New Communications Roles for Leaders

Keep Extended Groups of peers 'in the loop'

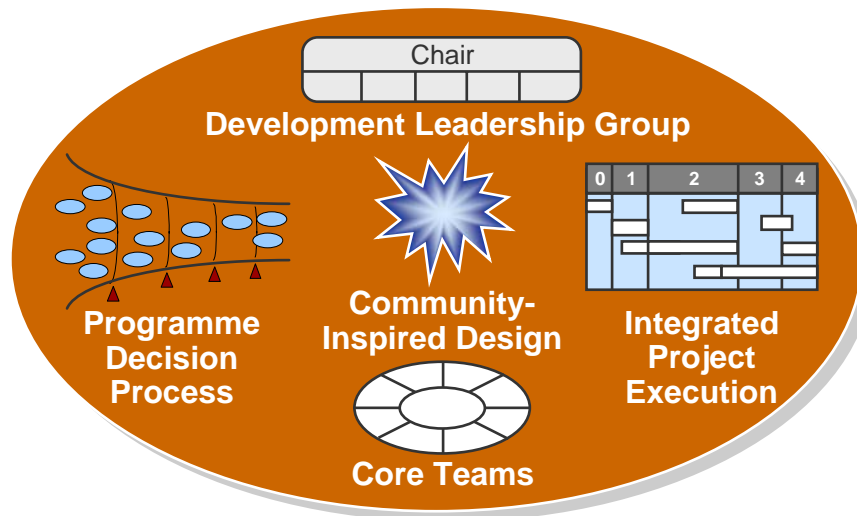
- President and RDCs
- All Rwenzori MPs
- All Rwenzori Civil Society
- Donor(s) (when ready)
- Youth (when ready)
- Elders (when ready)



President

Working Towards 'Best-fit' System

Programme and Project Excellence



A facilitated participatory process, *not* a “cookie cutter”

- ◆ All proposals firmly rooted in a complete understanding of the people being served – often the village communities, sometimes others too
- ◆ Inter-organizational **empowered teams drive programmes from concept to sustainable end**
- ◆ Crisp, **complete programme decisions made early** in programme lifecycles
- ◆ Stage-by-stage review methodology provides **efficient and adaptive management guidance and decisions**
- ◆ Well-integrated tools include a **highly visible metrics ‘dashboard’**

There Are Three Keys To Success

Good data and analysis

- As fact-based and logically as possible – “evidence-based”
- Holistic – include all aspects needed for success, and look at all threats
- Need Development Databases, Reference Model(s) and Supporting Research

Effective mechanisms

- Leadership (Governance) Group, Core Teams, Tools, Programme Process
- Training, Facilitation, Adaptive Ongoing Support, Research
- Cooperate well with national and international partners
- As inclusive as possible to be as apolitical as possible

Openly tackle the cultural barriers to success

- Adopt notion of need for “effective working culture”
- Discuss issues, and work on them in a coordinated and well-coached way

Kasunga 3 Greatest Priorities Results

Regional Leaders votes for their *top five* priorities

- Excludes 'Leadership and Governance' – we are already focused there

		Firsts	2nds	3rds
1 Education	28%	14	4	3
2 Production	20%	4	9	2
3 Health	17%	1	6	4
4 Water	14%	3	2	6
5 Environment	7.4%		1	1
6 Tourism	4.6%			2
7 Microfinance	4.0%	1		1
8 Peace/HR	3.7%		1	2
9 PPP	1.4%			1
10 Repro/Pop	0.9%			1

Kasunga 3: Overall Opportunities Summary

Programme needs

Agriculture Cash Crops
Production
Better Education
Reduce Corruption
Reduce HIV/AIDS growth
Security
Tourism Development
Health
Economic Development
Gravity Water
Electricity
Roads
Malaria solution
Avoid DDT contamination

Process Needs

Programs that can implement
Move into action
Work as a team
Foster citizen participation in
development
Clear development structure
More direction on development
Find a collective way
Manage research and database
Identify stakeholder roles
Get an Urban Planning Policy
Galvanize to action



Kasunga 3: Major Regional Opportunities

Opportunities high on the regional list ...

Tea added value in Kyenjojo and Kabarole

Marketing/Production Boards

Ready-to-eat salad market

Extension services (improve productivity, combat diseases)

Tourism development research, planning and coordination

Any/all the above in conjunction with rapid opening Kasese Airport

Large gravity-feed water schemes enabling **irrigation** and industry

Hydro-electricity

Land Planning

Advocacy (nationally and internationally)



Governance Challenges to Agricultural Growth

External

Challenge	Issue(s)	Implications	What changes
Donors	Hard to govern Each uses different methods Not committed to sustainable results	Don't get what's needed, in content or time Waste lots of energy on different proposal formats and rules Cannot write good plans	Donors pick from regions' proposals Form partnerships for the 'duration' of the programme Participate at governance and team levels as appropriate
Co-funding	Money tied to plans Prevents effective local participation or ownership	Artificial world on both sides – peoples livelihoods depend on not speaking the truth Never get realistic plans, or promised results	Local leadership controls project funding
National Government	Spanning too much to be “best fit” Looks much like a donor locally	Becomes political – every ‘man’ for himself Virtually no local discretion	Develop regional plans in coordination with national research, policies and leadership

Governance Challenges to Agricultural Growth

External & Internal

Challenge	Issue(s)	Implications	What changes
Ineffective Working Culture	<p>People don't speak the same language</p> <p>Poor management of organizational responsibilities</p>	<p>Local teams can't work effectively</p> <p>Can't work effectively with outside partners</p>	<p>Learn a common working language and 'code of conduct'</p> <p>Teams much more effective</p>

Internal

Challenge	Issue(s)	Implications	What changes
Weak Districts	<p>Little control or influence</p> <p>Poor systems and accountability</p> <p>Poor facilities</p> <p>No discretionary income</p>	<p>Struggle to maintain basic services</p> <p>Mainly responding to things – rarely have the time to 'get ahead' and lead</p>	<p>Effectively linked to key development implementations, at planning, decision-making and programme levels</p> <p><i>Plan</i> for sustainability</p>
Local Communications	<p>Villages are hard to reach</p> <ul style="list-style-type: none"> - Distances and roads - Conditions and tribes - Language and Literacy 	<p>Very little gets through</p> <p>What does get through often isn't recognized or understood</p>	<p>We manage and coordinate this channel – leaders oversee messages, community radio and process facilitators operate the channel</p>
Lack of Trust	<p>Still divided by local 'mini-issues'</p> <p>Separated by parties, tribes, etc.</p> <p>Have never seen success together</p> <p>Very different values</p>	<p>Everything seems to be "win-lose" competition for resources</p> <p>Low peer-to-peer respect</p>	<p>We create an alternative that allows people who care to effectively address wider needs</p> <p>It works!</p>

Discussion

Our food policy is critical to our growth

How can research contribute in an integrated management model like ours?

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