

USAID/MALI

***STRATEGIC OBJECTIVE IN
DEMOCRATIC GOVERNANCE***

**CURRICULUM FOR BASIC TRAINING
IN DEMOCRATIC GOVERNANCE:**

- ***Training Manual***
- ***Pedagogical Guide***

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Our sincere thanks!

The Consultant Team:

Leslie M. Fox
Soumana Doumbia
Oussouby L. Niakate
Fadiala Kamisoko

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LIST OF ACRONYMS USED IN THE DOCUMENT

AFEM	: The Association of Women Educators in Mali (National NGO)
AGA	: Annual General Assembly
APE	: Parent-Teacher Association
ASACO	: Community Health Association
VA	: Village Association (Pre-cooperative)
C/CO	: Citizen/Community Organization
CA	: Advisory Body of the Governing Board of Directors
CAFO	: The Collective of Women's Associations and NGOs
CCA/ONG	: The Coordination Action Committee of Malian NGOs
CENAFOD-MALI	: The National Center of Support and Training for the Development of Human Resources in Mali.
CFAO	: The French Company of West Africa
CMDT	: The Malian Company for the Development of Textiles
SNC	: The Sovereign National Conference
TC	: Territorial Collectivity (Sub-national Administrative Units)
SHD	: Sustainable Human Development
LD	: Local Development
DNAMR	: The National Direction of Support to Rural People
DRAR	: The Regional Direction of Support to Rural People
D/G	: Democratic Governance
GDI	: Internal Democratic Governance
GAD	: Gender and Development
SNRM	: Sustainable Natural Resource Management

LIST OF ACRONYMS USED IN THE DOCUMENT (cont.)

GIE	: Economic Interest Group
GRM	: Government of the Republic of Mali
NRM	: Natural Resource Management
INAGEF	: African Institute of Management and Training (Malian)
KILABO	: A Malian National NGO
MATS	: The Ministry of Territorial Administration and Security
MDRE	: Ministry of Rural Development and Water
MEB	: Ministry of Primary Education
MIC	: Ministry of Industry and Commerce
MSSPA	: Ministry of Health, Solidarity and Older Persons
CO	: Community Organization
OHVN	: The Development Office of the Niger Upper Valley
NGO	: Non-Governmental Organization
ORD	: Rural Development Operation (parastatal development organization)
SO	: Strategic Objective
D/G SO	: Democratic Governance Strategic Objective
CSO	: Civil Society Organization
SAP	: Structural Adjustment Program (of the World Bank/IMF)
PV	: Meeting Minutes
PVO	: Private Voluntary Organization (American NGO)
SAVE - USA	: Save the Children Federation – United States
CS	: Civil Society

USAID : United States Agency for International Development

WLI : World Learning, Inc.

GLOSSARY

Society: Is the totality of all human relationships, and the interactions, which result from them. The individual is the core unit of society. Human activity, or development, takes place in the principal social units of society: from the family, to the community, to the nation. Development, whether positive or negative, takes place in these geographically defined, socio-residential units as a result of the changes in each of the three *spheres* of human activity.

Spheres: Specific areas of human activity or development. There are three: the social or associative, the economic, and the political. Each sphere is in principle an *autonomous* realm of human activity. Each one is governed by its own set of rules and values, which in turn structures the behavior and practices of its principal institutional and organizational (societal or public) *actors*; it also generates its own unique knowledge and technology. Each sphere has its own organizing principle, which is based on its primary function on behalf of society. This includes *the economic*: the creation of societal wealth; *the social or associative*: the growth and preparation of human beings as productive and healthy members of society; and *the political or civic*: which governs the public relationships of societal actors. Spheres are not always autonomous in practice; another sphere or societal actor may dominate them. The autonomy of each sphere is further conditioned by its interaction with the physical *environment*.

Development: The change in material (economic), social and political – and some would say, spiritual – conditions that takes place in families, communities and the society at large. These changes result from the growth and evolution of the internal conditions, i.e., the interaction of rules and institutions, values and practices, etc., which define a given societal sphere. When each of these spheres progress in tandem towards goals defined by society itself, then it can be said that a process of *sustainable development* has been engaged. It is implicit to the notion of sustainable development that each of these spheres not only interacts with each other in a positive manner, but with the natural environment as well.

Societal Actors: Are those institutions and organizations that come from the three spheres of society, i.e., economic, social, and political. As such, they are the principal participants in both development and governance; hence they are *development and governance actors*. The principal societal actors discussed in this training manual are *the state* (or the autonomous space of government, whether central or local government institutions), *the market* (or the autonomous space of private sector organizations), and *civil society* (the autonomous space of voluntary associations) all of whom pursue societal or public purposes. In fact, each of these actors may operate in one or more spheres, depending on the rules in place and the functions being undertaken in a particular sphere at a given point in time (e.g., civil society operates in the political sphere, the market and the social sphere at various points in time, as does the central state).

Public: Refers to a defined social unit or collective entity. “Public” can refer to the members of an entire society, or the members of its smallest social units (e.g., a voluntary association, a community). There are state (government) and non-state (market and civil society) publics.

Autonomous Spaces: As used here, are autonomous arenas of action where the principal societal actors, i.e., the institutions and organizations of the state, market and civil society, undertake acts that have a public character. By “public character” we mean those actions that have impacts on defined social units, including families, communities, the entire nation and voluntary associations. In this sense they are autonomous, public spaces. Development and/or governance actors (see below) inhabit these autonomous spaces. In practice, the autonomy of these spaces is conditioned by the political rules in operation that govern interaction of societal actors.

Public Spaces: There are *autonomous* public spaces where each societal actor, i.e., the state, the market and civil society, has “relative” independence over actions relevant to its specific sphere. In addition, there are *common* public spaces in which two or more societal actors are involved in governance processes. Where two actors share a common public space it is called a bilateral governance space. Where all three societal actors share a common space, it is called the space of *democratic (or shared) governance*. In this space all decisions and policies that affect the entire society are made.

Governance: Is the way in which any social unit – from an entire society to the smallest voluntary association – organizes itself *politically* (the rules that determine and guide power relationships among societal actors) to undertake a range of public functions. These functions include: 1) the making and implementation of public policy; 2) identifying, prioritizing and solving public (collective) problems; or 3) allocating and managing public (shared) resources. There are many forms (political systems) of governance. Governance is a process that is undertaken by societal actors, and which takes place in public spaces (from the smallest voluntary associations, or family, to an entire society). It is through participation in governance processes that societal actors are able to contribute to the achievement of the social, economic and political development objectives of society.

Management: Is bringing to bear all the resources of an organization – human, material, financial, and informational – around a well-defined goal and set of objectives, to achieve the organization’s mission and mandate on behalf of its members or the larger community which it serves. It requires both a long-term strategic plan to keep its members aware of and on-track to achieve their overall goals and mandate; and a shorter-term action plan to guide its staff in the day-to-day execution of the programs and activities that lead to the attainment of the specific social, economic, political or environmental objectives for which the organization was formed. There is a specific difference between *governance* and *management*. Governance sets the framework

of rules, values and norms within which management takes place. **Good governance** is, therefore, the result of establishing and putting into place a set of political rules, values and norms that provides a framework within which the resources of a given organization (or public) can be properly utilized to achieve the objectives as defined by the members of that organization.

Politics: Are the set of rules established by a given social unit to govern the internal relationships of its principal social actors. In this regard, the rules govern their participation in public life, particularly in the making and implementation of public policy, in the allocation and management of public resources, and in the identification, prioritization and resolution of public problems. Political rules thus define the nature of a given political system including: who gets to participate in public life (e.g., institutions, individuals), in what specific areas of public life they can participate (e.g., which types of public decisions or what types of public implementation), how they participate (in what form, e.g., by voting, as a political representative, through a voluntary association, by litigation), when (e.g., periodically during elections, continually through political institutions and civic organizations), and where participation will take place (e.g., in the courts, in voluntary associations, in the legislative branch). Politics is the regulation of power among and between social actors in public spaces.

Democracy: Government of the people, by the people and for the people. A particular set of political rules that is characterized by: 1) political competition (elections and voting) for the control of political institutions and processes; 2) political participation (in political processes and institutions) by all enfranchised actors; 3) a rule of law (etat de droits) that governs the power relationships between societal actors; and 4) respect for human rights and civil liberties. The citizen is the core actor (base unit) in a democracy. Democratic development, like sustainable development to which it contributes, is a work in progress; it is never completed because new problems arise in society that must be continually confronted and resolved. As societies evolve, so too must their political sphere.

**The Citizen/
Citizenship:** The citizen is the primary unit of democracy and civil society. **Citizenship** is a purely political concept, and citizens are the principal building blocks of the political sphere or system. Citizens are imbued with certain political rights – in many cases, considered inalienable – as well as certain political obligations. Normally the rights and obligations of citizenship are codified in a **constitution** which is itself the codification of all the political rules and institutions that define a political system. The underlying agreement of citizens that constitutes these rules is the result of a **social contract**. A social contract defines what rights citizens are willing to confide to their government in return for its role in maintaining the overall political rules, including those that define public governance responsibilities. A social contract is only valid in a democracy.

Democratic

Governance: A form of national governance that is defined by democratic political rules. D/G implies a partnership between the principal societal (development) actors in the process of governance, i.e., in the making and implementation of public policy, resolving public problems and the allocation and management of public resources. This ***partnership*** in governance and development processes is a sharing of risks and responsibilities as well as their benefits. It implies that all three principal “public” actors, the state (government), the market (the private sector) and civil society (civil society organizations) from national to local levels, are ***legitimate*** participants in the institutions and processes that are involved in governance processes. Democratic rules, and their acceptance by concerned societal actors, confer legitimacy on those actors.

Self-

Governance: Each of the three principal societal actors has its own autonomous public space in which it undertakes governance functions according to, and defined by, the political rules (system) in place. Self-governance includes the making of public (development) decisions/policies and the implementation (delivery) of public goods and services. Self-governance by a societal actor implies that a given “public” is being served by it. In this regard, “public” refers to either a particular social unit or the societal actors (individual organizations and institutions) that operate in it.

Good

Governance: Is a normative condition that describes a set of *desired* characteristics and outcomes that result from the *process* of democratic or shared governance. Good governance takes place in public spaces, whether in autonomous governance spaces or in common public governance spaces; it can take place at the level of an entire society or in the smallest social unit such as a voluntary association. The *characteristics* of good governance include: transparency in the way a social unit’s (or public’s) decisions are made, its leaders selected and its resources used; the accountability of leaders to their members in the performance of public responsibilities, including the use of resources entrusted to them, as well as the quality of its decisions; and the responsiveness of leaders to the interests, needs and problems of the unit’s members. If these characteristics result from democratic or shared governance, then we can anticipate that good governance will also be characterized by effectiveness in the discharge of public governance functions.

Civil Society: The autonomous space – composed of voluntary associations pursuing public purposes – that exists between the citizen on the one hand, and the state and market on the other. It is a political concept and its constituent institutions and organizations reside in the political as well as the social and economic spheres. It is political because it confronts both the state and market when necessary in order to defend and promote the interests of its ***citizen*** members and the broader society. As an autonomous public space it undertakes self-governance functions independent of the state and market. The organizing principle of civil society is that of consensus in which citizens come together voluntarily to advance shared interests and solve collective problems.

Government: Refers to the political institutions of the state, including decentralized and autonomous political units (local governments), established by a social unit to govern its public affairs. Governments are entrusted by their peoples to undertake, at a minimum, the formulation and, in defined situations, the execution of public policies. In addition, they are charged with the regulation of social, economic and political life, and the maintenance of public order and territorial integrity, all of which are defined by the fundamental laws (constitution) of the concerned social unit. The organizing principle of the government (state) is that of coercion, or the willingness to use force to ensure compliance with political rules. In a democracy, this coercive function is legitimized by the freely given power of citizens to their elected governments.

The principal political institutions that compose most democratically constituted states include: 1) the legislative branch, responsible for law-making, citizen representation, and executive branch oversight; 2) the executive branch, including the public bureaucracy, responsible for formulating and implementing public policies, enforcing the rule of law (etat de droits), and maintaining territorial sovereignty; and 3) the judicial branch, responsible for interpretation of the law (constitutional, commercial, ordinary) as well as the regulation of social, economic and political conflicts arising from the interaction of public actors.

Private Sector:

Is the range of institutions and organizations – sometimes called market actors – that compose the economic sphere of human activity. The internal organizing principle of the private sector, or the primary purpose around which it is organized, is to make a profit for its owners or shareholders. Its function as the principal actor in the sphere of human economic activity, and thus its contribution to societal development, is to allocate rationally and efficiently a society’s resources, i.e., land, labor, capital and technology, to those tasks that society has defined. In a perfectly functioning market, i.e., one which is completely open and based on allocating resources according to a society’s defined development needs, the private sector is viewed as the principal generator of economic wealth. Because the ideal of the completely free and rational does not exist, there is little likelihood that a society’s wealth will be evenly and equitably distributed.

Partnership: Is one of several possible outcomes in terms of the nature of relationships that take place between two or more social actors. As used in this manual, partnership refers to the sharing of responsibilities, risks, and benefits between public actors, i.e., the state, market and civil society, in the performance of governance functions. This shared participation in governance matters is what we call “democratic governance”. It should, however, be noted that partnership does not preclude disagreements among the partners concerning public acts, including decisionmaking. Neither do partnerships mean that the responsibilities and obligations accorded to a given partner by a constitution will not be carried out, even if it may mean impinging on the autonomy of another partner.

Civic

Education: Is the process and methodological approach of educating individuals, in their capacity as citizens, concerning their civic and political rights and obligations. Civic education is the body of knowledge that defines the civic or political rights and obligations of citizens as well as the nature – that is, the set of political rules, institutions, processes, values, and practices – of their political system. Civic education is directed to both citizens and potential citizens, the latter being the youth of a country.

Civic Action: Includes all actions undertaken by citizens – either directly or through their voluntary associations – that aim at improving societal or public well-being. Civic action is an action that promotes or defends individual or collective interests of citizens. Civic action is therefore a public as opposed to a private act. It is undertaken vis-à-vis those societal actors who have the power to change policies or make decisions that affect the well-being of a given public.

Virtuous

Circle: Refers to an integrated and holistic understanding of civic action. In practical terms it is a participative and iterative ***strategy*** of civic action that both leads to and defines citizenship. As in all aspects of democratic governance, the citizen is at the center of the process of civic action and must be well-informed and active if the achievement of a specific policy change or reform is to be achieved. Citizens on their own are much less effective in promoting and defending their interests than they are when participating collectively in the organizations they create to address their problems and advance their interests. Thus, it is important to have a strong civil society as well as strong individual civil society organizations composed of informed and active citizens. And finally, participation in the process of civic action – whether it leads to the achievement of a specific policy reform or not – enhances the legitimacy of both citizens and civil society as political actors. It also empowers them as effective partners in democratic governance and sustainable development.

Advocacy: Is generally defined as the process by which individuals or organizations undertake to change a policy that is not in their individual or group interest; or initiate a reform that will facilitate achievement of their interests. Advocacy is thus a well-defined strategy designed to effect a policy change or reform and which utilizes a set of well-understood techniques, tools, and tactics, as well as bringing to bear necessary resources, to influence those public actors with the power to bring about the desired policy change.

However, as used in this manual, the preceding definition of advocacy corresponds to only one of the three components of the civic action concept of the virtuous circle, that is, advocacy as influencing key policy outcomes and to achieve well-defined reform programs; or advocacy as an *instrumental* objective. But in addition to this narrow objective of advocacy, we also add two others, each corresponding to the remaining elements of the virtuous circle. The first is advocacy as it promotes the centrality of the citizen in political life and the strengthening of citizenship, or advocacy as a *transformational* objective. The second objective of advocacy is the

way in which it strengthens civil society as a means of citizen participation in political life and its function in generating the values of social capital, or advocacy as a *developmental* objective.

Effective

Commune:

Is both a vision of sustainable national development and a practical strategy for achieving it. By accepting the maxim that *all development is (ultimately) local*, it places the commune at the center of the sustainable development process. The commune is not only a geographic and administrative entity but also a principal focus of collective *human activity*, that is, the principal focus of sustainable development. In this regard, it is the primary location where the maximum participation, dialogue, collaboration and negotiation takes place by all *legitimate* public actors with a shared stake in the outcomes of sustainable development. Equally important, the commune becomes the principal focus where shared or democratic governance takes place. Thus, D/G can be defined simply as the participation of all legitimate public actors in the identification, prioritization and resolution of shared development problems; the making and implementation of collective development decisions; or the allocation and management of commonly owned resources.

Synergy:

Is the desired outcome that is achieved when all spheres of human activity, i.e., the economic, social and political (each interacting with the natural environment) develop at the same rate and with all legitimate societal actors participating in the formulation and the execution of concerned developmental decisions. Synergy implies that the desired outcome will be a state of development that is greater than the sum of the development achieved in each of the three individual spheres of human activity, or what we call *sustainable development*.

FOREWORD

THE FOUNDATIONS OF GOVERNANCE IN MALIAN SOCIETY

The word “governance” derives etymologically from the Latin word "Gulvernare": to govern or rule. According to the Larousse dictionary, “to govern” means to lead with a rudder. When applied to the area of social sciences, “to govern” means to rule politically, to exert executive power (in Bambara, "Fanga"), in other words, to enforce the “rule of law” ("charia").

If we agree that governance is the manifestation of the act of ruling, and that this new term denotes the way in which political power is exerted, then we may admit that governance, which draws its essence from the written or unwritten law underlying it, is qualified by the nature of this very law. In the same way that a law may be good or bad, governance may be acceptable or not, democratic or not.

The appreciation of governance by citizens, regardless of their political persuasion, is inspired, to a significant degree, by the norms and values of their culture. It is thus through culture that each citizen is able to accept, or not accept, a given system/regime of governance.

This is the reason why any societal actor seeking political legitimacy seeks first to influence the mentality of the population, most often through a well-designed and orchestrated campaign of civic education; or some might say, propaganda. Nazism, fascism, communism, capitalism, liberalism, etc., are examples.

Thus, the linkage between governance and culture is obvious. Neither one nor the other really makes sense unless it is viewed within a conveniently structured society, with a more or less ancient civilization. Our country is a land of rich cultures and with several millennia of organized social life, or civilization. As such it makes it possible to state with a high degree of certainty that the foundations of governance have existed and continue today in our culture.

In fact, the history of Mali confirms that populations here have evolved for more than 1,000 years (for example, the Empire of Ghana) within centralized states and have organized in the form of kingdoms, empires, and more recently, modern republics. Therefore the Malian people have always had relationships with those who hold power, either as **ruled** or as **rulers**, and thus experienced different systems/regimes of governance: feudal and aristocratic, colonial, and republican. As rulers, they have had the opportunity to "rule politically" over the affairs of the state, that is, "to exert executive power." As ruled people, Malians were forced to "submit to governmental power," that is, to a central authority, a rule of law or fact. This takes the ruled into account in the process of managing public affairs.

Exercising power creates a range of political relationships between members of a community within a geographic space and according to various modes of governance. These modes were either imposed, consensual (see the following discussions for example), or both at the same time, with variations according to the historical context.

1. Before the end of the 19th century

At the time of the early empires and kingdoms, governance regimes were defined and controlled by nobles, the victors in war, and the privileged and powerful few over the many and powerless poor, whether free men or slaves. Political power was perceived as a political right, and often by divine law. The social class of the ruled submitted to the class of rulers largely through their subjugated [by force] status. The citizen, in the sense of inhabitant of the community, passively accepted this fact: the rulers were meant to manage, and to ensure defense of the community, while the ruled were left to ensure their own development through economic, social and cultural activities. Power was, by definition, the domain of nobles and the passive attitude of the ruled was the expectation of the established order, accepted by everyone, and reinforced by the influence of religious leaders.

Ultimately, man moved within the limited area that was ascribed to him and contented him/herself with this condition. This system of governance was aristocratic and feudal. Political rights were the just fruits of the rulers, that is the aristocracy, and were virtually non-existent for the ruled (free men, slaves, etc.).

The essential role and activities carried out by the ruled were geared towards the production of goods in order to meet the needs of the community, including those that ruled.

2. From the early 20th century to 1960

This was the colonial era and was characterized by several political regimes.

a) From colonial penetration to the 1939-45 World War

The first colonial regime was based on an indigenous system of governance in which the French colonies were considered part of what was called the "French Empire" and regrouped within regional geographical entities such as French Western Africa. These colonized areas were mainly inhabited by what the French referred to as indigenous "subjects." Only in a few cases, i.e., in four communes in Senegal, were the inhabitants considered French citizens and thus not labeled as "indigenous." Indigenous African populations submitted to a governance system, whose main characteristic was exploitation of human and economic resources to meet the needs of the metropolis, that is, France. The legal and institutional framework established to ensure this end was outrageously oppressive. It authorized forced labor, compelled enlistment in the French armed forces (for the defense of France), requisitioned agricultural products and animals, and exploited natural resources for the benefit of large French commercial companies such as Peyrissac, Maurel & Prom, CFAO, Vézia, etc. In other words, the indigenous populations were "entirely at the beck and call" of the metropolis.

This regime, unlike the preceding one, was unbearable for two reasons:

(i) It was arbitrary and capricious and thus did not correspond to any established order (rule of law). Colonial power was a power of fact, imposed by the power of arms (force).

The relationship between the administration and the administered did not make room for participation of the latter in the making of decisions that affected them.

(ii) Paradoxically, the colonial system, anti-republican in the extreme, was however set up in the name of the French Republic whose motto was and remains "Liberty – Equality – Fraternity." The indigenous African "subject" was neither free, nor equal to the French man (or woman), nor for that matter was he considered his brother, hence leading to a strong feeling of frustration. It is this contradiction that both African intellectuals and war veterans tried to battle after the 2nd World War.

The unjust and oppressive characteristic of the colonial regime was the principal reason that it held no legitimacy in the eyes of the "administered", who thus did not recognize the government of the "French Sudan" as anything more than an occupying power. In the specific case of Mali, riots, often marked by bloodshed, broke out in many rural areas (the Bobo country, Belegoudou, Northern Mali), while intellectuals were seeking ways to attack the system from within through social, economic and political organizations (trade unions, political parties, religious groups).

b) From 1939-45 to 1960

Both during and following World War II, succeeding French governments began to recognize some rights for the colonized populations of the French Sudan. This was due to both the mass participation of the indigenous inhabitants in the provision of manpower and material goods in the defense and liberation of France, and the weakened condition of France following the war. Under various constitutions a number of rights, particularly the right of association, provided a means for limited political participation. Intellectuals, veterans and some strata of civil society took advantage of this formidable democratic space offered by France. Soon, trade unions, political parties and associations were created and claimed additional rights—more justice and equality. In order to secure greater power and scope of action, these emerging organizations of civil society affiliated themselves to French counterparts through alliances and agreements. The result of these alliances between French and African political parties and labor unions, and their joint struggles against French governments, led to the beginning of decolonization and independence. Ultimately, it led to political liberty and the right of Africans to participate in the management of public affairs.

In short, this period was one of political consciousness-raising concerning the illegitimacy of the colonial regime (juridically and institutionally), a period that saw the emergence of an African civil society (e.g., trade unions, various trade, business and professional associations) and of their claim of political rights. Liberties, recognized by France, but denied by the colonial administration, provided several broad-based movements and interest groups with the opportunity to exercise political advocacy, which resulted in the independence of Mali on September 22, 1960.

3. From Independence To the Present

In 1960, the French Sudan became The Republic of Mali, whose motto, "One People - One Goal - One Faith," can be viewed as a holistic program for the development of a strong and prosperous

nation. In any case, this was the ambition of the people as manifested in the several Constitutions that were written from independence to this date. The republican form of the government has remained a constant throughout the nearly four decades of Malian independence. From independence through the Third Republic, democracy was claimed by succeeding governments as the political regime of choice, although their actual exercise of power indicated something entirely different, at least during the first two republics. From the interventionist, one-party system under the First Republic, to the chaos and anarchy that marked the Second Republic, and finally to the multi-party political system under the Third Republic, democracy in Mali is still finding its way. However, the rights and duties of the citizen are recognized by the Constitution of the Third Republic; individual and collective liberties are guaranteed; and perhaps most importantly, so is the right of free administration or local government. These were unquestionable achievements of the 1991 National Sovereign Conference, which brought the mass of Malian citizens into the design of their political system for the first time since independence.

Today, Mali under the Third Republic has gained a measure of legitimacy unlike any found under earlier regimes. The institution of a democratic system of governance (and self-governance) has permitted the opening of political space for the citizen's expression of his or her interests.

The training program that follows, as demonstrated above, is not being cultivated on virgin land. The many concepts and ideas found in this document are consistent with the principal forms of social organization (individual and collective) of our country, whether we mean relationships between the citizen and the organization of which he/she is a member, or the territorial units (hamlets, villages, cantons) where development takes place. Malian cultural values are quite capable of integrating the basic concepts of democratic governance, based on the citizen's participation in the design and implementation of development programs that affect him/her. Democratic governance requires from the citizen a type of behavior that is easily accounted for by our culture. The judicial and institutional framework is conducive to the exercise of democracy. Democracy is not an end in itself. It is a means that should allow the citizen to fully participate in the decision-making process and in the implementation of policies and reforms affecting him/her, that is, democratic governance. It needs to be refined by continually questioning its judicial and institutional environment, as well as by the practice of the citizens. It is the ambition of USAID's D/G program to achieve this double objective.

INTRODUCTION

The following Democratic Governance (D/G) Training Manual and Trainer's Guide has been developed for the USAID/Mali Democracy and Governance (D/G) Strategic Objective (SO) Team in conformance with the scope of work accompanying IQC No: AEP 5468-I-00-6013-00, Task Order #804. This document represents the final English version and takes into consideration comments and suggestions made by the Stakeholder's Advisory Group (*Noyau d'Accompagnement et de Reflexion*) that was the principal review body guiding the development of the D/G Training Manual and Trainer's Guide. It also incorporates more recent comments from the D/G SO Team following the completion of formal contract activities at the end of September 1998. The English version was translated from the final French document, which was developed over a three-month period in Mali. As discussed in greater detail below, this D/G Manual/Guide has been designed for use in training PVO/NGO trainers in the substance of USAID/Mali's democratic governance strategy so that they can facilitate a learning process with their community organization (CO) and federation partners. This Manual/Guide was developed from a core D/G curriculum that was completed by World Learning under an earlier USAID/Mali D/G SO Team contract.

Finally, it should be noted that the D/G Training Manual and Trainer's Guide was designed within the framework of the Mission's Democratic Governance Strategic Objective (SO), undertaken in collaboration with the Government of Mali. The D/G Strategic Objective is a direct contribution of USAID/Mali to the national decentralization program of the Government of Mali.

1. Why this training manual?

The current socio-political context and conditions in Mali are favorable for a true repositioning of the **citizen** and of **civil society** in the definition and formulation of public policy, as well as in guiding the democratization process. Furthermore, both these new political actors are well placed to ensure the construction of a Malian *rule of law*, to continue pressuring for decentralization reform, and to promote their full participation in sustainable human development and democratic governance at the local level.

Equally important, national political leaders are open to the strengthening of democratic practices, as well as oriented and committed to the implementation of a range of country programs (sustainable development, fighting poverty, good governance, national development plan, PNAE). All these factors provide optimum and ideal conditions for success of the training approach laid out in this manual. These macro-level conditions also provide a favorable context for the current and on-going efforts to strengthen civil society through the practical application of the principles contained herein.

In general, it can be said that there has been an inadequate level of preparation of most public actors in response to the current and future challenges and opportunities of democratization and good governance in Mali. As such, the D/G Training Manual and Trainer's Guide can make a real contribution to an overall strategy of nurturing the emergence of a new category of actor

(partner) capable of participating in the successful achievement of a range of actions undertaken to support democratic life.

In this regard, the goal of the following training program is to educate and train – in short, **to prepare the citizen actor**, through his/her grassroots organizations, federations and civil society in general – to effectively participate in the political, economic, social and democratic governance spaces created by the arrival of the new macro-political context in Mali. This will allow them to become more effective and legitimate actors and partners in the unfolding processes of decentralization and sustainable development.

2. For whom is this manual destined?

The primary and priority target groups of this training program are Malian **Community Organizations (CO) and the federations** they create to represent them at higher levels of governance. They constitute privileged intermediaries (strata) that serve to prepare citizens to take responsibility for their concerns, interests and rights in a dynamic process of organizational strengthening and mobilization of civil society. This means that a strengthened civil society, and the COs and Federations that compose it, can together take responsibility for the promotion and defense of citizen interests, priorities and civic rights towards a number of other public actors, particularly decisionmakers (powerholders) in the state and market.

- The D/G program also targets the **members and leaders** of grassroots community organizations and their federations who are the principal actors and ultimate beneficiaries targeted in the strengthening of civil society in view of their direct participation in a system of democratic governance.
- However, in operational terms and specifically in achieving an effective implementation strategy, the training program targets **NGO personnel, particularly trainers and field agents, in their role as animators and multipliers** of democratic governance practices and values. NGOs are also targeted for strengthening as an end in themselves and not just a means to grassroots capacity building. In this regard, they are viewed as important intermediary members of the civil society that connects the grassroots with governance processes and institutions beyond the very local level.

3. Who are the users of this manual?

This D/G Training Manual and Trainers Guide has been designed for use in training American PVO/Malian NGO trainers in the substance of USAID/Mali's democratic governance strategy so that they can facilitate a learning process with their CO and federation partners. In addition, the core curriculum from which the Manual/Guide was developed also provides PVOs, NGOs and USAID/Mali with specific messages and learning content for use in formulating complementary **civic education and functional literacy programs**.

There are two principal differences between the D/G program presented in the following volumes and these latter two programs. The first concerns the audience targeted, i.e., the general public (civic education) versus the members of specific COs and federations (D/G training

program) supported by USAID and its PVO/NGO partners. And secondly, the D/G program was specifically designed to achieve a better understanding of the notions and the extension of key principles of Democratic Governance, and thus are destined for use by NGO trainers in the animation of and replication vis-à-vis the principal program targets, that is, grassroots community organizations and their federations.

The process of conception and preparation of this training program was a dynamic one, having strongly favored a participatory and iterative approach. The resulting document can thus be considered a living "**Process-oriented Manual**," which will be improved over time through its actual application in training situations. In short, the D/G Training Manual and Training Guide should not be considered a completed document, but rather a work in progress, much like the subject to which it addresses itself ... democratization.

4. *How best to utilize this manual?*

It is important to note that this manual is an extension tool, which, even when fully understood by NGO trainers, still remains complex, given the nature of the subject matter and the ultimate beneficiaries targeted. Its mastery and ownership by the user will require a certain amount of time and preparation. Therefore, in order to use this manual properly and productively in a broader coherent training process, it will be necessary for NGO trainers and senior staff alike to undergo a minimum of one to two months of their own training to better understand the subject content and appropriate learning methodologies. As for CO and federation members and leaders – the majority of whom are not literate – it is suggested that, to adequately convey and ensure mastery of the program's contents, NGOs consider a training plan of one to two years in duration. This takes into account the rhythm of rural life and the every-day constraints faced by the beneficiary adult learner.

5. *The structure of this training manual and trainer's guide*

This training program is composed of four main themes, corresponding to the content of the overall D/G strategy.

Each theme is organized around the following components:

- a) An overall theme introduction detailing the objectives, expected results, composition and content of the theme; all condensed into a **summary table**.
- b) A second part composed of three to four modules, each one developed according to the following outline:

- Introduction to the module
 - Learning objective of the module
 - Concerned public (target group)
 - Component of the core curriculum
 - Training content and pedagogic progression (in table form)
 - Conclusion of the module
 - Evaluation of the module
 - Illustrations, conceptual schema and tables
- c) Each module includes a pedagogical guide, whose purpose is to provide trainers with adult learning approaches and methodologies and pedagogical tools for use in developing concrete lesson plans. The Guide includes the following:
- Learning Objective
 - Learning Questions to be addressed
 - Key Learning Concepts and Terms to be addressed
 - Curriculum Contents and Key Concepts
 - Guidelines for trainers
- d) Technical lesson plans (fiche technique) are a synthesis of the group work that resulted from the Training of NGO Trainer’s workshop that preceded the field test phase and the lessons that emerged from it. They must however be improved by the trainer in finding a multiplicity and diversity of messages.

Lesson plans are developed in the form of a table and are comprised of the following:

- Substantive contents (corresponding to the development of concerned messages)
- The duration of each message
- The sources and tools of illustrations
- Appropriate pedagogical methods

These lesson plans which have been field-tested were later enriched during the restitution (feedback) workshop and will now be able support the trainers in their field work.

In addition, the last lesson plan in each theme is followed by a summary glossary of key Bambara terms (except for Theme II).

- e) A second annex was added to the French version of the manual/guide, which provides a synthesis of the results of the final training of trainer’s workshop as well as lessons learned from the field-testing phase. It comprises the following:
- One to two illustrative messages defining the concerned theme, followed by several “reference” messages (three or four for each of the theme modules). It is from these overriding (mother) messages that the modules have been translated into technical notes

(lesson plans) which follow the same format as the tables that present the pedagogical contents and logical progression found in the modules themselves.

As such, each technical note is fashioned in the form of a table as follows:

- Elements of the curriculum contents (but corresponding to the specific messages developed and retained for diffusion);
- The time that it takes to convey the message;
- Sources and tools used to illustrate key concepts;
- Appropriate pedagogical methods.

These technical notes were field-tested and further improved during on-site training team reviews. They proved to be excellent supports for field trainers.

This annex has not been translated in the English version, as its application is highly specific to the needs of individual trainers and much of it was developed in the local language (Bambara).

A special note to trainers on the utilization of this manual

While this and related documents should inspire trainers, they should also avail themselves of the contents provided under the chapter “**Pedagogical Guide**,” and specifically in the section “**Curriculum Contents and Key Concepts**” found in each module.

In addition, the **summary table** that encapsulates each of the four themes, as well as tables presenting the learning content and pedagogical progression of each module, constitute important elements of the pedagogical guide and should be valued accordingly. In short, before even reaching the pedagogical guide component of each module, there are a range of tools and pedagogical approaches available to trainers for practical field utilization and technical delivery of relevant messages.

Immediately following the *content and progression tables* in each module are several **schemas** (and corresponding narrative explanations), which provide illustrations of key concepts that trainers can adapt to a given local context. For this reason, they constitute a very useful complement to other elements of the pedagogical guide.

Moreover, the **summary table** of each theme provides a panoramic vision of the entire theme in its essential components, including:

- Overall learning objectives
- Theme modules
- Learning Questions to be addressed
- Key concepts and issues to address

Concerning the *table of learning contents and pedagogical progression*, trainers should use the learning contents, the source of the learning, and essential methods as a coherent whole for each principal message, with each element serving as a support to the other.

The structure of this D/G Training Manual and Trainer's Guide was adopted for the sake of relevance and operational simplicity as well as to facilitate its utilization. As such, it integrates all aspects of the theme – both content and pedagogy – into a single, seamless training tool replacing the initial formula which envisaged two separate documents: a training manual and a training guide.

6. The training progression and subject matter to be conveyed

The selection of these four themes was chosen as a function of the objectives defined for the democratic governance program.

- The overall logic of the curriculum begins in **Theme 1** which constructs an analytic framework and understanding of the macro-political context and the conditions that characterize the new vision of democracy and sustainable development in Mali; and the strategy for achieving them, that is, democratic governance.
- The logic is pursued in **Themes 2 and 3** which moves from the macro to the micro with an analysis of conditions and a strategy for the preparation and organization of the key actors in sustainable development, citizens and their various voluntary associations.
- The **4th theme** closes the circle of logic by establishing the linkage between the principles, the means and strategies related to the concepts of democracy, sustainable development and democratic governance. The organizing principle around which this linkage is forged is the relation of the concerns and priorities of citizen actors and their organizations within an institutional, spatial and local framework of development and democratic governance tied to the notion of the *Effective Commune*. This theme serves as a practical learning tool as it takes the basic principle of democratic governance and sustainable human development – that the citizen is at the center of both – and applies it to the everyday reality of Malian men and women.

The sequencing of themes and modules is designed to take the adult learner through a logical progression of investigation, much in the same way that USAID/Mali itself evolved its understanding of democratic governance, and later elaborated its strategy.

Theme I: Democratic Governance: General and socio-political framework for development, includes three modules which aim at the following objectives:

- To understand the strategic objective of the USAID/Mali Democratic Governance Program and its contribution to the decentralization program of the Government of Mali;
- To explain key notions and the context related to Sustainable Development in Mali;

- To identify and explain the notions of **democratic governance spaces**, their components and characteristics;
- To explain the roles and mechanisms by which citizens participate through civil society – particularly their various community organizations and federations – in the processes of Sustainable Development and Democratic Governance.

Theme II: Democratic self-governance: empowering citizens to take charge of their own affairs, and to undertake self-governance, includes three modules with the following objectives:

- To emphasize the importance of **Community Organizations**, their federations and partner NGOs as privileged targets of the Democratic Governance strategy.
- To analyze self-governance spaces and autonomous public governance spaces;
- To examine the way that COs and federations contribute to the achievement of democratic governance and sustainable development objectives;
- To define the knowledge and tools they need in order to adequately meet their mandate vis-à-vis their members, the communities they serve and society in general.

Theme III: Effective civic action for policy change and reform: engaging the citizen through civil society in the defense of public interests. It includes four modules that help achieve the following objectives:

- To strengthen the capacity for analysis and understanding among CO members concerning the political, legislative and institutional environment.
- To transfer to COs, their federations and members, knowledge about the role of civic action in their activities.
- To help COs and their federations as well as their members recognize their right to undertake civic action.
- To provide COs and their federations, as well as their members, with specific skills and knowledge needed to become effective agents of civic action.

Theme IV: The Effective Commune: the principal public space for local, participatory and sustainable development, is composed of four modules with the following objectives:

- To ensure that COs and their federations are capable of applying, on a daily basis, the essential notions they will have learned concerning:
 - Democratic governance,
 - Democratic self-governance,

- Effective civic action in a framework of local, participatory and sustainable development: the Commune.

7. *Methodology utilized for the development of the training program*

It is important to note that the contents of these themes correspond to an **ideal and the objectives of a society seeking sustainable development**.

The strategies and actions developed here are signs of the way to achieve this objective. It is the NGO users of this manual who are responsible for the judicious conveyance of these ideals by helping beneficiary citizens, grassroots organizations, federations and civil society to internalize more broadly these notions and to practice them regularly as illustrated in the theme “**The Effective Commune.**”

Each of these four thematic areas is designed to provide adult learners (members of COs) with key concepts and practical tools to better participate in the political, social, and economic life of their communities and country. Thus, each of the modules (and corresponding training sessions) will be a combination of both the conceptual and practical. Themes start out with a specific learning objective which is followed by a set of questions and key concepts that will be addressed in the content of the modules that follow. While the summary of content provided in each of these modules is in the language of “experienced democratic development practitioners,” it will provide the actual curriculum developers with a basis to adapt the content into the language of “ordinary Malian citizens,” the ultimate end-users of the curriculum. This is the reason it has been important to have adult learning specialists on the curriculum development team. Equally important in the development of the D/G Training Manual and Trainer’s Guide was the formation of a *stakeholder advisory committee* (*Noyau d’accompagnement et de reflexion*) composed of intermediaries (NGO trainers), end-users (CO and federation members) and local government and non-government partners (Decentralization Mission). The Committee was directly involved from the very beginning of the elaboration exercise in the review of both the training modules and trainer’s guide to insure their ease of comprehension and their relevance to the local context.

The methodology used in the design of the manual and guide, when applied in actual training courses, should always be based on practical reality and the experience of the targeted learners, in order to ensure their ownership of the concerned messages. In this regard, resorting to anecdotes, songs, proverbs, news items (current events), drama, role-plays, schema or illustrations, and reading from relevant texts, etc. will constitute tools that stimulate discussion and foster full participation of the adult learners. The approach must remain open and flexible, given the nature of the subject and the object of the training.

USAID/MALI

STRATEGIC OBJECTIVE IN DEMOCRATIC GOVERNANCE

THEME I: DEMOCRATIC GOVERNANCE: GENERAL AND SOCIO-POLITICAL FRAMEWORK FOR DEVELOPMENT

Module 1.1: Sustainable Human Development: Broadening the Development Paradigm to Include New Development Partners and Sectors.

Module 1.2: Democratic Governance: The Citizen at the Center

Module 1.3: Civil Society: An Autonomous and Voluntary Public Space Between the Citizen and the State: Concepts, Dimensions, Institutional and Legal Framework, and a Legitimate Associational Life

CURRICULUM FOR BASIC TRAINING IN DEMOCRATIC GOVERNANCE

- *Training Manual*
- *Pedagogical Guide*

THEME I: DEMOCRATIC GOVERNANCE: MACRO-POLITICAL CONTEXT FOR SUSTAINABLE HUMAN DEVELOPMENT

A. Introduction to Theme I

This first theme sets the framework for the discussion of USAID/Mali's Democratic Governance strategy, which supports the Government of Mali's program of decentralization and local communal governance. It provides the adult learner, in this case, the citizen members of community organizations, with a range of concepts related to their participation in the construction of the Third Republic in all its development dimensions, that is, social, economic, environmental as well as political or sustainable human development (SHD). Specifically, it discusses:

1. the process of societal change and how it may lead to sustainable Malian development;
2. democratic governance as a political system that makes the achievement of sustainable human development objectives possible for the first time in Malian history; and
3. Civil society, the voluntary sphere of human association, and its contribution to the construction of a system of democratic governance and by extension, sustainable human development.

B. Theme I Learning Objectives

- To explain USAID/Mali's democratic governance strategy and its contribution to the GOM's program of decentralization, local development, and increased citizen participation in public life.
- To provide a summary of the principal concepts and areas of knowledge that the "citizen" members of community organizations & federations need to acquire in order to situate themselves in the broader political context and, by extension, to understand their role in Malian sustainable human development and democratic governance.
- Identify and explain the notion of **democratic governance spaces** as well as their composition and characteristics.

Many of the key concepts and learning areas that are to be conveyed under Theme I, are those found in "*traditional civic education programs*" (nation, citizen, human rights). While many of them will only be touched upon in the following D/G curriculum, they are highlighted for later use by concerned partners in developing more detailed and specific messages for use in civic education programs, should they decide to develop them. Likewise, if partners want to develop a functional literacy program with a D/G focus (function), then those concepts discussed under this and following themes can be extracted and fashioned into such a program.

C. Theme I Expected Results

- Adult learners have acquired a basic understanding of the process of societal change and how it may or may not lead to sustainable human development; and what distinguishes sustainable human development from previous development strategies undertaken in Mali.
- Adult learners, Malian men and women members of community organizations, federations and NGO partners have acquired a basic knowledge of political life under the Third Republic, including their rights and responsibilities as citizens.
- Malian community organizations understand their place in civil society and the role that their organizations can play in defending and promoting member rights.

D. Theme I Composition and Contents (with accompanying synthesis table)

Three modules compose this first theme as follows:

The first module provides a discussion of the way societal change takes place and the nature of this change, whether it leads to desired or negative results. The discussion is undertaken through a review and analysis of the differences in development policy and strategy as conceived and implemented under the Third Republic and those of the First and Second Republics. It ends by concluding that sustainable human development – or the process by which society moves towards goals that it freely chooses and to which it fully contributes – is possible today because the political system now provides rules that permit and promote the full participation of all societal actors in this process.

Module 2 closely examines the political sphere of societal transformation and its contribution to the broader goals of sustainable human development. In this regard it provides adult learners with an understanding of critical concepts necessary for their participating in political life, specifically the rights and responsibilities of citizenship.

Finally, **Module 3** situates the adult learner within the context of an associational life that permits him or her to achieve personal objectives, or advance individual interests through collective action. Civil society, the manifestation of collective citizen action, is both a theoretical concept and an everyday reality when viewed in terms of a citizens participation in the organizations that he or she creates to address commonly shared problems.

E. Target Group

This immediate target of this training manual and trainer’s guide are the senior staff and trainers of Malian NGOs in their capacity as change agents and promoters of democratic governance vis-à-vis the local level, and also in their role as active members of intermediary civil society organizations. However, the principal beneficiaries of the overall training program are the members and leaders of grassroots organizations and their federations, key actors and legitimate partners within Malian civil society who merit support given their critical participation in a system of democratic governance.

F. Reference Documents

- The Malian Constitution of the Third Republic (25 February 1992)
- Law 93-008 of February 11, 1993 detailing the right of “decentralized administration” in the Republic of Mali
- Law 95-034 April 4, 1995 detailing the Territorial Collectivity Code of Mali.
- The principal reference document (the Initial Curriculum) of the Democratic Governance Program.
- The fundamental law of Malian Decentralization: law 93-008
- The National Program et Strategy Against Poverty
- The National Sustainable human development Strategic Plan of Mali.
- A range of diverse laws which govern Malian associations (e.g., APEs, cooperatives, NGOS, etc.

THEME 1: DEMOCRATIC GOVERNANCE: THE MACRO-POLITICAL CONTEXT

LEARNING OBJECTIVE(S):

To provide a summary of the principal concepts and areas of knowledge that the citizen and members of community organizations & federations need to acquire in order to situate themselves in the broader political context and, by extension, to understand their role in Malian sustainable development. To explain USAID/Mali’s democratic governance strategy and its contribution to the GOM’s program of decentralization, local development, and increased citizen participation in public life.

ILLUSTRATIVE TRAINING MODULES:

- Module 1.1: Sustainable Human Development: Broadening the Development Paradigm to Include New Development Partners and Sectors**
- Module 1.2: Democratic Governance: The Citizen at the Center**
- Module 1.3: Civil Society: An Autonomous and Voluntary Public Space Between the Citizen and the State**

QUESTIONS ADDRESSED:

Sustainable development: What’s new in the Malian political context that makes sustainable development a possibility for the first time in the nation’s history? Or put differently: What distinguishes sustainable development from previous development strategies undertaken in Mali? How does Mali preserve its rich store of traditional social and cultural values as it transitions to a more modern merit-based, codified, rules-bound polity. What are major spheres & spaces of governance?

Democratic governance: What was the importance of the Sovereign National Conference? What were the fundamental agreements, or new *social contract*, negotiated by democratic forces at the SNC? What distinguishes the Constitution of the Third Republic from its predecessors? What is the operational status of Mali’s new democratic institutions and the institutionalization of a Malian rule of law? How does democratic governance contribute to the achievement of sustainable development objectives? What is the role of the citizen in promoting democratic governance? Sustainable development?

Civil society: How would we know a strong civil society as well as strong CSOs if we saw them? What are their characteristics? What are their roles and functions in a system of democratic governance? In sustainable development? What is the role of civil society/CSOs in the process of the Malian transition from an authoritarian polity to a democratic one. How can it promote the preservation and integration of traditional societal values that are consistent with and support democratic governance? How can it generate and diffuse new values, norms and practices of social capital that advance a system of democratic governance.

KEY CONCEPTS/NOTIONS:

- Sustainable development: new development partners and development sectors
- Three autonomous governance realms: (SOCIETY disaggregates into) State, Market and Civil Society
- Development partners: central state, private sector, elected local government, and civil society
- Development sectors: social, economic, political and environmental
- Gender & development: changing public roles leading to equality of opportunity and rights
- The citizen and citizenship: the enfranchisement of political rights and obligations
- Legitimacy, political legitimacy and legitimate public actors
- Public, public actors, the public good; state and non-state publics
- The social contract: society’s agreement on fundamental political relationships
- Constitutions: codification of social contract in the form of a set of macro-political rules
- Democracy & democratization: specific set of political rules ensuring government of, by and for the people
- Governance: the way society structures itself to exercise of political power to achieve public purposes
- Democratic governance: form of governance promoting shared decision making by legitimate public actors
- Good governance: the result of D/G denoted by transparency, accountability, responsiveness & effectiveness
- Decentralization and democratically elected and autonomous local government: governance reforms
- Electoral processes, political parties and voting: ensuring democratically elected public representatives
- Roles and responsibilities of the legislative, the judicial, and the executive branches
- The notion of checks and balances on the holders of political power
- The Rule of Law or rules of the game (etat de droits)
- Human rights and civil liberties: their inalienability and universality; the promotion and defense of
- The “providential” state, corporatism, clientelism, patronage, corruption and bad governance
- Civil society and the right of voluntary association and associational autonomy
- The dimensions of civil society: structural, functional and normative
- The free schools of democracy (de toqueville): the role of grassroots citizens organizations
- Social capital and civic norms (trust, reciprocity, tolerance): the values that underlie voluntary association
- Achieving a critical mass (density and diversity) in associational life and the differentiation of civil society
- Civil society’s demand and supply-side functions: civic action and democratic self-governance

MODULE 1.1: SUSTAINABLE HUMAN DEVELOPMENT: BROADENING THE PARADIGM TO INCLUDE NEW DEVELOPMENT PARTNERS AND SECTORS

I. INTRODUCTION TO MODULE 1.1

In this first module the focus of discussion is on sustainable human development (SHD), the principal goal to which all development actors and all development sectors contribute in the construction of a nation. SHD, as the development strategy or model, represents a new conception of how a society evolves towards a modern life where problems are resolved in a manner, which involves the full participation of all society's members. The module discusses this new development module which represents a complete rupture with the past, above all with political life in Mali. On the other hand, it makes the extremely important point that referring to the past – as opposed to living in it – in terms of identifying fundamental values and practices that transcend any era, must be the starting point for the construction of the new Malian nation. The module thus serves as an introduction to Theme I by underlining the importance of including political development as a legitimate “sector” in the sustainable human development paradigm; as well as two new development “actors,” that is, civil society and democratically elected local government as necessary and integral elements of SHD.

II. MODULE 1.1 LEARNING OBJECTIVES

This module will provide the trainers of American and Malian NGOs with an understanding of the following broad strategies and concepts that distinguish the Malian Third Republic from its predecessors, thus providing the macro-political context for the achievement of sustainable human development:

- what societal change (or development) both good and bad, consists of, how it takes place and who participates in it;
- how the changed macro-political context in Mali has made sustainable human development possible for the first time in the country's history;
- what factors distinguish sustainable human development from previous and failed development strategies undertaken (imposed) by Malian leaders and their international partners;
- that SHD is a process that moves a society from one condition of social, economic and political development that is no longer viable in meeting the social and economic needs of the Malian people to another condition that permits the members of a society to themselves solve their problems and achieve their individual and collective objectives by becoming active participants in the process; and,
- That even though many traditional values and practices are no longer effective in addressing the social and economic problems of the “poor majority” of Malians, there are still many that are critical to a successful mutation to a modern life that reflects these fundamental values. SHD is different in each country based on these fundamental values.

LEARNING CONTENT	DURATION	SOURCE/SUPPORT	PEGAGOGICAL APPROACH
- when a sphere or spheres moves (mutate) from one stage of development to another, change occurs in all these concerned elements		Illustration 1.2	Identify the rules, institutions, values and practices that define each sphere of human activity
<p><i>1.4. The result of the interaction between spheres of human activity</i></p> <p>* Spheres can develop independently of each other up to a certain point but they are ultimately interdependent; they can mutate at different rates from each other, or they can move at the same pace</p> <p>- it is this interaction of the spheres and their rates of mutation that leads to inequality and conflict in society; or to its balance and harmony</p>	30 minutes	Pedagogical Guide: Chapter D Illustration 1.1 Glossary Illustration 1.3	Demonstrate the interaction between and the consequences that result from: harmony, disequilibrium, and various crises (economic, social, and political). Discuss the three stone analogy used to describe the interaction of the three development spheres
<p><i>1.5. Both good and bad development are possible outcomes of sphere interaction</i></p> <ul style="list-style-type: none"> Spheres can lag in development or even move in the wrong direction from what people desire when their rules do not work; or some institutions dominate others; or values break down; results include: <ul style="list-style-type: none"> - economic: exploitation of members and environmental degradation - social: groups discriminate and others become marginalized (women) - political: the use of power to deny people their human and civil rights <p>When spheres mutates in the wrong direction “bad” development occurs</p> <ul style="list-style-type: none"> Ultimately, whether good or bad development takes place depends on the nature of the institutions, values, etc. that dominate a given sphere; or which sphere among the three dominates society Each sphere is composed of public actors, either institutions or organizations which contribute to the achievement of the functions of the given sphere However, it is the nature of the political rules (e.g., communism, capitalism) in place that determines which institutions and organizations will exist in that sphere. 	1 hour	Pedagogical Guide: Chapter D Glossary Illustration 1.1 Illustration 1.3 Illustration 1.4	<p><i>Question/Answer:</i></p> <p>Identify the consequences of the disequilibrium that results from the predominance of one sphere or societal actor over another: the notion of good development and bad development</p> <p><i>Brainstorming</i></p>
<p>2. Achieving Sustainable human development Objectives</p> <p><i>2.1. The characteristics or features of Sustainable human development:</i></p> <p>* SHD is the process of positive mutation that leads to good development, i.e., in which each sphere of human activity is in balance and contributing to the</p>	45 minutes	Pedagogical Guide: Chapter D Illustration 1.4	Cite the principal traits that characterize sustainable human development <p><i>Brainstorming:</i> According to you what is sustainable human</p>

LEARNING CONTENT	DURATION	SOURCE/SUPPORT	PEGAGOGICAL APPROACH
<p>achievement of the totality of societal (individual, family and community) needs</p> <ul style="list-style-type: none"> - it is an evolutionary process that takes place over time - it ensures the generation and equitable distribution of economic wealth through equal economic opportunity - it ensures human development through strong social institutions and values capable of meeting individual, family and community social & cultural needs - it ensures respect for individual and group political rights including non-discrimination based on socio-economic class, ethnicity, gender and religion - it ensures that natural resources will be conserved for future generations 		<p>Illustration 1.5</p> <p>Glossary</p>	<p>development? Cite its principal characteristics</p> <p><i>Question/Response:</i> Discuss the principal actors residing in each sphere and their roles under the First and Second Republics and compare them to those of the Third Republic</p> <p><i>Question/Response:</i> Discuss the importance of citizen participation to the “development” of each sphere.</p>
<p>2.2. SHD includes all societal actors with a stake in good development outcomes</p> <p>* From within each of the three spheres of human activity certain institutions and organizations participate in defining societal (development) goals and often in implementing activities to achieve them</p> <p>* SHD is a break with previous development policy (strategies) because the number of societal actors with a legitimate right to participate in the process of development has increased greatly</p>	1 hour 15	<p>Illustration 1.2</p> <p>Pedagogical Guide: chapter D</p> <p>Illustration 1.3</p>	<p><i>Question/Response:</i> Identify the institutional actors and individuals that participate in sustainable human development and define their roles.</p> <p>Compare development policies under First and Second Republic and under Third Republic in terms of participation in their formulation</p>
<ul style="list-style-type: none"> - Before 1991, the only real societal actor that participated in defining the nature of Malian development were institutions and organizations of the central State, the single party, and some very large private sector firms - After 1991, new societal actors were added but particularly autonomous, voluntary associations, or civil society, from the social sphere and autonomous, democratically elected local governments from the political sphere. * Both civil society organizations and democratically elected local governments have provided new channels for Malian citizens to participate in the making and implementation of societal decisions about the nature of their development - these two new societal or “development partners” also provide the socially marginalized (ex. women, lower social castes, ethnic minorities) with a means of participating in defining societal goals and benefiting in the fruits thereof 		<p>Glossary</p> <p>Illustration 1.4</p> <p>Pedagogical Guide: chapter D</p> <p>Illustration 1.2</p>	<p><i>Question/Response:</i></p> <ul style="list-style-type: none"> • Determine the importance of the new development actors • What has been the level of participation of voluntary associations in development policymaking and implementation in the First and Second Republics. Distinguish this with their participation under the Third Republic. <p><i>Question/Response</i></p> <ul style="list-style-type: none"> • How have the roles of men and women changed as a result of the new dynamic

LEARNING CONTENT	DURATION	SOURCE/SUPPORT	PEGAGOGICAL APPROACH
<p>- When all individuals, families and communities are able to participate in the process of development, there is a greater pluralism of ideas and an increased contribution of societal resources to achieve collective development objectives.</p>		Illustration 1.4	brought about by the change in political rules under the Third Republic
<p><i>2.3. DD includes the development of all societal spheres</i></p> <p>* Good development means that each of the three societal spheres evolve (mutate) simultaneously towards agreed upon goals defined and implemented by all societal actors, and that no single sphere dominate the other</p> <p>* Before 1991, only small pieces of the economic and social spheres were being addressed by the few societal actors participating in the development process; the political sphere was totally off limits</p> <p>- by the end of 1980s, economic collapse, widespread poverty and political conflict all leading to revolution which is a complete change in societal rules, values, institutions, etc. in each sphere</p>	1 hour 15	<p>Pedagogical Guide: chapter D</p> <p>Illustration 1.3</p> <p>Illustration 1.4</p>	<p>Raise and discuss the diverse consequences of the implementation of the Structural Adjustment Program on national development</p> <ul style="list-style-type: none"> • increasing poverty • failure of political institutions • heightened social tensions <p>Return to the anecdote of the three stones used to describe the Malian family:</p> <ul style="list-style-type: none"> • The consequences of the participation of the entire family in “management” of family affairs • Discuss the community and nation as well
<p>* After 1991, all three societal spheres, but particularly the political, were the focus of serious discussion with a commitment to change previous values, rules, and institutions to ensure a societal mutation or sustainable human development.</p> <p>- economic sphere: promoting free and open market and autonomous and strengthened private sector capable of generating wealth</p> <p>- social sphere: freedom of association and autonomous civil society capable of addressing social and economic problems including collective political action</p> <p>- political sphere: new and open democratic institutions and processes, with autonomy capable of acting in the public good</p>		<p>Glossary</p> <p>The laws of:</p> <ul style="list-style-type: none"> • Economic liberalization • Freedom of association • Political party formation 	<p><i>Question/Response:</i></p> <p>Identify the fundamental conditions that favor the emergence of autonomous development actors</p>
<p><i>2.4. The role of Malian women in societal change</i> – including contributing to positive change in each of the three development spheres – under the 1st & 2nd Republics and their evolving role in 3rd Republic development policy</p>	45 minutes	WID document from PVOs (SAVE)	The story about the man and women walking along the road of life: 1 st Republic woman walks before the man and he gets hit on the

LEARNING CONTENT	DURATION	SOURCE/SUPPORT	PEGAGOGICAL APPROACH
<p>* SHD, and the mutation of each of the spheres of society towards a new and desired condition, requires a change in the rules, practices and values of the given sphere, as well as roles of concerned societal institutional players.</p> <ul style="list-style-type: none"> - women have historically been prevented from full participation in the “public” spaces where decisions are made concerning which social and economic problems are addressed in their communities, in the larger society and even in their families - the principal issue is thus about power and the right of women to participate alongside men, not before them, in the public space where societal (collective) decisions are made (as well as private spaces where family decisions are made) - A corollary to the above is that within this discussion of societal change, the issue should not be framed as “the women’s issue” or problem. It is about how the roles of men and women must change to achieve “good” social, economic and political development; thus gender rather than women in development 		WID documents from USAID	<p>head from behind; 2nd Republic she walk behind the man and he falls into a hole in the road. 3rd Republic the man and woman walk side-by-side and meet whatever life has to offer, good or bad, together.</p> <p><i>Group exercise:</i></p> <p>Ask the adult learners to analyze the role and responsibilities of women and men in each sphere of development</p> <p>Illustrate through the use of a table the representation of women in the public decision making and management structures of Mali (e.g., public service, the national assembly, communal government, technical services and grassroots associations</p> <p>Proverb: “BOLO KONI KELEN TE BELE TA” or A single finger cannot pick-up a stone</p>
<p>2.5. SHD is not an issue just for Mali or Africa or the Third or developing World</p> <p>* Sustainable human development which places people at its center and takes human transformation as the basis for societal change, is a process that is never completed. Particularly when issues of equity, equality and sustainable natural resource use at both the national and global levels are considered.</p> <ul style="list-style-type: none"> - Social, economic and political spheres of human activity, that is, society in its totality, must evolve and change as circumstances around it evolve and change. In this regard, also sustainable means the continuing ability or capacity of society to marshal all the resources available to, particularly human and institutional, to solve problems as they arise. - Even the wealthiest and most powerful nation on earth has hardly achieved even the most basic indicators of sustainable human development, if the eradication of poverty including the equitable distribution of societal wealth and conservation of natural resources is considered. 	45 minutes	<p>Illustration 1.4</p> <p>Illustration 1.5</p> <p>Pedagogical Guide: Chapter D</p>	<p><i>Group exercise:</i></p> <p>Have the group find illustrations that demonstrate the idea that sustainable human development is an objective that equally applicable at the very local level as it is at the national and international levels.</p> <p><i>Question/Response:</i></p> <p>If sustainable human development is the capacity of a society to address problems as they arise, what is the manner in which individuals (you) and communities resolve</p>

IV. MODULE 1.1 CONCLUSIONS

Development is a dynamic process of societal change that takes place in three dimensions or spheres, i.e., the social, economic and political, all interacting with each other and with the natural environment. These changes take place at the level of individuals, families, and communities through out society and over time. Each sphere is an ensemble of institutions and processes, organizational and individual actors, and technologies and information, all bound by a set of well-defined rules, values and practices governing its internal and external relationships.

Sustainable development is societal change in which all three spheres are evolving in tandem – no single one dominates – and interacting fully towards goals that are freely defined and achieved (within the defined rules of each sphere) by the collective of all societal members. Rules in each of the three spheres view the natural resource base as the patrimony of all societal member to be handed down to future generations in the same way that they found it; or improved. One of the key features of societies that are successful in moving towards the goals which they set for themselves is their ability to continually and consistently confront problems that arise in each of these spheres and address them effectively. Because societies, and each of its spheres, are constantly evolving, and are consistently confronted with problems, they never achieve all of their desired goals. No country today can be said to achieved all the goals associated sustainable human development if measured by poverty eradication (freedom from want), personal and collective security, the equitable distribution of societal wealth, equality of opportunity, and the conservation of natural resources.

Under the Third Republic, the possibility exists for the first time in Mali’s history, to begin moving towards a state of sustainable human development. This is because for the first time in its modern history, all Malians are contributing to the definition and achievement of societal goals. What distinguishes development in Mali under the Third Republic from that which took place under the previous two Republics is the full participation of all societal actors – individuals and organizations – in defining the nature of institutions and processes by which change takes place in a given sphere. This includes two new institutional actors, i.e., civil society and democratically elected local governments, that better represent and reflect the needs, interests and aspirations of all people because of they are composed of and close to them. It also includes previously marginalized social groups, particularly women and ethnic minorities. Finally, the political sphere, which had hitherto been excluded from the process of overall societal change, is transforming itself alongside the social and economic spheres.

V. EVALUATION OF MODULE 1.1

- Adult learners are able to discuss the nature of sustainable human development, how societal change takes place and the three spheres that compose society.
- Adult learners are able to identify the distinguishing features of development under the Third Republic with those of the Second and Third Republic.
- Adult learners are able discuss the importance of civil society and how it contributes to the achievement of societal change and sustainable human development.

PEDOGOGICAL GUIDE MODULE 1.1

A. Module 1.1 Learning Objectives

This module provides American and Malian NGO trainers with a better understanding of the following broad strategies and concepts that distinguish Mali under the Third Republic from its two predecessors. It thus provides a discussion of the macro-political context – and hence the importance of the political dimension – and its contribution to the achievement of sustainable human development. Specifically, the module has the following learning objectives:

- What societal change (or development) – whether good or bad – consists of, how it takes place, and who participates in it;
- How the changed macro-political context in Mali has made sustainable human development possible for the first time in the country’s history;
- What factors distinguish SHD from previous and failed development strategies undertaken (imposed) by Malian leaders and their international partners;
- Sustainable human development is a process (mutation) of change which moves a society from one condition of social, economic and political development which is not viable, towards a different condition which permits the members of a society to resolve their own problems and achieve their individual and collective objectives by becoming active participants in that process.
- Although many traditional values and practices are no longer effective in the resolution of social and economic problems for the “poor majority” of Malians, there are still many more which are indispensable for a successful change to a modern life reflecting these fundamental values. Sustainable human development is different in each country according to the values that it holds dearly.

B. Key Learning Concepts and Questions Addressed in Module 1.1

Sustainable human development: What is new in the Malian political context that makes sustainable human development a possibility for the first time in the nation’s history? Or put differently: What distinguishes sustainable human development from previous development strategies undertaken in Mali? How does Mali preserve its rich store of traditional social and cultural values as it transitions to a more modern merit-based, codified, rules-bound polity? What are major spheres and spaces of governance?

C. Key Learning Concepts and Terms to be Addressed in Module 1.1

Specifically, the key learning concepts and terms to be addressed in this module include:

- Sustainable human development: new development partners and new development sectors.

- Spheres/domains of sustainable human development: the political, economic, social, environmental.
- Spaces/realms of democratic governance: state, market and civil society.
- Development partners: central state, private sector, local government, political parties and civil society.
- Development sectors: social, economic, political and environmental.
- Gender and development: redressing historical power imbalances between social groups through political empowerment; and redefining gender roles and responsibilities in the making and implementation of sustainable human development policy.
- The process of sustainable human development, and the transition from traditional socio-cultural values to more modern ones; having recourse to the best (traditional values) of the past, while avoiding living in it (recours au passe et non retour au passe).

D. Curriculum Content and Key Concepts of Module 1.1

“*Sustainable human development*” is distinguished from previous development models because it includes both new “*development partners*” and a new “*development sector*.” New partners (in addition to the traditional ones of the central state and market) include civil society and democratically elected local governments. Neither of these two institutional actors had any previous role – in fact, they can be considered not to have existed – under either Mali’s First or Second Republics. If we view sustainable human development as requiring a partnership of all actors with a stake in addressing and solving societal (collective) problems, then civil society and elected local governments must be seen as having a “*legitimate*” right to participate in “*public*” life. The legitimacy of these two new public institutional actors in Mali derives from citizens who either vote them into office (in the case of local government); or who form them voluntarily (in the case of civil society organizations). In either case, the purpose of these two new public actors is to advance and protect their (citizen) collective interests.

At the micro-level, where most development takes place, democratically elected local governments and voluntarily formed civil society organizations provide all citizens with an additional channel or voice (to that of their nationally elected representatives) in public life. This includes most importantly determining their own development priorities and participating in the formulation and implementation of policies to achieve them. This is particularly true for those social groups such as women and minorities that have been historically marginalized and excluded from participation in development processes under previous political regimes. Sustainable human development, by including these two new development partners, thus implies broadened citizen participation in the political processes and institutions which ultimately lead to a more equitable distribution of the benefits of national development. “Political” in this regard refers to the exercise of political power to redress historical, social inequities rather than partisan contestation over the control of political institutions.

In earlier times, development was viewed by policymakers – both Malian and their international partners – as being concerned only with economic and social development; and later environmental protection and natural resource management. By the end of the 1980s, it was evident that these policies had not worked and, in fact, had led to significant decreases in social, economic and environmental welfare for the country’s “poor majority.” The call throughout Africa by the early 1990s was for “democracy” and “good governance.” The Malian people, and their international partners, realized that for true or sustainable human development to take place, the pursuit of a political (democratic) development objective would have to be included alongside economic, social and environmental ones. It was the failure of *structural adjustment programs* (SAP) that were designed and implemented in Mali and throughout Africa in the 1980s that was perhaps the clearest indication that without political reform, sustained and broadbased economic growth was impossible.

In summary then, what distinguishes sustainable human development from previous and failed development models is its *political dimension*. This included the promotion and strengthening of new development partners (local governments and civil society) in sustainable human development processes and institutions; and in promoting the development of democratic political systems (a new development sector) alongside social and economic ones.

GENDER AND DEVELOPMENT

The increasing reference to *Gender and Development* in development policymaking can be viewed as largely being about redressing historical power imbalances between social groups (men and women; ethnic groups) through political empowerment. In practical terms, this has been about beginning the process of redefining their roles and responsibilities in the social, political, economic and environmental (spheres) development of the Malian nation.

Sustainable human development is a process in which each of the three spheres of societal development or human activity, i.e., social, economic and political, evolves towards a set of goals that are freely decided upon and contributed to by all the members of a given society. It thus requires a change in the rules and institutions, practices and values, and technologies and information of the given sphere, as well as roles of concerned societal actors, i.e., individuals as well as institutions and organizations.

Women have historically been prevented from full participation in the “public” spaces where decisions are made concerning which social and economic problems are addressed in their communities, in the larger society, and even in their own families. The principal issue therefore is about power and the ability as well as the right of women to gain access to and participate alongside men – not in replacing them – in the public spaces where societal (collective) decisions are made (as well as private spaces where family decisions are made).

There has been a tendency when discussing women’s participation in development (or societal change) to frame it as “the women’s issue” or problem. Thus *women in development* policies and programs have focused on increasing the capacity of women to participate more effectively in each of the three spheres of human development. While there is good reason for the specific

focus on women's empowerment, it represents only part of the equation necessary to transform society and move towards the achievement of sustainable human development objectives.

As noted above, sustainable human development requires the change of values, practices as well as a redefinition of roles among all societal actors including the individual. Thus, men as well as women must reorient their thinking about their roles in political, social and economic life as well as their values and behavior. To achieve "good," positive or sustainable human development all members of society must evolve and transform in order to achieve collective societal goals. Thus gender, rather than women, in development is the more appropriate concept to promote in relations to sustainable human development.

E. Directives for Trainers: Module 1.1

Trainers need to be able to take the principal concepts as more easily portrayed through the several illustrations, and translate and adapt them to the learning environment of the concerned target group. Specifically it is suggested that trainers consider the following:

- Portraying societal change could be approached by focusing on what adult learners know about how change in social, economic and political life takes place in their own settings.
- Asking auditors what have they noted about changes in the development policies and programs of GRM in their own lives and communities? What have they seen specifically in terms of social, economic and political development since the arrival of the Third Republic?
- Asking auditors whether they have seen changes in their ability to participate in defining which problems that face them are taken up by government.
- Do they see local government (from commune to regional government) as being more responsive to their needs than before? More important than central government?
- Do they see their own voluntary associations as being effective partners along-side local and national governments in terms of solving their social and economic problems?

Complementary Pedagogical Tools

The following pedagogical tools were developed by the consultant team in collaboration with members of the *Stakeholder Advisory Group* during the second of four workshops held during the Training Manual and Trainer's Guide development. They should be considered complements to the pedagogical devices detailed in the preceding tables.

Methodology: Workgroup Exercise

Cite the following case: You have certainly known of development projects in your localities prior to 1992. How would you characterize them? Please give examples such as literacy projects, which have failed due to a lack of beneficiary involvement in the elaboration of objectives.

Methodology: Using Illustrations

Image 1: The body as a fully integrated and holistic system. In order to assist learners to more easily conceptualize the three spheres of human activity or development – and their interrelationship to achieve sustainable human development – we can perhaps compare them to the human body. In this regard, it is the smooth functioning of all body parts, which permits the good health of the entire organism. When one part or element suffers, the entire body feels it.

Image 2: Constructing (raising) the roof on a traditional thatched hut. In order to put the roof on a traditional round (thatched) hut, people must be placed around it lift it up. In order to get it up to the summit, everyone must participate effectively and together. If one part of the group does not actively participate, the roof will not be able to be raised up to its place and even risks falling down.

The analogy in is simple, that is, in order to attain the objective of a given activity, it is necessary that everyone with a stake in the outcome participate actively and continuously in that activity.

Methodology: Workgroup Exercise (pertaining to sustainable human development)

Cite the following: Identify the traits or characteristics that are associated with sustainable human development.

Methodology: Role Play: (An enterprise in danger of bankruptcy)

Starts with a meeting of the boss and his employees to analyze their situation. Then they identify the causes of their failure. (Identification des causes.)

Research a range of proposed options with a possibility of saving their enterprise (or service, or NGO) that can not only save it but make it a sustainable proposition.

Methodology: A Story (Illustrating the changing roles of women)

The story is about a man and women walking along the road of life. It is told by an old man that has set up a small boutique selling sweets in front of conference hall where a week-long conference on women and development is just finishing up. He asks the participants what they have been talking about for a week and they say gender and development. The old man finds this curious as he cannot see why it should take so long to figure out why it is important that women and men should have the same rights and participate equally in the tasks of national development. The way that he conveys his understanding of women in development as follows:

In the old days, women were required to either walk in front of a man or behind him. The problem with this scenario was that when the woman was in front of the man he was hit over the head from behind. But equally problematic was the case where she walked behind, not in front of him. While the man did not get hit on the head, he did fall into a big hole that was hidden in the twilight. Thus, the moral of the story is that in order for the man and woman (or men and women) to prosper on the road of life, they should walk side-by-side, and meet whatever life has to offer, good or bad, together.

This story, also illustrates the preference for discussing gender and development rather than women in development as a way to demonstrate that men are as much a part of the solution as they are part of the problem.

Methodology: A sketch or street theater.

A summary or recounting of the relationship between democratic governance and sustainable human development.

Title: A peasant returning from a seminar

- Bina, what was the purpose of your meeting?
- It was about the new policy of managing our own affairs whether at the local or national levels in order to achieve sustainable human development objectives.
- It must have been really interesting! But what did you understand by “sustainable human development?”
- As you may have heard, it is a continual process of societal change which takes place not only at the level of the individual, but in the family and community as they are the principal components of society. This change involves all citizens and all the different aspects of human activity fully interacting towards goals freely defined by all the members of a given collective. As its name implies, sustainable human development is a process that is never achieved.
- Do you think that good governance and sustainable human development are possible in our country?
- Why not? It requires that the people want it and that they be prepared accordingly.

- You are absolutely right! It is necessary that our country move in this direction.
- Of course, this problem concerns countries everywhere, not just developing ones like ours.

**Lesson Plan: Module 1.2: The Macro-Political Frameworks for
Democracy and Sustainable Human in Mali**

a) The Objectives:

1. At the end of the session, participants will be capable of describing the key concepts:
Democracy, Democratic Governance, Sustainable Human Development
2. Describe the constituent elements of society and the role of concerned actors
3. Describe the links between these different concepts

b) Target Group: The Women's Savings and Credit Club of Sogoniko (members board of directors)

c) Materials: Reference Document

- The three stones that constitute the household (support for cooking fire) or illustrations

CONTENTS	TIME	TOOLS	APPROCHES/PEDAGOGY
Presentation and Greetings Introduction - Providing the population with the theme context			
Message 1 : <i>A presentation of society and its principal components</i>	60 minutes	Diagrams: T1.M1.1 T1 M1.2 The 3 stones	<ul style="list-style-type: none"> • The life experiences of participants • Synthesis • Illustration of Diagrams: T1 M1. ; T1.M1.2
Message 2 : <i>Change, development transformation:</i> - Spheres of human development activities - The family unit, community Session Evaluation End of 1 st session	60 minutes	Diagrams M1.1 M1.2	<ul style="list-style-type: none"> • Commentary on Diagrams • Illustrations • 3 stones of the house
Message 3 : <i>Introduction</i> Roles et place of actors in each of the different spheres	10 minutes 60 minutes	GUKULU 3 pierres Gender analysis table	<ul style="list-style-type: none"> • Summary of previous session • Questions and answers • Life experience of participants • Illustrations
Message 4 : <i>A comparative analysis of development approaches between the 2nd and 3rd republics and the importance of the numerous actors in the political dimension</i> End of Session Evaluation	2 hours to 3 hours	Diagram M1.3 Diagram M1.4	<ul style="list-style-type: none"> • Brainstorming: type of management of the 2nd and 3rd republics, followed by a synthesis • Return to the life experiences of participants • Questions and answers • To facilitate the discovery of the characteristics of the different spheres in relation to the political sphere • Comparison of the 4 spheres
Message 5 : <i>Democracy and SHD</i> Democracy: The Political Framework Governance: The strategy SHD: The result of democratic governance and the principal objective of society	1 hour 30 minutes	Glossary Note to the trainers	<ul style="list-style-type: none"> • Trainer discourse • Questions and answers
Message 6 : <i>To understand the expected results of SHD: a permanent capacity of society to collectively address development problems (identify, prioritize, planning and implementation)</i>	30 minutes	Pedagogical guide	<ul style="list-style-type: none"> • Trainer Discourse • Brainstorming and Questions and answers • Life experiences in their families and communities
Message 7: <i>Sustainable human development is not only a problem relative to Mali or Africa or all developing countries.</i> Evaluation of Module 1.1	30 minutes	Pedagogical guide Diagram M1.4	<ul style="list-style-type: none"> • Trainer Discourse • Illustration

NARRATIVE EXPLANATION OF ILLUSTRATIONS

Module 1.1: Democratic Governance: The Macro-Political Context

The purpose of this module is to provide adult learners with an understanding of SHD in terms of being seen as a process of change in each of the three spheres of human activity, that is, the social, economic and political. And that they also understand that in addition to change in these three spheres that it also involves the strengthening of the principal institutional actors so that they are able to participate in the making of decisions and the formulation of development policies, as well as their implementation.

The module also aims to demonstrate the two principal characteristics that distinguish SHD from earlier and failed development models. In this regard, ensuring that they: 1) understand the legitimacy of the two new political actors, that is, civil society and democratically elected local governments; and 2) see the political sphere (system) as a development sector, similar to those of the economic and social and the importance therefore, of designing programs to reinforce this new sphere.

Illustration T1-M1.1: The Three Spheres of Human Development

- Illustration M.1.1 portrays the concept of development and lays the basis for discussing sustainable human development through the use of “spheres” of human activity or spheres of development.
- Human activity or development takes place in three spheres: social, economic and political.
- Each sphere has its specific “function” in terms of contributing to the general welfare of human beings, their families, communities and the larger society.
- All three spheres are bound by and interact with the natural environment:
 - Economic sphere: allocates societal resources according to defined needs and generates wealth.
 - Social sphere: attends to the social (education, health, cultural, etc.) needs of human beings.
 - Political sphere: regulates relations between human beings and groups in all spheres.
- All spheres are autonomous, in principle, based on the specific “organizing principle” that defines their function on behalf of the broader society.
- Spheres are the ensemble of rules, institutions, technologies, practices, norms and values, and organizations that compose them and contribute to their ability to carry out their specific function.
- Development is defined as the change (mutation) in the ensemble of elements that compose a given sphere over a period of time.

- Human activity in each of these spheres can either lead to positive or negative development concerning human welfare. It depends on HOW the change of rules, values, etc., takes place.
- The human being is at the center of each sphere but the focus is on the organizations and institutions that human beings form to undertake social, economic or political functions.

Illustration T1-M1.2: Sustainable human development

- Illustration M1.2 conveys the concept of sustainable human development, the goal towards which all human activity or societal change is directed. It also lays the basis for discussing the notion of “autonomous and public spaces” in Theme I, Module 2 and “synergy” under Theme IV.
- SHD takes place when each sphere, and the elements that compose it, changes in a positive direction towards goals freely defined by societal units, i.e., human beings, families, communities and the nation in general.
- SHD implies that each of the three spheres of human activity is in the service of and contributes to the general welfare of all societal units.
- It must be made clear that while positive developmental change (in terms of the achievement of the function of a given sphere) takes place within a given sphere, the process of development, and its tangible outcomes, takes place within the physical (or geographical) confines of social units, i.e., families, communities and society or nation in general.
- Not only must each sphere change (mutate) positively to achieve SHD, but all three spheres must evolve at similar rates and in harmony with each other AND with the natural environment in ways that do not degrade it. SHD thus requires changes in all three spheres.
- SHD is the result of all three spheres evolving positively and in harmony and producing an overall outcome that is greater than the outcome of each sphere individually. SHD is thus an example of synergy, i.e., the coming together of different human actions that lead to the production of a result that is greater than the individual components that contribute to it.
- SHD is a normative statement about what the human beings of a given society define as the ideal state of social, economic, political and environmental change which they define and to which they aspire. SHD is never achieved because internal and external forces are continually changing.
- Thus the ability of any society to continually confront internal and external social, economic, political and environmental problems as they arise is the single most important capacity required to remain engaged in the process of SHD.
- When each sphere interacts with the other two spheres in the process of SHD, it divides into a public space where its institutions and organizations interact with the others, but it also

maintains an autonomous space where it undertakes its function according to its owned defined rules.

- It is within the POLITICAL sphere that the concerned political actors define the autonomy of all three spheres as well as the nature of relations between them.

Illustration T1-M1.3: The Three Spheres in Disequilibrium and Equilibrium

- This illustration, together with the one that follows, is intended to show what happens when spheres of human activity or development are either in equilibrium or disequilibrium.
- The first illustration shows the effect, disequilibrium, when one sphere, in this case the political sphere, dominates the other two, that is, when the autonomy of the other two have been lost.
- The second illustration shows the effect, equilibrium, when all three spheres are in equilibrium, that is, when each of the three spheres interact equally and maintain their autonomy.

Illustration T1-M1.4: Public actors acting in partnership versus dominated by another

- This illustration expands on the concept developed in the preceding one. Here rather than one sphere dominating another or all spheres being equal, the focus is on the institutional actors that compose the different spheres and the effect when they act in partnership or one dominates another.
- In the first illustration, we have the single party, one of many institutional actors that composes the political sphere, dominating not just its own sphere but the other two as well. There is no harmony among institutional actors. The result is non- or bad development. The illustration implies a centralized and monolithic political regime.
- In the second illustration, we have institutional actors from all three spheres participating as equal partners in defining broader societal development goals. There is thus harmony among them as they are all working for same broad DD goals. The illustration implies a democratic or shared system of governance.
- Here we should also introduce the concept of “public” actors, i.e., the institutional actors that occupy each of the three spheres and contribute to the achievement of that spheres functions and objectives.

Illustration T1-M1.5: Development: Constituent Elements

- There is a dynamic and strong interaction between the people and territorial space that it occupies in diverse activities of management. This same dynamic exists between production, conservation and emancipation activities. Therefore from high to low and from right to left it develops itself a powerful current of the result is local development.

MODULE 1.2: DEMOCRATIC GOVERNANCE: THE CITIZEN AT THE CENTER

I. INTRODUCTION

In this second module we move on from our initial discussion about the process of sustainable and positive societal change (or sustainable human development), to the principal reason for which SHD is now possible in Mali, that is, in the context of a democratic political system. Thus, our principal interest turns towards the political sphere of human activity and an analysis of the way in which Mali, under the Third Republic, has structured itself politically to make and implement collective decisions concerning economic and social development as well as the protection of the natural environment. Although there are a number of new concepts introduced in this module, the basic message is very simple, that is, that Malian men and women, in their capacity as citizens, are at the center of and constitute the “raison d’être” of the political system.

What this theme demonstrates is that as much as democracy is important as a desirable end in itself, its practical contribution to the achievement of sustainable (social, economic and environmental) development is the manner in which it assures the full participation of all citizens in the process that we call GOVERNANCE. Our definition of governance is a simple one, i.e., the way in which any social unit – from an entire society to the smallest association – structures itself politically to: 1) identify, prioritize and resolve its collective problems; 2) formulate and execute public policies; or 3) allocate and manage public resources.

The fact is that the rules, values, institutions and processes which define democracy are the same which permit the promotion of the greatest participation of society in the process of governance. As such, democracy represents the political system most likely to promote the effective resolution of collective problems, the best formulation of public policies, and the most effective allocation and management of public resources, all aspects that are necessary to the achievement of sustainable human development objectives.

II. LEARNING OBJECTIVES

Identify and transfer an understanding of the notions of democratic governance spaces, their composition and characteristics.

III. MODULE 1.2 PEDAGOGICAL PROGRESSION AND CONTENTS

LEARNING CONTENTS	DURATION	SOURCE/SUPPORT	PEDAGOGICAL TOOLS
<p>2.1. Define public spaces, governance and their relationship</p> <p><i>1. Defining Governance and its relation to government</i></p> <p>* From within each sphere of human activity certain institutions and organizations are considered to be legitimate public actors with a right to define societal (development) goals and then to participate in their achievement</p> <p>- the process of defining societal goals and participating in their achievement is simply defined as governance; or it can be defined as participating in the process of identifying and prioritizing which collective problems get acted on</p> <p>- it is better to focus on the concept of governance than government because this permits us to talk about the process of making and implementing collective decisions (or governance)</p> <p>- governance is the process of governing, i.e., the making and implementation of public policy; government is one of many potential public institutions that participate in the process of governance</p> <p>* Public can refer to the entire collective of the members of a society; or it can refer to the members of the smallest community or association</p> <p>- governance takes place in common public spaces where actors in one or more societal spheres participate in governance processes; and in private spaces occupied by autonomous societal (development) actors from anyone of the three spheres</p> <p>- state, market and civil society all have their own autonomous public spaces where they undertake <i>self-governance</i>, or those functions that are defined by the political sphere as being within their own jurisdiction</p>	<p>1 hour 30</p>	<p>Pedagogical Guide: Chapter D</p> <p>Glossary</p> <p>Illustration 2.1</p> <p>Illustration 2.2</p> <p>Illustration 2.3</p>	<p>Discuss concerning the public spaces of governance</p> <p><i>Brainstorming:</i></p> <ul style="list-style-type: none"> • What do you understand by the Providential State? • Enumerate the signs of bad management • Governance = a public and an authority. It is the structuring or organization of power to achieve one or several objectives. Comment on the framework: public governance space. <p>Provide an initial discussion concerning the notion of “public:” Then discuss the possibility that each of the following can be considered as a “public”: the family, community, voluntary association, the commune, the nation</p> <ul style="list-style-type: none"> • Identify and comment on governance spaces • Describe common public spaces and private and autonomous ones

LEARNING CONTENTS	DURATION	SOURCE/SUPPORT	PEDAGOGICAL TOOLS
<p>- when two or more of these societal actors come together to make and/or implement decisions collectively, they are in a common public space;</p> <p>- when all three come together then they are in the common public space and their decisions and actions touch all society, not just their actors in their individual spheres</p>		<p>Illustration 2.1</p> <p>Illustration 2.2</p>	<p>Continue with a discussion of the notion of:</p> <p>Autonomy and self-governance and their relationship: the case of families of which each one has its own set of internal rules with society defining the rules between families</p>
<p><i>2 Political rules determine legitimacy and affect the quality of governance in a given society</i></p> <p>* The way society organizes its political sphere, i.e., the nature of its political system or rules, institutions, processes, etc, determines which political, social and economic actors participate in public life</p> <p>- as such it also determines which actors gain autonomy to act independently within the rules governing their space</p> <p>- and which of these actors are considered legitimate public actors who can participate in societal governance</p> <p><i>3. Determining legitimate public actors</i></p> <p>* The issue of who gets to participate in the process of governance and development, that is, who are legitimate public actors, is determined by the rules that are established in the political sphere</p> <p>- in Mali there have been many forms (political systems) of governance from feudal (Nobles) prior to colonization, to autocratic during First and Second Republics to democratic governance under the Third Republic</p>	<p>30 minutes</p> <p>1 hour</p>	<p>Illustration 1.1</p> <p>Pedagogical Guide: Chapter D</p> <p>Illustration 2.2</p> <p>Forward</p>	<p><i>Group Exercise:</i></p> <p>Undertake an analysis of the political sphere as a public space with a range of different legitimate actors involved in governance matters</p> <p><i>Question/Response:</i></p> <p>What makes an actor legitimate in terms of participating in governance matters?</p> <p><i>Group Exercise:</i></p> <p>Undertake an historic comparison:</p> <ul style="list-style-type: none"> • Mali before independence • The 1st & 2nd Republics • Democratic Mali <p>Refer to Pedagogical Guide, Directives to trainers</p>

LEARNING CONTENTS	DURATION	SOURCE/SUPPORT	PEDAGOGICAL TOOLS
<p>2.2. The Second Republic: The Providential State and Bad Governance</p> <p><i>1. Corporatism and clientelism</i></p> <p>* Discussion of how society was structured to serve the state and a small number of people at the top through a socio-political system based on corporatism, clientelism and nepotism</p> <ul style="list-style-type: none"> - social, economic and political spheres of human activity vertically affiliated to Parti Unique through the use of the bodies of the central state - no autonomous political sphere; dominated by partie unique which captures central state and uses it to control all other societal actors - not only no role for citizens, it can be said that because Malians had no political rights there was in reality no such thing as a citizen - no autonomous social sphere including voluntary associations able to participate in public spaces; therefore no civil society - no autonomous economic sphere therefore no private sector; most workers works for the state either in function public, parastatals or government run businesses - no autonomous sphere of local government; simply a unit of territorial administration <p>* All political actors are passive while the Providential State assumes responsibility and control for all aspects of societal development</p>	45 minutes	<p>Pedagogical Guide: Chapter D</p> <p>Illustration 2.1: State = Nation/ Partnership = Nation</p> <p>Illustration 2.2</p> <p>Illustration 2.3</p> <p>Illustration 2.4</p> <p>Glossary</p> <p>Illustration 2.5</p> <p>Illustration 2.6</p>	<p><i>Brainstorming:</i></p> <p>Compare the political system of the Second Republic with that of the Third Republic: a comparison between a one-party state and a system of democratic governance</p> <p>Identify the principal actors in each of the governance spaces</p> <p><i>Question/Response:</i></p> <p>Identify the dominant institutional actor in the political sphere (example of the “societe d’etat and the military oligarchy under the 1st and 2nd Republics)</p> <p><i>Group work:</i></p> <p>Identify and discuss the manifestations of the providential state (corruption, clientelism, nepotism, and injustice).</p> <p>Take this same analysis and apply it to the status of voluntary community associations</p>

<i>LEARNING CONTENTS</i>	<i>DURATION</i>	<i>SOURCE/SUPPORT</i>	<i>PEDAGOGICAL TOOLS</i>
<p>* Corporatism is the awarding of control or monopoly rights over these spheres and actors to a single leader or group with allegiance to the single party</p> <p>- clientelism is the miniaturization of corporatism where most members of society seek out a well connected patron and give him their allegiance; a personal survival strategy in a world without a rule of law</p> <p>- the glue that holds together the systems of corporatism and clientelism is corruption; as long as state can extract peasant and worker surpluses then the system</p> <p>* The impact of this autocratic system is bad governance, that is, bad public policies, bad public service, corruption</p> <p>- little or no social or economic development because spheres are dominated by political sphere itself dominated by central state and the single party</p> <p>- social conflict, economic decline and political illegitimacy lead to the popular revolution of 1991& 1992 and the creation of the 3rd Republic</p> <ul style="list-style-type: none"> • The failure of the Structural Adjustment Program was a clear sign that reform in one sphere (the economic) without reform in the others (political and social) would not lead to positive development, even when supported by donors. 		<p>Illustration 2.2</p> <p>Illustration 2.3</p> <p>Illustration 2.4</p> <p>Glossary</p> <p>Illustration 2.5</p> <p>Illustration 2.6</p>	<p><i>Brainstorming around key concepts:</i></p> <p>Identify the overt consequences of the two basic forms of governance (good and bad)</p> <p>Discuss the concepts of:</p> <ul style="list-style-type: none"> • Corruption • Corporatism • Clientelism <p>Ask participants to refer to their own experiences concerning corruption and bad governance related to social and economic aspects of their lives</p>

LEARNING CONTENTS	DURATION	SOURCE/SUPPORT	PEDAGOGICAL TOOLS
<p>2.3 The Arrival of the Third Republic et New Social Contract</p> <p><i>1. Discussion of the revolution of 1991/1992 and the establishment of the Conference National Sovereign</i></p> <p>* new social contract and new rules, institutions and processes defining political sphere and legitimate public actors are codified in Third Republic constitution</p> <ul style="list-style-type: none"> - two basic agreements: democratie et decentralization in order to increase societal participation in all spheres of development - new societal agreements codified in Constitution of the Third Republic; constitutions are the political rules that govern societal relations including each of the three spheres of human activity 	1 hour	<p>Constitution of the Third Republic</p> <p>Glossary</p>	<p><i>Group Exercise:</i></p> <p>Identify the principal articles in the Third Republic Constitution, which detail the principles of democratic governance and comment on them.</p> <p><i>Brainstorming:</i></p> <p>Discuss the National Conference and the “Etats Generaux” in terms of how they laid the groundwork for a democratic system of governance</p> <p><i>Comment on the Proverb:</i> KO SOSSAN TA YE, NGA NI KOMO BORO,KO SOSSAN KI DOKO</p>
<p><i>2. New democratic rules provides the framework for good governance</i></p> <p>* Political sphere governed by the rule of law or etat de droits including human rights and civil liberties; they define new political relationships and are actively promoted and protected</p> <ul style="list-style-type: none"> - free and fair elections and alternance are the ways in which political leaders are chosen <p>* new relationships entre les institutions de l’Etat Centrale; et entre l’Etat central et: les partie politique; les autorités territorial elus et le societe civil; all act as contre-pouvoir vis-a-vis les autre</p> <ul style="list-style-type: none"> - each sphere becomes autonomous; each of the societal actors within spheres become independent political actors with a legitimate right to participate in governance process 	1 hour	Pedagogical Guide: Chapter D	<p><i>Brainstorming:</i></p> <p>Discuss the characteristics and rules fixing the framework of good governance</p> <p><i>Group work:</i></p> <p>Make an inventory of the conditions and democratic rules required to achieve good governance</p> <p><i>Proverb:</i> “JE KOFO YE DAMU YE”</p> <p><i>Group Work:</i></p> <p>Indicate the set of rules which govern your association and indicate which among them promote democratic practice</p>

LEARNING CONTENTS	DURATION	SOURCE/SUPPORT	PEDAGOGICAL TOOLS
<p>- decentralization brings representative government closer to the citizens</p> <p>* the convergence of democratic rules and governance process leads to a system of Democratic Governance:</p> <p>- The Citizen is at the Center of this new political system, that is, democratic governance</p>		Pedagogical Guide: Chapter D	<p><i>Question/Answer:</i></p> <p>Comment on the expression: “A citizen of the State versus A state of citizens”</p>
<p>2.4. Democratic Governance, Good Governance and SDH</p> <p>* D/G: is the sharing of the responsibilities and risks as well as benefits of development by all societal actors with a legitimate right to participate in the making and implementation of public policy;</p> <p>* D/G which is a process leads to Good Governance which is a normative condition or set of desirable outcomes including:</p> <ul style="list-style-type: none"> - transparency in the way public decisions are made, public leaders are selected and public resources are allocated and managed to achieve collective societal goals; - accountability of leaders to citizens in their performance of the public’s business including policies formulated and decisions taken, the use of public resources to achieve societal purposes and upholding the rule of law - responsiveness of leaders to citizens needs, problems and aspiration - informational openness so that citizens have all the information they need to effectively participate in social, economic and political life 	1 hour	Pedagogical Guide: Chapter D	<p><i>Group Work and Brainstorming:</i></p> <p>Discuss the notions that have been presented to this point and the relationship between them:</p> <ul style="list-style-type: none"> • Democracy • Governance • Democratic Governance • Good Governance • Sustainable human development <p><i>Discussion based on participant experience:</i></p> <p>Have they seen any change in the behavior of government officials and their own changed roles in terms of responsibilities</p>
<p>* Achieving all these norms of good governance leads to effective governance which is essential to the achievement of DD</p> <ul style="list-style-type: none"> - DD: sustainable and positive mutations in the social, economic and political spheres including the wise use of natural resources <p>Conclusion: What distinguishes the Third Republic from its predecessors is without a doubt the installation of political system – Democracy – which puts the accent on the rights of citizens to be the designers of their own futures. VIVA LA DEMOCRACY, VIVA THE 3RD REPUBLIC</p>			<p><i>Group discussion:</i></p> <p>The benefits and importance of democracy</p>

IV. MODULE 1.2 CONCLUSIONS

The quality of governance in terms of its capacity to address sustainable human development problems depends on the quality of participation of citizens in governance processes. Citizen participation is only possible in political systems where citizens are its owners as well as beneficiaries. Democracy is the political system “of the people, by the people and for the people.” Mali is a new democracy that again finds itself in the transition phase from the authoritarian regime of the Second Republic to the consolidation of a new set of political institutions and processes. It is however a democracy and it rests with Malian citizens to ensure the proper functioning of this new system. Although democracy guarantees citizens certain inalienable rights it equally demands certain inalienable obligations from them, of which the most important is their full participation in political life which defines the framework of a form of governance which is both good and effective.

V. EVALUATION OF MODULE 1.2

- Ask the adult learners to describe the nature of the governance in their village/community, commune country
- Ask the adult learners to explain the relationship between their political system, its governance process and the level of desired development, which they wish to attain.
- Ask the adult learners what the role of Malian citizens is in the achievement of a system of democratic governance, in the good governance and in the achievement of sustainable human development.

PEDOGOGICAL GUIDE MODULE 1.2

A. A Review of Module 1.2 Learning Objectives

To explain how the political transition from authoritarian rule under the First and Second Republics to a democratic system of governance under the Third Republic makes it possible for Malian citizens and their organizations to participate in the construction of their nation and the achievement of their social, economic and environmental objectives. Module 1.2 will also introduce a range of new terms and concepts that enable learners to understand the role, rights and obligations of citizens and how they relate to the broader system.

B. Learning Questions Addressed in Module 1.2

Democratic Governance: What was the importance of the Sovereign National Conference? What were the fundamental agreements, or new *social contract*, negotiated by democratic forces at the SNC? What distinguishes the Constitution of the Third Republic from its predecessors? What is the operational status of Mali's new democratic institutions and the institutionalization of a Malian rule of law? How does democratic governance contribute to the achievement of sustainable human development objectives?

C. Key Learning Concepts and Terms to be Addressed in Module 1.2

- The citizen and citizenship: the definition and accordance of political rights and obligations to individuals by the constitution; the enfranchisement of individuals as legitimate political actors
- Legitimacy: political legitimacy and legitimate public actors as defined by the constitution and as accorded by citizens to their political institutions
- Public, public actors, the public good, the general public and state and non-state publics
- The social contract: society's agreement on fundamental political relationships and rights
- Constitutions: codification of the agreements reached in the social contract; the set of macro-political rules that define the rights and obligations of citizens and their political institutions
- The Sovereign National Conference: the coming together of democratic social forces (*forces vives*) to replace the Second Republic and define the new political institutions and rights of the Third Republic
- Democracy: a particular set of political rules that leads to government of, by and for the people
- Democratization: the process of institutionalizing democratic values and practice; a work that is continually evolving, that is never finished, whose objectives are never achieved
- Governance: the way social units -- from entire societies to the smallest association -- structure themselves to exercise political power to achieve public purposes

- Democratic governance: a particular form of governance in which participation in the making and implementation public policy is shared among legitimate public actors; a partnership among legitimate public actors
- The State is (or equals) the Nation: in other words state building equates with nation building; this concept goes along with the notion of the providential state (see below), i.e., that the state is the only legitimate public actor; associated with authoritarian forms of governance
- The Partnership is the Nation: that the task of nation building is shared among all legitimate public actors with a stake in the public good; associated with democratic or shared of governance
- Autonomous realms of self-governance: those areas of decision making and implementation over which the autonomous realms of the central state, local government, market and civil society have independence of action as accorded by the constitution
- Good governance: the result of democratic governance as indicated by transparency, accountability, responsiveness, informational openness and effectiveness
- Decentralization: a governance reform increasing citizen participation in local and national decisionmaking through the devolution of political power and resources to subnational governments
- Democratically elected and autonomous local (communal) government: the lowest level of constitutionally mandated representative and autonomous government
- Electoral processes and voting: ensuring representative government and the accountability of elected leaders to their constituents
- Political Parties: voluntarily formed groups that articulate and aggregate members interests and seek to contest and gain political power, i.e., control over the institutions of the central state and decentralized local governments
- Roles, relationships & responsibilities of the legislative, the judicial, and the executive branches
- The notion of checks and balances on the holders of political power
- The Rule of Law or rules of the game (etat de droits)
- (Inalienable/universal) human rights and civil liberties (promotion and defense of)
- The providential state: the state knows all and provides all; citizens are passive participants
- Corporatism: a hierarchical system of authoritarian governance dominated by a single party that ensures the supremacy of the providential state by structuring society to serve its interests

- Clientelism (patron - client system): a set of social relationships based on patronage which undergirds and supports the system of corporatist governance
- Bad or poor governance: the result of authoritarian and corporatist rule of which corruption is the principal symptom

D. Curriculum Content Addressed in Module 1.2

The form of governance best describing the First and Second Republics can be best described as authoritarian. The central state was essentially dominated by a powerful executive, itself in the control of a “single party” (*partie unique*). The judicial and legislative branches were little more than appendages of a centralized and hierarchical executive. Virtually all social and economic life was structured vertically to the executive through *corporatist* bodies affiliated to the single party. They were then awarded monopolistic rights over specific domains of private social and economic life (e.g., labor unions over urban workers; cooperatives over peasants; women’s and youth leagues of the single party; and business and professional associations). The principal purpose of this system of corporatist and authoritarian governance was to serve the narrow and personal interests of those relatively few individuals and groups -- party and military leaders; the heads of corporatist bodies; key members of the bureaucracy -- that controlled the levers of state power.

The glue that held this system together was that of *clientelism and patronage*, or the appropriation and use of public resources (e.g., taxes, the civil service, natural resources) to advance the private interest of public servants rather than to achieve public purposes benefiting the Malian nation and all its citizens. In such a system, ordinary citizens calculate that to survive, it is necessary to give ones loyalty to a well-connected *patron* rather than to depend on a well-established *rule of law* to govern social, economic and political life. By the end of the 1980s, the impact of nearly three decades of poor or *bad governance* had led to the bankruptcy of the economic system, heightened societal conflict, and a widespread recognition of the illegitimacy of the political system. *Corruption* was simply the most visible manifestation of this sad state of affairs with the *Revolution* and related events of 1991 and 1992 a popular expression of the people’s disaffection and discontent with their system of governance.

It was thus no surprise that the Malian people came together at the Sovereign National Conference to refashion the way in which their political system would be structured to ensure their participation in defining their future and in serving their social, economic and environmental needs. What emerged from the SNC was the agreement on a new “*social contract*” defining the relationship between Malian citizens and the political leaders elected to carry out their mandate. In the case of the social contract negotiated at the SNC, Malian citizens freely agreed to give up certain rights and functions to their government in exchange for the overall right to fully participate in the making of decisions that would impact their welfare, that of their families, communities and the nation as a whole. It was this freely given power to a democratically elected government that provided the new Malian political system with its “*legitimacy*.” Fundamental to this new social contract was the decision to construct a true *democracy* including the need to establish a set of *checks and balances* that would ensure that the history of corporatist and authoritarian governance that marked the previous three decades of Malian political life did not again return.

At the heart of the social contract was not only the desire for a democratic system of governance but one which placed the *citizen at the center* of political life as its principal actor and beneficiary. In this conception of politics, the state exists to serve the social and economic interests of citizens and the nation as a whole; and not the reverse as in earlier times. This redefinition of the relationship between the citizen and state was mirrored in the agreement for changes in the nature of political relationships between and among the three *realms of governance* noted in Module 1.1 above, i.e., the central state, political parties, civil society and democratically elected local government. These changes were designed to check the potential arbitrary abuse of power by any one of these political actor, and particularly the central state as discussed below:

- **Between the institutions of the central state:** Freely elected representatives to a new National Assembly and an independent judiciary would act as a check on the executive branch. This check raises the importance of: 1) the “*electoral process and voting,*” 2) the “*legislative branch*” as a representative, deliberative and law making body; 3) the “*judicial branch*” as the independent and final arbiter of all laws and conflicts (political, social and economic rules); and 4) the “*executive branch*” as the governmental body that implements and enforces the will (including policies, laws, and regulations) of its citizens. Together the three institutions of the central state are responsible for ensuring adherence to the “*rule of law*” as defined by the constitution and subsequent legislation.
- **Between independent political parties and the central state:** while political parties are often viewed as a component of the central state they are considered here as an integral institutional component of the overall political system and, to an extent the central state, in the sense that they provide: 1) citizens with an alternative channel through which to articulate and aggregate shared interests and have them acted upon through contestation and winning control of government apparatus or by presenting alternative views and policies before the appropriate central state policymaking body; and 2) through opposition parties, an additional means to present differing views and policies before concerned central state decision making bodies and by checking non-democratic practices of the dominant political party as well as its overall governance performance.
- **Between the central state and civil society:** The right of autonomous and voluntary associations to be recognized as legitimate public actors with the right to participate as partners along-side, but not replacing government, is a basic democratic *freedom (of association)*. Civil society in general and CSOs in particular, are created by Malian citizens to participate in political life on their behalf, including representing and defending their interests and acting as a countervailing force to both state and market institutions. Unlike political parties they do not seek to contest and win control of government institutions, but rather to influence their behavior from outside the political system.
- **Between the central state and democratically elected local governments:** If any single aspiration came out of the SNC, it was the Malian peoples’ demand for a new level of autonomous and democratically elected government that was close to them. Through these new political bodies, i.e., communal governments, citizens could participate in formulating development policies and, where appropriate, implementing them. This raises the important

issue of “*decentralization*,” “*communal elections*,” and the “*new political institutions*” that are mandated in the Third Republic’s constitution, and which provide for alternative channels of citizen participation in political life.

These basic principles of the new social contract were codified in the “constitution” of the Third Republic. In simplest terms, a “*constitution*” is the set of political rules that allocate powers among and between public actors (central state, civil society, local governments and individual citizens) related to the way public decisions are made, including those related to the way public resources are allocated and managed.

The set of political rules that were decided upon at the SNC defined the new system of Malian governance, were those that clearly promoted “*democracy*.” The promotion of “*institutional pluralism*” in political policymaking, political competition through “*periodic free and open elections*,” and the “*protection of human rights and civil liberties*,” are the hallmarks of a democratic system. They are also the critical elements necessary to ensure *A good governance*” which is marked by the “*accountability*” and “*responsiveness*” of political leaders to citizens in their performance of the public’s business; and “*transparency*” and “*informational openness*” in the making of public decisions and the election of political leaders.

“*Democratic governance*,” therefore, is a particular form of governance, albeit one that places the *citizen at the center* of political life. It implies shared partnership, both in terms of risks and results, in the achievement of public goals. “*Governance*” is itself: *the way in which any social unit -- from an entire society to the smallest voluntary association -- structures itself politically to make collective decisions, solve common problems, and/or allocate and manage public resources.* The nature of governance in any given country is defined by the set of political rules that contribute to the achievement of societal (public) objectives (development or otherwise). Like the concept of governance, it is important to note that the concept of “*public*” can just as easily refer to the members of the smallest voluntary association as it can to all members of a given society. In both cases (and all those in between), public refers to “*citizens*” who have been *enfranchised* with certain inalienable rights and obligations that define their “*citizenship*.”

The essential principle of this strategy promoting a system of democratic governance in Mali is to not only place the citizen at the center of political life but to ensure that he/she understands the responsibilities as well as rights that accompany this exalted position.

E. Directives To Trainers

The most important point that trainers must keep in mind is to ensure that the adult learners understand the relationship which exists between the nature of a given political system, its governance process and the achievement of sustainable human development objectives. Above all, they must understand the central place accorded to the citizen in each of these efforts. In the last analysis, sustainable human development is itself like the process of democracy: of the people, for the people and by the people. The political system must permit and ensure the promotion of full citizen participation in the making and implementation of public decisions for the purpose of collective public problem solving and allocating and managing common resources. If it does not,

then it is quite likely that sustainable human development will not be achieved. Specifically, trainers should:

- Try to tie the many political concepts presented in this module to the everyday experiences of adult learners in both their communities as well as in their associations. Examples:
- Ask them who participates in the governance (participation in collective decisionmaking and implementation) in their villages and associations. For example do the following conditions exist:
 - * Are collective decisions made in a transparent manner, that is, is each decision reached communicated to members? Is the decisionmaking process open for all to see and follow? Is the manner in which collective resources made known to all the members of the community or association?
 - * Are the leaders of communities or voluntary associations accountable to their members for the decisions that they make and/or the collective resources that they use.
 - * Are community leaders responsive to the needs, problems and interests of their members?
- Ask the adult learners to comment on how they define the political system that operates in their own community. For example:
 - * How are local leaders chosen? By vote or consensus? Who is permitted to vote for the leader of their village or community? Is it democratic? Does it permit the promotion of development?
 - * How are decisions made related to the resolution of problems? How are problems resolved and who participates in their resolution? Who participates in decisionmaking related to these questions?
 - * Are human rights respected in their community? Are there groups within the community, which are discriminated against based on ethnicity, gender, caste, etc? If yes, can we really speak of democracy being practiced there?
 - * Is there an ensemble of rules, whether formal or informal, which governs the behavior of community or association members (a rule of law at the level of the community or association)? Who defines these rules? Who applies them? Who judges in the case where rules are violated?
- Certainly women will have a different perspective from that of men; and so will young people in relation to their elders and inferior castes in relation to the higher ones.

- Working groups should first be formed and divided by gender to deal with these issues and then come back into a plenary session in order to discuss “how they define power relations existing within their community or village.

Lesson Plan: Module 1.2: Democratic Governance: The Citizen at the Center (Governance, Good Governance, Democratic Governance, A Public Space of Democratic Governance and citizenship)

The Objectives:

- **General Objectives**

At the end of the session the participants will be better able to participate in the making of decisions in their communities.

- **Specific Objectives**

At the end of the session the participants will be capable of:

- Identifying and describing the following key concepts: Democratic Governance; good governance, self-governance, citizen, citizenship, governance space, political sphere.
- Identify and describe the role of actors.
- Describe the links between these different concepts.

CONTENTS	TIME	TOOLS	APPROCHES/PEDAGOGY
<p>Message 1 : <i>Understanding of key concepts and their linkages:</i></p> <ul style="list-style-type: none"> .Governance .Governance space .Public legitimacy .Democratic governance . Citizen .Citizenship .Self-governance 	<p>120 minutes</p> <p>Evaluation</p>	<p>Diagrams M.2.1 ; MM2.2 ; M.2.3</p> <p>Pedagogical guide</p> <p>Glossary</p>	<p>Commentary on Diagrams M2.1 ; M2.2 ; M2.3</p> <p>Question and Answers</p>
END OF SESSION			
<p>Message 2: <i>Understanding of the roles of public actors which participants in the different spaces and their obligations.</i></p>	60 minutes	Diagrams M2.4 ; M2.5	.Commentary on Diagrams and brainstorming on concepts
<p>Message 3: <i>Lesson on the functioning of a system of democratic governance permitting the achievement of good governance a factor in promoting sustainable human development.</i></p>	60 minutes	Diagrams M2.6 ; M2.7	Commentary on Diagrams Case studies Group work
<p>Message 4 : <i>The quality of governance in terms of its capacity to address SHD problems depends on the quality of the participation of citizens in the process of governance</i></p> <p>Evaluation fin de la séance</p>	1 hour	Note to trainers 1 st case study 2 nd case study	

NARRATIVE DESCRIPTIONS OF THE ILLUSTRATIONS

Module 1.2: Democratic Governance: The Citizen at the Center

Module 1.2 focuses on the political sphere and institutional actors that compose it since it is the key element leading to the achievement of sustainable human development. The Third Republic has introduced a new political system, “democracy,” which places the citizen at the center which then provides a set of political rules which assures good and effective governance in the conduct of public affairs.

Democratic governance is a form of governance which ensures that critical public tasks, particularly the formulation and execution of public policy, is shared by those political actors having a legitimate interest in their outcome. Democracy is important not simply because it guarantees certain civil liberties and fundamental human rights, but also because it is the political system most likely to lead to the making and implementation of public decisions in an effective manner ... or “good governance.”

The link between democracy and sustainable human development is therefore governance because it the process by which citizens, their families and communities participate in the definition and achievement of the public good.

Illustration T1-M2.1: Autonomous Governance Spaces

- This first illustration of Module 2 introduces the key concepts of governance, legitimacy, and spaces. It refers back the concepts of public and autonomy that were first raised in Module 1.
- Illustration 2.1 notes that there are three governance spaces, one each for the principal institutional actors that occupy the political sphere, i.e. the central state, civil society and the private sector.
- It will be necessary to discuss briefly the notion of governance, legitimacy and public as well as the functions of each of these political actors.
 - *Governance* is the way any social unit – from an entire society to the smallest voluntary association – organizes itself to: make collective (public) decisions, resolve common (public) problems and to allocate and manage shared (public) resources. There are many forms of governance (ex: democratic, authoritarian, feudal) and they can take place in any “public.”
 - *Public* refers to the members of any social unit, whether an entire society (grand public) or the members of the smallest voluntary association or even families.
 - *Legitimate* public actors are those institutions from each sphere of human activity that have been accorded, either by an unwritten social contract or a written constitution, the right to participate in public, including governance matters. The concern of democratic governance is the focus on institutional actors that occupy the political sphere, as it is from this sphere that public decision making or governance functions that affect an entire society takes place.

- It should be noted that these concepts are only valid in a democratic political system because it is only in a political sphere defined by democratic rules, practices, institutions and values that permit the autonomy of its principal actors and their right to participate in governance.
- The *central state* is composed of the legislative, executive, and judicial branches. The legislature makes law and represents citizens; the executive enforces law and makes and carries out public policies; the judiciary resolves social, economic and political conflict that arise over interpretations of the law.
- *Civil society*, as an intermediary space composed of voluntary associations that have a public purpose, provides citizens with an alternative channel to participate in public life and particularly governance matters.
- The *private sector* provides market actors (ex. entrepreneurs, workers, capitalists) with an avenue to participate in governance matters, including the making and implementation of public policies.
- It should be noted that in addition to the three institutional actors or autonomous public spaces of the central state, private sector and civil society, political parties and democratically elected local governments are also considered legitimate governance actors. However, to simplify our conceptual framework of autonomous spheres and public spaces we exclude these other actors.
- Like the three spheres of human activity, each of the three governance spaces has a degree of autonomy related to both the making of decisions or policies as well as their implementation. This autonomy is based on their specific roles as governance actors in contributing to overall societal wellbeing and the rights and obligations defined by the rules of the political sphere.
- Thus each of the three governance spaces is at one and the same time a: space of autonomous, public (or private) decision making, a space of autonomous public execution of public decisions, or, in short, a space of self-governance or a “private” governance.

Illustration T1-M2.2: The Different types of “publics” or autonomous governance spaces

- This illustration is designed to complement and reinforce illustration M2.1 by looking at the different types of autonomous public spaces where governance takes place
- The idea is to show that even individuals and families can be considered autonomous spaces where governance takes place and that the degree of autonomy that they have is determined by the broader rules system that determined by legitimate institutional actors in the political sphere.
- In other words, as long as the actions of legitimate public actors, that is, the decisions that they make and implement, do not adversely affect another “public” or take away its own defined rights, then each of the different public actors, may act in an autonomous manner
- It is important that these autonomous public spaces of governance are also understood as spaces of self-governance or private spaces of governance relevant to the specific public that participates in and is affected by concerned decisions or their implementation

Illustration T1-M2.3: Public Governance Spaces

- This illustration builds on the previous one by showing what happens when the three principal political actors interact with each other which is what happens in the real world.
- In their interaction, the three institutional actors from the political sphere create a new set of public spaces where governance takes place: The public space of partnership and common public space of democratic governance.
 - *The public space of partnership:* when two autonomous governance spaces interact (e.g., central state and civil society, civil society with the private sector, the private sector) they create public spaces where the two sets of public actors make decisions jointly or in partnership. Decisions reached here affect the publics of both autonomous spaces.
 - *Common public spaces of democratic governance:* this is the governance or public space created when all three legitimate public actors meet to make policy that effects the entire society. It is called democratic governance because the responsibilities and risks of governance are “shared” between these legitimate actors.

Illustration T1-M2.4: Public actors acting in partnership versus dominated by another

- Similar to the illustrations that described the interaction of spheres and the results of either good or bad development, this illustration shows what happens when there is either equilibrium or disequilibrium between governance spaces.
- The first illustration shows what happens when one political actor from one public space, the central state in this case tied to the single party, dominates all other public spaces. There is no interaction between the three public actors and thus decision-making is dominated leading to “bad” governance and hence bad development.
- This form of governance represents what took place under the Second Republic where the central or providential State considered itself the only legitimate public actor and thus considered itself as the Nation (State = Nation).
- The second illustration shows the result of all three public actors interacting and participating in the making of public policy. Here we can say all actors consider each other legitimate and that in partnership they can make the best decisions for the Nation (Partenariat = Nation). This partnership leads to good governance and hence good development.
- It is extremely important to ensure that the relationship between governance, good and bad, is seen to be a function of the type of political system in place (democratic or autocratic rules) and to make the link between good governance leads and good development and bad governance and bad development.
- Our interest in democracy therefore is not only because we believe in basic freedoms and liberties, but also because democracy is the political system most likely to lead to good governance and thus good development.

Schema T1-M2.5: The Relation between Democracy, Democratic Governance, Good Governance and Sustainable Human Development

- This illustration aims to show the relationship between democratic governance, good governance and sustainable human development.
- First there is the political sphere which assures that a system of governance is based on democratic political rules and therefore the shared participation of the principal political actors, that is, the central state, civil society and the private sector in the formulation and implementation of public decisions and policies.
- The way in which fundamental decisions are made and executed (or governance) in a developing country are tied to the nature of its development problems; the governance process is one of the most important public acts undertaken by political actors.

- The rules that define a democratic political system ensures the full participation of all legitimate political actors in the process of governance, democracy becomes a means for realizing the desired end of good governance...in addition to being a desirable end in itself.
- Good governance, the result of a democratic system of governance, is an indispensable normative condition if we want to achieve sustainable human development. It is characterized by:
 - The responsibility of leaders to a given public (their members or clients) in the execution of governance functions, that is, in the making and implementation of public policy; in the allocation and management of public resources; and in the identification, prioritization and resolution of public problems.
 - The full participation of all legitimate political actors – from the citizen to the CO to civil society, the state and the private sector – in the making and implementation of public decisions—or governance.
 - Transparency by a given political system in the choice of its public leaders, and in the way its public decisions are made.
 - The responsiveness political leaders to the problems and interests of their members or clients.
 - The effectiveness and efficiency in the management of public resources by political leaders.
- If good governance results from a system of democratic governance, the probability of corruption (a sign of bad governance) will decrease and the achievement of the objectives of sustainable human development will increase.

MODULE 1.3: CIVIL SOCIETY: AN AUTONOMOUS AND VOLUNTARY PUBLIC SPACE BETWEEN THE CITIZEN AND THE STATE: CONCEPTS, DIMENSIONS, INSTITUTIONAL AND LEGAL FRAMEWORK, AND A LEGITIMATE ASSOCIATIONAL LIFE

I. INTRODUCTION

Civil society is a relatively new concept, but now it has become “a la mode,” and everyone has a different idea of what it is, who composes it, and what it does. The third and final module of Theme I provides a discussion of civil society, its characteristics and its role in constructing a system of democratic governance as well as its participation in promoting sustainable human development. This module is particularly important because the USAID democratic governance strategy and its contribution to the Government of Mali’s decentralization program is devoted to strengthening Malian civil society’s capacity, particularly at the grassroots level, to participate as an effective partner in political as well as social and economic life.

II. MODULE 1.3 LEARNING OBJECTIVES

Module 1.3 learning objectives focus on providing adult learners with a basic understanding of civil society as a theoretical concept and an operational reality. Most importantly, adult learners will be provided with an understanding of the growth and evolution of Malian civil society, particularly at the local level of associational life and how it can make a difference in the quality of social, economic and political life.

LEARNING CONTENTS	DURATION	SOURCE/SUPPORT	PEDAGOGICAL TOOLS
<ul style="list-style-type: none"> - actions undertaken vis-à-vis powerholders at the central state level; advocacy related to a range of policies and reforms, etc., which benefit all members of a given society - providing a range of specialized services directly to intermediary CSOs <p>* Horizontal relationships precede each of the three levels of vertical association cited above.</p>		Pedagogical Guide: Chapter D Glossary Illustration 3.1 Illustration 3.2	Continuation of discussion concerning the three levels of civil society, their functions and relations, one to the other.
<p>2. <i>Functional Dimension:</i> Civil Society fulfills five major functions, that we call demand-side (civic action) and supply-side (self-governance) functions:</p> <ul style="list-style-type: none"> * Broadening and strengthening the participation of citizens and their voluntary associations * Monitoring the performance of government (central and local) * The defense et promotion of citizen rights and interests * Undertaking certain governance functions independent of the state but within the limits mandated by the Constitution * Strengthening and diffusing the norms and practices of social capital 	1 hour	Pedagogical Guide: Chapter D Glossary Illustration 3.1 Illustration 3.2	<p><u>Question and Answer/Group work:</u> <u>Analyze and discuss the five functions of civil society</u></p> <p>Discuss the case of “<i>Griots</i>” in terms of one or more of the functions of civic action and/or self-governance which they undertake on behalf of community members vis-à-vis local powerholders</p> <p><u>Discuss the Proverb:</u> KUN TE DI KUN TIGI KO</p>
<p>3. <i>The Normative Dimension:</i> Civil Society is often considered the values domain of a society</p> <ul style="list-style-type: none"> * Norms of social capital include: trust, tolerance, volunteerism philanthropy, inclusion and reciprocity. - These are the norms and values which permit citizens and individual COs to transcend their personal interests by joining voluntary association in order to achieve collective objectives. 	30 minutes	Pedagogical Guide: Chapter D Glossary Illustration 3.1 Illustration 3.2	<p>Question and Answer What are the positive cultural principles and values that should be preserved from traditional life and brought forward to support a system of democratic governance</p> <p><u>Discussion:</u> Comment on the expression: “refer to the past (history), but do not live (return) in it.”</p>

LEARNING CONTENTS	DURATION	SOURCE/SUPPORT	PEDAGOGICAL TOOLS
<p>3.3 Summary & Conclusions: Grassroots associations or COs are often referred to as true citizen associations</p> <p>* It is these base level organizations that individuals are transformed into citizens;</p> <p>- It is in these organizations that that we practices the principles of democracy and good governance;</p> <p>- Therefore, we can call them the free schools of learning democracy and citizenship.</p>	30 minutes	<p>Pedagogical Guide: Chapter D</p> <p>Glossary</p> <p>Illustration 3.1 Illustration 3.2</p>	<p><u>Group Work:</u> Compare traditional schools to schools that operate in associational life and tell how these free schools contribute to of democracy and citizenship.</p>

IV. MODULE 1.3 CONCLUSIONS

In Module 1.1 the point was made that one of the distinguishing features of sustainable human development from previous development strategies has been the emergence of an autonomous Malian civil society capable of serving as a channel through which citizens have been able to participate in public life. Civil society is part of the political sphere of human activity. It is therefore a political concept, not because it seeks to gain control over government and the power it wields, but because it often engages other political actors who do hold power over issues that concern their members. Wielding power to achieve one's objectives is a political act. Civil society is also a political concept because it is composed of citizens who come together voluntarily in associations to achieve their individual objectives through collective efforts. Normally civil society organizations are formed voluntarily by their citizen members to address a common social, economic or environmental problem. They take on a political dimension when they find that in order to resolve such problems they must address constraints, either legal or institutional, in the external environment.

A strong and mature civil society is more than the sum of the individual organizations that compose it. Like the state and market to which it is often juxtaposed, civil society has its own definite structure, it has a set of specific functions, and it is characterized by the unique nature of its values and practices. Thus a strategy that seeks to promote democratic governance and, by extension sustainable human development, must look at strengthening civil society in all these dimensions. A strong and autonomous realm of voluntary actors representing citizen and societal interests from outside the state and market is essential to creating a system of democratic governance and promoting sustainable human development. It must be capable of holding both the state and market accountable for their actions, and by providing individuals with a platform to learn and exercise their civic rights and responsibilities. Unless this happens, there is little likelihood that the Third Republic will be any more successful than its predecessors in improving the social and economic welfare of its people.

V. EVALUATION OF MODULE 1.3

- Auditors should be able to discuss and explain the basic characteristics of civil society, as well as its importance to the consolidation of democracy and good governance under the Third Republic and nation-wide improvements in social and economic life?
- What are the principal functions that civil society carries out on behalf of society and that OSCs carry out on behalf of their members?
- Can the auditors examine the nature and structure of civil society in their own community/village?

PEDAGOGICAL GUIDE: MODULE 1.3

A. Review of the learning objectives of module 1.3

The learning objectives of module 1.3 concentrate on the acquisition by the participants of a basic understanding of civil society as a theoretical concept and operational reality. More importantly, the participants will have an understanding of the growth and evolution of the Malian civil society, particularly at the local level of associative life and how it can make a difference in the quality of social, economic and political life.

B. Observations and subjects dealt with in Module 1.3

Civil Society: How do you recognize a strong civil society? What are its characteristics? What are its functions in a democratic system? Of lasting development? In this changing society, what should be the principles and the positive cultural values to preserve and cultivate? “Resorting to the past history and not returning to the past”? What is the role of civil society in the preservation of these norms and positive traditional values and in the emergence and promotion of democratic and civil values?

C. Key Learning Concepts and Terms to be Addressed in Module 1.3

- The right of voluntary association and associational autonomy: pre-conditions to the formation of civil society. The constitutional right of freedom of association.
- Civil society: an autonomous realm of governance that stands between the citizen on the one hand and the state and market on the other; an autonomous governance space where voluntary associations created by citizens pursue public purposes including the promotion and defense of their collective interests.
- The dimensions of civil society: structural, functional and normative.
- Social capital and civic norms (trust, reciprocity, inclusion, tolerance): the values and practices which underlie citizens coming together in voluntary association to achieve collective goals.
- Achieving a critical mass of density and diversity in associational life and institutional pluralism: pre-conditions to the differentiation and specialization and hence maturation of civil society.
- Civil society’s demand and supply-side functions: civic action and democratic self-governance.
- Free schools of democracy (de Tocqueville): grassroots or base level citizens organizations and their role in transforming individuals into enfranchised (informed and active) citizens.
- The political development (modernization) of Malian society and its impact on traditional values.

- To have recourse to the past, not to return to it (recours au passe/histoire et non Retour au passe)

D. Curriculum Contents Addressed in Module 1.3

Civil society, and the CSOs that compose it, are the voluntary and autonomous associations that citizens create to solve common problems, promote and defend shared interests, and channel collective aspirations. Its simplest definition then, civil society is: *the totality of “citizens’ organizations,” voluntarily formed and autonomous (from other powerholders) that occupy the intermediary space between the individual citizen on the one hand, and the state and market on the other; and which pursue public purposes.* Like both the concepts of democracy and citizen, civil society is a **political concept** since it implies participation in political processes, including the engagement of powerholders ... although from outside the political system (unlike political parties that seek to win and exercise political power) to effect policy change or political, social and economic reform. It is this aspect of engaging or even confronting powerholders in the state or market to advance member rights and ensure the integrity of democratic life that distinguishes civil society from NGOs and the NGO sector which are but one set of civil society actors.

Civil society collectively, and CSOs individually have three principal **dimensions**: structural, functional and normative. A strong and mature civil society is one where each of these dimensions is fully developed as follows:

1. The Structural Dimension

A strong civil society is one that has both a “**density**” and “**diversity**” of associational types. This “**institutional pluralism**” provides individual citizens with a range of choices through which their voices can be heard in public arenas where decisions affecting them are made. When there is “**critical mass**” of autonomous and voluntary associations then we begin to see a structural “**differentiation and specialization**” in terms of the broad functions that they provide within civil society. This differentiation and specialization take place both vertically and horizontally and lead to different types of relationships developing between different type of CSOs.

In terms of **vertical relationships**, we see three principal levels of structural differentiation and specialization within strong civil societies:

- *At the primary level of association:* grassroots voluntarily formed and autonomous associations are the base units of civil society, democracy and ultimately sustainable human development. They are formed by citizens to address specific developmental problems. They are called both community (based) organizations and self-governing associations. Their primary “public purpose” therefore is to serve their citizen members’ social, economic or environmental needs. Increasingly however CSOs are beginning to engage powerholders at the commune level including traditional authorities (e.g., chiefs, religious leaders). Their locus of operations is the lowest level of governance, i.e., at the community level and sometimes at the level of local government. In Mali, community organizations include parent associations (APEs), community health center management associations (ASACOs), village associations

(pre-cooperatives), resource user groups (e.g., grazing and irrigation associations, forest users), women's savings and credit clubs, primary credit unions and cooperatives, and producer groups.

- *At the intermediary level of association:* between the primary and tertiary levels of association resides a set of intermediary CSOs whose purpose is to serve the needs of community organizations. This includes connecting them with political, economic and social institutions and processes at the levels of governance beyond the local level. Representing, defending and promoting CO interests falls within this intermediary role. Intermediary CSOs provide a range of sustainable human development services that no single CO can provide itself. This includes the provision of training, logistics and administrative support, information collection and dissemination and the purchase and distribution of technical inputs (e.g., fertilizer, vaccinations, and credit). Intermediary CSOs also have the important role of catalyzing the formation of COs and strengthening their capacity for greater participation in the formulation and/or implementation of public policy. Intermediary CSOs include both traditional development NGOs and a wide range of federations composed of two or more community organizations (e.g., APEs, ASACOs, AVs, women's savings and credit clubs).
- *At the tertiary level of association:* these specialized civics, found mainly at the national level of governance, undertake two important functions on behalf of civil society. First they engage powerholders at the national level (e.g., central state institutions, market actors and donors) whose actions have the capacity to affect all civil society actors. In this regard they defend and promote an enabling environment that ensures full and free participation of CSOs in all aspects of public life. Their second function is to provide specialized services (e.g., training and technical assistance, networking and coordination, representation and policy analysis, formulation and advocacy), directly to intermediary CSOs (and in some cases to COs) that strengthen their capacity to undertake their mandated missions. *Specialized civics* include sectoral networks (e.g., the several PIVOT groups, human rights CSOs, environmental NGOs), consortia (such as CCA-ONG, YIRIBA SUMA), national level federations (e.g., APEs, ASACOs, Plateforme Paysanne) and think tanks and support CSOs (e.g., ASARED, CENEFOD, ACA).

Horizontal relationships look at interactions that take place at each of the three vertical levels of the civil society structure noted above. At the primary level, COs with similar mandates (e.g., ASACOs, APES, AVs) may come together to provide a set of services that no single CO can undertake itself; and/or they may see that the only way to influence policymaking vis-a-vis powerholders at the local level is to form horizontal relationships that permit them to act collectively to achieve their objectives. Supra-village or inter-village associations of Village Associations or of resource users as well as some federations composed of primary level COs (APEs or village health committees) that form at the commune level are a good example of this primary level type of relationship.

At the intermediary level which begins at the communal level and ends at the regional level of governance, we find an array of higher level federations (e.g., Cercle, Region) and NGOs that also provide a range of services including representation and advocacy that lower level bodies are unable to undertake themselves. There are an increasing number of circle and regional level

producer associations and cooperatives coming into being such as the cattle herders association, market gardeners, and cotton growing cooperatives.

At the tertiary level a far greater number of relationships are possible, ranging from national level federations, to consortia and sectoral networks of NGOs and other non-membership-based CSO actors (e.g., specialized civics), to alliances of disparate organizations (e.g., labor, professional, business, women's groups) that temporarily share a common *public interest* and join together to achieve a specific policy change or reform.

The principal issue to highlight in terms of both vertical and horizontal relationships within the broad constellation of COs and their federations is that before vertical federating can take place it must be preceded by horizontal affiliating, that is, similar types of organizations come together at a specific level of association (e.g., commune, circle or regional) and then decide to join together in either a formal or informal relationship to advance their common interests. When enough federated bodies form at this given level of association, the next step is to form an organizational entity at the next higher level. It is this *bottom-up* process of horizontal affiliations leading to federations composed of grassroots CO members that has the best chance for extending the voice of citizens at the primary level to those governance arenas where public decisionmaking takes place.

2. The Functional Dimensions

Civil society in general and CSOs in particular undertake four principal functions -- what we call *supply-side and demand-side* functions -- in a system of democratic governance:

- Increasing citizen participation in the making and implementation of public policy (*demand-side civic action public policy function*).
- Monitoring the state's (and market's) performance of governance functions including protecting against its potential abuse of political power (*demand-side civic action countervailing function*).
- Promoting and defending citizen/societal interests and constitutional rights (*demand-side civic action countervailing function*).
- Undertaking a range of governance functions independent of the state but within constitutionally defined limits (*supply-side democratic self-governance function*).
- Strengthening and diffusing civic norms and practices (social capital) through the internal practice of democracy and good governance (*transforming individuals in to citizens: supply-side democratic self-governance function*).

3. The Normative Dimension

Civil society is often considered the realm of values of a society, i.e., the repository of cultural values and norms as well as the incubator where new ones are given birth as society evolves.

Underlying the formation of civil society (and even carrying over into the state and market), are a number of *social capital* norms including trust, tolerance, voluntarism, philanthropy and reciprocity. It is these norms and values that permit individual citizens and organizations to put aside their personal interests and join together in voluntary association to achieve collective purposes. CSOs and particularly COs, provide individuals with an institutional context to learn the *art or habit of voluntary association*. As such, CSOs, and civil society more generally, generate social capital which strengthens the social fabric, and ultimately transform individuals into citizens with a common commitment to solving conflict peacefully and through democratic means.

This module of the D/G curriculum looks at civil society in general and CSOs in particular as the realm of the citizen and citizenship, that is, the organizational setting where civic norms and practices are learned as a by-product of ordinary people working together to achieve shared objectives. As societies such as Mali transition from more traditional forms of governance to more modern ones, there is always a danger that traditional cultural values and social norms that are responsible for high degrees of solidarity and social cohesion will be overwhelmed by the logic and force of the modern market and trends of urbanization. At the same time, it can also be said that there are some traditional values and practices (e.g., the marginalized role of women in public life, patron-client relations) that inhibit more democratic and participatory forms of governance from emerging. Citizen organizations, particularly at the primary unit of society, offer perhaps the most appropriate locus where the best of traditional life can be preserved while new values and practices required for modern civic life can be learned and diffused to the rest of society. The process of “modernization” or the struggle for A sustainable human development does not have to be the cause of severe societal location if there is a recognition and corresponding strategy that promotes the preservation of the best traditional values while seeking to develop new ones that based on around citizenship and civic life.

E. Directives to Trainers

- Trainers must be able to relate the essential characteristics of civil society in each of its three dimensions, that is, the structural, functional and normative, to adult learners.
- Trainers must be able to convey the fundamental idea that civil society is the adult learner him or herself. Civil society is the adult learner in his or her capacity as a citizen, with political rights and responsibilities, when he or she comes together voluntarily achieve individual and group objectives collectively.
- Trainers need to relate the concepts contained in this module to the reality of the adult learner’s own life. Ask them to do a group exercise in mapping civil society as they see it and how the different levels work together.

Lesson Plan: Module 1.3: Civil Society: An autonomous and public space between the citizen and the state/market

Objectives of this Session:

At the end of the session, the participants will be able to:

- describe the characteristics, functions and structures of a civil society
- demonstrate the importance of civil society in the defense of collective interests for the improvement of the conditions of life
- demonstrate the importance of OCs in the learning process as well as the practice of citizenship.

CONTENTS	TIME	TOOLS	APPROCHES/ PEDAGOGY
<ul style="list-style-type: none"> - opening remarks - review of modules 1 and 2 - Introduction to Module 3 - <i>Message 1 : Understanding the nations of civil society and its functions</i> 	60 minutes Evaluation	Diagram 3.1 Pedagogical guide	Brainstorming Report
<i>Message 2 : Knowledge of the structure and the 3 levels of civil society</i>	60 minutes	Diagrams M3.2 Pedagogical guide	. Brainstorming Report
<i>Message 3 : The OC is the space / the learning framework of citizenship and that of regulation of problems and the space for self-government</i>	60 minutes	Notes by the trainer Pedagogical guide	We study Question/answer
<ul style="list-style-type: none"> • Prepare a Case Study or a Role Play 			
<i>Message 4 : A strong and mature civil society needs a synergy of action between the individual organizations that it is composed of.</i>	60 minutes	<ul style="list-style-type: none"> - Proverb on page 36 of the Guide - Diagram 3.2 	<ul style="list-style-type: none"> - Commentary, - Report - Question/answer

NARRATIVES DESCRIPTIONS TO THE ILLUSTRATIONS

Module 1.3: Civil Society: a public space, autonomous and voluntarily formed between the citizen and the State (and Market)

Illustration T1-M3.1: Civil Society Organizations

- This illustration demonstrates that the citizen, which is the principal actor in the political sphere, is able to participate in public life and in matters related to governance either through the institutions and organizations of the central state (including decentralized local governments, and particularly the commune), OR through the institutions and organizations of civil society—including federations and NGOs.
- It is important to note that the evolving system of democratic or shared governance resulted from the Revolution of 1991 – 1992 and the events leading to the formation of the Third Republic has provided the context in which Malians were enfranchised as true citizens. It also provided the context in which two new political actors, that is, civil society and democratically elected local governments provided the citizen with alternative channels of participation in the life of the nation.
- In brief, civil society has become a legitimate institutional actor under the new set of rules defined by the political sphere for the Third Republic and also it has become an alternative channel to that of the central state and local government for the participation of citizens in public life.

Illustration T1-M3.2: The Structure of Civil Society

- This illustration provides an illustration of the structure of civil society and helps the citizen members of community organizations to situate themselves in this new space of self-governance and democratic governance.
- The illustration shows us three levels of civil society: the primary level, the intermediary level and the tertiary level.
- The primary level, composed of COs and inter-village groups, is the base unit of civil society, democracy and sustainable human development and the principal focal point for the democratic governance strategy.
- The intermediary level, composed of NGOs and federations, serves as a link between the primary units of civil society and assures their participation in the political, social and economic institutions and process beyond the local level.
- The tertiary level, composed of specialized civic organizations, exercises to functions on behalf of civil society: 1) To defend and promote the interests of civil society vis-à-vis the state and market; and 2) to provide specialized functions (e.g., training and technical assistance, research and advocacy related to policy reform) to NGOs and federations at the intermediary level of association.

- Although this explanation appears to be the vertical and hierarchical structuring of civil society with an official authority at the summit, in fact, it is important for adult learners to understand that the CO is at the center of civil society, NOT at the bottom. As such, the *raison d'être* of both the intermediary and tertiary levels is to serve the needs and interests of the primary level.
- We can use this illustration to show that before a federation can vertically federate to create a higher level of association (e.g., at the level of the commune, circle, or region) COs having the objectives (e.g., APEs, village associations, ASACOs, savings and credit clubs) must first collaborate together at their own level and democratically elect members to the immediately higher level of association.
- We can further use this discussion in Theme II, Module 1, to present the difference between federations and NGOs, that is, that federations are composed of units or members of lower levels of civil society which are democratically elected while NGOs are composed of small groups of individuals that have a public service orientation, that is, to serve COs and federations.
- Finally, it is important that CO members understand that they have the means to participate in public life beyond the limits of their own organizations through other civil society organizations. But it is equally important that they understand that they are not isolated, but are in fact, that civil society is as space of solidarity *vis-à-vis* the state and market.

DEFINITION OF KEY CONCEPTS IN BAMBARA

FRENCH	BAMBARA
Module I :	
Democracy	BEYA BEE JE FANGA A MANA KA FEN O FEN YE DEMOKARASI YE FANGA YE MI KA KAN BELA.
Governance	GUVERINANSI : MARA COGO DON MI KONO BE BEN NI DON MARA KE COGO KAN
Good governance	MARA COGO NGUMAN : MINA, BESEN BE DON MARA BOLILA JELEN YALA
Democratic Governance	MAR KE COGO BEYA KONO
Citizen	JAMANADEN NGUMAN
Citizenship	JAMANA DEN NGUMANYALI WALEYALI
Governance space	Mara KE YORO
Society	ADAMADEN NA KA DINGAN LAMINI
Civil Society	NGETONW MINU SIGIRA YEREMAYA KONO NIU KUNTILENA TE FANGA GNINI YE NGA U KA HEREW LA SABATILI YIRIWALI
Développement	YIRIWALI
Sustainable Human Development	YIRIWALI KUN TALA JAN
MODULE II :	
Constitution	SIRAYA SUM BA
Law	SARIYA TALEN
Spheres	KADARA
Economy	SORO
Political Sphere	POLITIGI KARARA
Economical Sphere	SORO KADARA
Social Sphere	ADAMADEN YA KADARA
Components	SODENW
Inter-action	JEKA WALEW
Characteristics	TAMASIYENW
Actors	WALEYALI KELAW
Legitimacy	SOYE, MINNA KA KAN (YE RE WOLOYA)
Transparency	JELENYA

USAID/MALI

STRATEGIC OBJECTIVE IN DEMOCRATIC GOVERNANCE

THEME II: DEMOCRATIC SELF-GOVERNANCE AND A STRATEGY FOR STRENGTHENING CIVIL SOCIETY ORGANIZATIONS THROUGH INTERNAL DEMOCRATIC GOVERNANCE AND SOUND MANAGEMENT

Module 2.1: Democratic Self-Governance: the Preparation and Training of Effective Governance Actors (Internal and External Preparation)

Module 2.2: The Structuring, Functionality and Organizational and Democratic Viability of an Association

Module 2.3: Sound and Effective Management: Learning Necessary Concepts and Practical Tools for the Management of an Organization

Module 2.4: Training in the Financial Management of Community Organizations

CURRICULUM FOR BASIC TRAINING IN DEMOCRATIC GOVERNANCE:

➤ ***Training Manual***

➤ ***Trainer's Guide***

Theme II: DEMOCRATIC SELF-GOVERNANCE AND A STRATEGY FOR STRENGTHENING CIVIL SOCIETY ORGANIZATIONS THROUGH INTERNAL DEMOCRATIC GOVERNANCE AND SOUND MANAGEMENT

A. Introduction to Theme II

Theme II, democratic self-governance, moves us from the macro-political context and the range of political concepts discussed under Theme I, to the micro level of the community organization and its role as a member of civil society. The concept of self-governance was discussed under Theme I in relation to the larger autonomous public space of civil society. In Theme II, we examine the community organization (CO) as an autonomous public space in its own right. However, this time, it is the members of the CO that form the space or concerned public. The theme presents the structure and fundamental capacities that a CO must possess in order to become a legitimate and effective partner in a system of democratic governance.

This theme was conceived based on the assumption that American PVOs and their Malian NGO partners have already mastered and put into place an effective and sound system of management in their own programs. In this theme we have therefore provided a reminder with a summary discussion – rather than the full-scale development of training materials – of those elements and tools that constitute sound and effective CO management. Also, in terms of the actual training of COs and federations, the true targets of this program, it will be necessary for PVOs and their NGO partners to strongly support the institutionalization of these different tools and practices within the concerned COs and federations.

Above all, this theme develops those aspects of democratic self-governance which are relatively new for most of these actors, PVOs and NGOs as well as COs and federations.

The adoption by COs of the principles of democratic self-governance found in this theme can only take place if they have already instituted the major components of sound and effective management.

B. Theme II Learning Objectives

- To provide a more detailed focus on community organizations, their federations and NGO partners as the principal targets of the democratic governance strategy;
- To examine the way in which they contribute to the achievement of democratic governance and sustainable development results;
- To define the knowledge and tools they need to effectively discharge their mandate vis-a-vis their members, communities and broader society;
- To analyze the spaces of self-governance and the spaces of public governance.

C. **Theme II Expected Results**

- A specific focus is provided on COs, their federations and NGO partners as the principal targets of the democratic governance program;
- The spaces of self-governance and public governance are analyzed and understood;
- A strategy is identified in which COs and their federations contribute to the achievement of democratic governance and sustainable development objectives;

The necessary knowledge and tools of self-governance and its practice are mastered by COs and federations permitting them to achieve their internal and external objectives.

D. **Theme II Composition and Contents (With Summary Table)**

This theme is composed of four modules as follows:

Module 2.1: Democratic self-governance: the preparation and training of effective governance actors (internal and external preparation) - considers the CO as the fundamental unit of associational life and therefore a miniaturization of the larger realm of civil society to which it belongs. The module looks specifically at the CO as an effective public actor and how it participates in the processes of democratic governance and sustainable development. The principal issue raised in this module is that two basic components of internal CO effectiveness – that is, internal democratic governance and effective management – are, in fact, preconditions to their effective participation in the external environment.

Module 2.2: The structuring, functionality and organizational and democratic viability of an association - examines the importance of rules and structures (organizational) in the effectiveness of the CO as a governance actor. Similar to the way in which the larger political system provides the conditions for macro-political institutions to achieve good and effective governance, so too do democratic rules and structures contribute to the achievement of good and effective governance for the CO. Without this precondition or broader framework, effective management is not possible.

Module 2.3: Sound and effective management: learning necessary concepts and practical tools for the management of an organization– provides the necessary knowledge and practical tools that permit the CO to achieve its mission effectively. From the elaboration of a strategic plan to the management of human resources, the CO must understand their importance and master their use in order to become effective development partners..

Module 2.4: Training in the financial management of community organizations - this final module of Theme II addresses financial management, one of the most important aspects of sound and effective management for community organizations. It provides PVO and NGO trainers with the essential subject matter and pedagogical approaches to the transfer of skills and knowledge needed by OCs to ensure the appropriate use of member and external resources for achieving their results.

E. Target group

The immediate target of this training manual and trainer's guide are the senior staff and trainers of Malian NGOs in their capacity as change agents and promoters of democratic governance vis-à-vis the local level, and also in their role as active members of intermediary civil society organizations. However, the principal beneficiaries of the overall training program are the members and leaders of grassroots organizations and their federations, key actors and legitimate partners within Malian civil society who merit support given their critical participation in a system of democratic governance.

F. Reference Documents

- Constitution of the Republic of Mali of February 25, 1992
- Law 93-008 of 2/11/93 stipulating conditions of free administration in the Republic of Mali
- Law 95-034 of 4/12/95 establishing the code of territorial collectivities in Mali
- Reference document for the Democratic Governance Program
- Basic decentralization laws in Mali: Law 93-008
- Right to free administration and Law 95-034 on territorial collectivities
- Specific laws on the existence of associations and organizations: MATS, MDRI, MIC, MEB, MSSPA
- Law 88-62/ANRM governing the cooperative movement in the Republic of Mali
- Law 94-040 instituting regulations on mutual institutions and savings and credit cooperatives
- Theme I reference document

G. Overview

**THEME II: DEMOCRATIC SELF-GOVERNANCE:
PROVIDING CITIZENS WITH THE CAPACITY TO TAKE CONTROL
OF THEIR LIVES THROUGH SELF-GOVERNANCE**

A. LEARNING OBJECTIVES

- To provide a more detailed focus on community organizations, their federations and NGO partners as the principal targets of the democratic governance strategy;
- To examine the way in which they contribute to the achievement of democratic governance and sustainable development results;

To define the knowledge and tools they need to effectively

B. ILLUSTRATIVE TRAINING MODULES

Module 2.1: Democratic self-governance: the preparation and training of effective governance actors (internal and external preparation)

Module 2.2: The structuring, functionality and organizational and democratic viability of an association: learning the concepts, principles and rules, practical tools and procedures essential to the democratic functionality of an organization

Module 2.3: Sound and effective management: learning necessary concepts and practical tools for the management of an organization

Module 2.4: Training in the financial management of community organizations

C. QUESTIONS ADDRESSED

The preparation and training of effective governance actors: What are the primary traits or characteristics that distinguish modern voluntary associations from their traditional, less formal counterparts? What is the relationship between a broader (local or national) system of democratic governance and democratic self-governance? What is the role of federations and NGOs in relation to COs? What distinguishes these two intermediary CSOs? What are the key areas and activities of preparation for COs to become effective governance actors? What level of autonomy is needed to negotiate an effective partnership with the various public actors?

The structuring, functionality and organizational and democratic viability of an association: Why is it important that COs and their federations (as well as NGOs) develop a set of rules as a way to ensure actual participation? What rules and structures are necessary to ensure full and increased participation of citizens/members as a way to attain effective internal governance? What factors can guarantee that organizations will function effectively?

Sound and effective management: What are the necessary elements of sound and effective management that an organization should have? What is the relationship between internal democratic governance and effective management? How does a well managed organization contribute to organizational credibility, legitimacy and sustainability?

Training in the financial management of community organizations: How can COs determine the status of their assets at any time? What is a voucher and why is it important?

D. KEY CONCEPTS/NOTIONS

- Effective governance actors
- Intermediary CSOs: unions and federations of grassroots organizations and NGOs set up to protect collective and public interests
- Space of self-governance and public space of governance; specific public space of governance and of partnership
- Forms of representation: representativeness, legitimacy and mandate/mission (to serve members; to provide grassroots/client services)
- Preparation/training activities
- Democratic self-governance
- Internal democratic governance: functionality, viability, organizational procedures and tools
- Voluntary association
- Gender and development in associational life
- Official or legal recognition: legal, institutional framework and various laws on associational life
- Democratic rules and internal structures: missions/mandates, statutes and internal rules, bodies (board of directors, general meeting, executive bodies, offices, technical committees, members, etc.)
- Sound and effective management
- Strategic plans, planning, results and performance indicators
- Administrative, technical, financial and management procedures
- Management of resources: financial, human, informational, assets
- Types of relationship: collaboration, partnership, strategic alliance, autonomy, dependency, opposition, conflict management with other actors

MODULE 2.1: DEMOCRATIC SELF-GOVERNANCE: THE PREPARATION AND TRAINING OF EFFECTIVE GOVERNANCE ACTORS (INTERNAL AND EXTERNAL PREPARATION)

I. INTRODUCTION

This module, which focuses on democratic self-governance and the preparation and training of effective actors, applies to associations, their federations and partner NGOs. Such entities provide a link between public institutions, other governance actors and private citizens and are thus the primary targets of democratic governance. A particular emphasis is placed on training/preparation of autonomous associations. When they are well prepared, they can not only handle their own affairs but also exert a meaningful influence over the actions taken by the authorities in certain areas. Healthy associations foster good communication from top to bottom and vice versa.

II. MODULE 2.1 LEARNING OBJECTIVES

- Review the concept of public spaces of democratic governance:
 - Space of self-governance or autonomous space of governance;
 - Common public space of governance (all public actors);
 - Public space of governance or of partnership (bilateral).
- Establish a relationship between the broader system of governance and the desired system of governance.
- Identify the traits or characteristics that distinguish modern voluntary associations (everything is codified) from traditional associations (unwritten but effective consensual contract).
- Indicate the difference between CO/Federations and NGOs.
- List the priority areas for training/preparation of associations so that they can become true actors in democratic governance.

III. MODULE 2.1 PEDAGOGICAL PROGRESSION AND CONTENTS

LEARNING CONTENT	DURATION	SOURCE/SUPPORT	PEDAGOGICAL APPROACH
<p>I Review of concepts</p> <ul style="list-style-type: none"> • Governance • Democratic self-governance • Autonomous space of governance • Common public space of governance • Public space of governance and partnership 	30 minutes	Trainer's guide - Glossary	Questions and answers to allow participants to clarify concepts already developed in Theme I Illustrate the concept of a public space of governance with the following proverb: "MORI BE NA JO YORO DO MISSIRI KONO"
<p>II Governance actors</p> <ul style="list-style-type: none"> • Individual (citizen, producer, consumer) • Family • CBO/CSO • Traditional institution • Market (private sector, formal/enterprise, Bank and commerce) • Territorial community • Nation <p>These actors are also called effective governance actors when they are well prepared and trained</p>	45 minutes	Trainer's guide	Brainstorming or group work Based on the review of concepts, participants should be able to identify the actors involved in all forms of governance
<p>III Presentation of certain actors and their interaction</p> <p>a) Community organizations (COs)</p> <ul style="list-style-type: none"> • Associations (traditional and modern) <p style="padding-left: 40px;">An association is an agreement by which several persons permanently pool their knowledge or their activities for a purpose other than profit-sharing.</p> <ul style="list-style-type: none"> • Cooperatives 	2 hours	Trainer's guide Specific laws governing associations and organizations	Questions and answers based on the general concept of "governance actors"; the participants will mainly identify the actors in civil society

<p>A cooperative is a community of individuals of a particular type based on the principles of union, solidarity and mutual assistance, the members of which have voluntarily come together to achieve a common goal of economic and social development by creating an enterprise which they manage in a democratic fashion, to their mutual advantage and risk, and in whose activities they agree to participate actively (definition according to ILO recommendation 127).</p> <ul style="list-style-type: none"> • Mutuals These are associations of persons whose associational contact is based on the principle of the equality of individuals in voluntarily providing reciprocal assistance in order to confront events affecting them. They are subject to specific legal regulations as a result of their purpose. • Unions An association of several groups of different natures or of the same nature, formed for the purpose of achieving a common objective. • Labor unions Groups voluntarily set up by individuals to protect common professional and scholastic interests: wages, security, scholarships, etc. • Federations A voluntary group of several associations, labor unions, political parties or other entities, formed to exert greater influence in 		<p>Trainer's guide</p> <p>Specific laws on associational activities and organizations</p> <p>Trainer's guide</p> <p>Specific laws on associational activities and organizations</p> <p>Trainer's guide</p> <p>Specific laws on associational activities and organizations</p>	<p>Questions and answers based on the general concept of "governance actors"; the participants will mainly identify the actors in civil society</p> <p>Questions and answers based on the general concept of "actor"; the participants will mainly identify the actors in civil society</p> <p>Questions and answers based on the general concept of "actor"; the participants will mainly identify the actors in civil society</p> <p>Questions and answers based on the general concept of "actor"; the participants will mainly identify the actors in civil society</p>
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reaching a common objective.			
<p>b) NGOs</p> <p>These may be:</p> <ul style="list-style-type: none"> • Individual (e.g. AFEM, KILABO) • Collective (e.g. CCA/ONG, CAFO) • Networks (e.g. GRDN, YIRIBA SUMA) <p>c) Territorial collectivities</p> <ul style="list-style-type: none"> • Municipalities ("communes") • Districts ("cercles") • Regions <p>d) Development partners (technical and financial)</p> <ul style="list-style-type: none"> • Bilateral partners (e.g. USAID) • Multilateral partners (e.g. UNDP, EDF) <p>e) Interaction among these various bodies</p>		<p>Laws and decrees on decentralization</p> <p>Trainer's guide</p> <p>Chapter on community organization</p>	<p>Questions and answers based on the general concept of "governance actors"; the participants will mainly identify the actors in civil society</p> <p>Brainstorming</p> <p>Questions and answers</p>
<p>III Study of associations</p> <ul style="list-style-type: none"> • Review of concepts • Characteristics/traits of modern voluntary associations versus traditional associations • Nature and objectives - Tools and elements of transparency - Management methods and procedures and level of member involvement in the decision-making process • Viability and functionality - Legal recognition - Emancipation - Appropriation of tools and procedures - Utilization of opportunities, appropriation - Accountability 	1 hour, 30 minutes	<p>Trainer's guide</p> <p>Laws and decrees governing associations and organizations</p>	<p>Brainstorming</p> <p>Questions and answers</p> <p>Brainstorming</p> <p>Questions and answers</p>

IV. CONCLUSION

The internal and external preparation/training of self-governance actors in grassroots associations represents a basic strategy of the policy of effective democratic governance. Preparation/training is a critical element of efforts to increase the involvement of the population in formulating and implementing local development policies, which should be the key issue for the relevant actors and which should govern their interactions with various bodies (federations, labor unions, NGOs, development partners) in order to achieve sustainable human development. Thus, self-governance is a fundamental right.

In a country such as our own, where illiterate farmers make up 80% of the population, it is essential that local populations be involved in the process of democratic governance and that they be suitably equipped to fulfill such a role, which implies an urgent need for preparation/training.

V. EVALUATION

- Explain the concept of democratic self-governance and its relationship to the broader system of democratic governance.
- Identify the community organizations that exist in your area.
- List the priority areas for preparation/training of associations such that they can become true democratic governance actors.

MODULE 2.1 TRAINER'S GUIDE

I. KEY LEARNING CONCEPTS AND QUESTIONS ADDRESSED IN MODULE 2.1

The preparation/training of effective governance actors: What are the primary traits or characteristics that distinguish modern voluntary associations from their traditional, less formal counterparts? What is the relationship between a broader (local or national) system of democratic governance and democratic self-governance? What is the role of federations and NGOs in relation to COs? What distinguishes these two intermediary CSOs? What are the key areas and activities of preparation for COs to become effective governance actors? What level of autonomy is needed to negotiate an effective partnership with the various public actors?

II. KEY LEARNING CONCEPTS AND TERMS TO BE ADDRESSED IN MODULE 2.1

- Effective governance actors
- Intermediary CSOs: unions and federations of grassroots organizations and NGOs set up to protect collective and public interests
- Space of self-governance and common public space of governance; public space of governance and of partnership (bilateral)
- Forms of representation: representativeness, legitimacy and mandate/mission (to serve members; to provide grassroots/client services)
- Preparation/training activities

III. CURRICULUM CONTENT AND KEY CONCEPTS OF MODULE 2.1

- **Community organizations**

Community organizations are the primary or base units of civil society. Taking our simple definition of democratic governance **as *the democratic exercise of power to achieve public purposes, including the resolution of collective development problems***, then democratic self-governance applies to those organizations, ***self-governing associations***, that are formed voluntarily by citizens to address their everyday social, economic and environmental problems. The democratic governance strategy targets COs as being best placed to articulate the needs of their citizen members, to develop programs to address these needs in a collective manner, and, when necessary, to act in concert to engage powerholders whose decisions affect their ability to effectively serve their members, communities and broader society.

- **Intermediary civil society organizations**

Because many services needed by local community members require economies of scale, including specialized technical skills, that go beyond the capacity of an individual CO(s), and because many

decisions that affect local level service delivery are made in governance arenas beyond the very local level, COs must work with and through *intermediary CSOs*. In this regard, a distinction must be made between *grassroots, membership-based* and *public interest* intermediaries. Federations and unions made up of grassroots COs represent the former while development NGOs represent the latter. The essential difference between these two types of intermediary CSO is in the nature of their *internal governance structure*, i.e., the way they structure their internal decision making and leadership selection processes.

The members of COs and their federations are the principal beneficiaries and owners of their organizations. They are directly involved in the making of decisions and the selection of their leaders. Public interest intermediaries such as NGOs normally act on behalf of *clients*, which in the Malian context are COs and some communal level federations. In this case, CO and federation clients do not have a direct say in either the internal decision making or leadership selection processes of NGOs. In short, membership-based CSOs are by definition more representative and democratic than their counterpart public interest CSOs. As such, they have greater legitimacy as public actors in governance matters.

We define democratic self-governance as: *the democratic organization or structuring of the internal decision-making and implementing processes of any voluntarily formed and autonomous social unit with a public purpose that leads to the full participation of its members in those processes, and ensures that organizational results are effective, transparent, accountable, and responsive to members, clients or the larger public.*

Thus, the objective of the democratic governance strategy is to strengthen unions and federations of CBOs through their NGO partners.

A CBO may participate with others in launching and developing a union or federation, in which case the CBO becomes an intermediary on behalf of its members. In addition, a development NGO can achieve greater legitimacy by becoming deeply rooted in the CBOs or federation with which it works, i.e. by expanding its base of support through partner organizations.

- **Civil society organizations: traditional and modern**

Traditional associations are found in local communities. They are linked to the sectors and components of the social fabric: age (age-based organizations); gender (men's and women's organizations); resource management (associations of hunters, fishermen, pastoralists); religious, social and cultural traditions (fetishes, sacred woods), etc. They have rules and objectives related to protecting or promoting socio-cultural life. The rules are neither written nor codified, but constitute nonetheless a social contract and a consensus, reflecting moral values and binding all members of the association or community.

Typically, their rules are more scrupulously observed than those of modern associations. For example, the local population is likely to comply more fully with water management rules established by traditional institutions than with rules set by technicians from the Water and Forests Department, even though the same population is required to accept the latter.

The weight of the hierarchy and gerontocracies is so substantial as to limit the scope of internal democratic governance. However, members (or adherents) are mobilized and involved to a remarkable extent, due to their fear of potentially formidable sanctions.

It is possible that some traditional associations may develop and adopt modern management rules and become more formalized with respect to socio-economic management. Ideally, when they adopt certain rules of democratic governance, they will also integrate certain values and practices from their traditional management system in order to achieve optimum effectiveness and participation.

Modern associations are generally involved in development activities (producer groups, cooperatives, various socio-professional associations, etc.). They have statutes and internal rules and regulations, as well as legal recognition, unless they remain in the nonformal sector. Membership is either assumed or is voluntary, with membership fees and periodic member contributions. They often make use of modern management tools, such as basic accounting and project documents, and, at certain levels, strategic planning tools and manuals of administrative and financial procedures are also used.

The evolving structure of civil society organizations is a dynamic process that involves transformation, coalescence and changes in status, in character and even in objectives. The associational phenomenon, from the grassroots through the national and even the international level, entails sectoral or multisectoral groupings, of which the key elements are unions, federations, coordination, collectives, networks, consortiums, etc., of various levels and scopes. Thus, the phenomenon is not static, but rather in perpetual motion, based on the socio-political environment and the development priorities of these organizations.

Whatever their structure may be, these organizations must tend to the preparation and training of their members in self-governance.

- **Self-governance**

As such, democratic self-governance implies that the larger political system accords to a given social unit -- in this case, community organizations, their federations and NGO partners -- the right to undertake a range of governance functions -- the making as well as implementation of decisions that have a public purpose -- independent of the larger system. In short, they are considered legitimate actors in the process of governance whether at the local level or beyond. It also implies that, like the larger system of governance, a set of rules exists, normally embodied in a constitution or set of by-laws, that ensure inter-alia the internal democratic practice and effective or good governance of the concerned CSO.

The importance of democratic self-governance to the ability of local level Malian COs and federations to serve and represent their members' needs and interests cannot be emphasized enough. Democratic self-governance, leading to the effectiveness of COs and federations is, to a large extent, a function of two inter-related capacities: 1) their ***internal democratic governance structure***; and 2) their capacity to articulate a realistic strategy addressing their problems and the mobilization and ***effective management*** of available resources to achieve defined results. COs

must thus understand what steps need be taken in order to ensure internal democratic governance and increased member participation on the one hand and to acquire the practical tools necessary to be effective managers on the other.

IV. DIRECTIVES FOR TRAINERS

1. After reviewing the concept of governance, the trainer asks the participants what term can be derived from the word "governance". (Self-governance.) The trainer then asks what they mean by self-governance. What other words can they think of that begin with the prefix "self"? (Self-reliance, self-management, self-promotion, self-sufficiency, etc.)

Conclusion: The trainer introduces the theme: democratic self-governance; organization.

2. The trainer asks the participants what they understand the term "community organization" to mean.
 - He/she then asks them to break into groups to identify the community organizations in their community.
 - Each reporter then presents the results from his or her small group to the entire group. The trainer does a wrap-up. He/she emphasizes the importance of COs and their capacities.

3. You have all personally been members of two types of organization: modern and traditional.

Break into groups of 3 or 4 participants and draw parallels between the two.

- Full group
- Wrap-up

4. To illustrate the importance of training/preparing associations, choose the fish example and say: "The illiterate person has no place in politics."

A political economist and famous man said: "The illiterate person is excluded from political life." Role of literacy education in the process.

5. Identify spaces of self-governance in your community and in your surroundings (social, economic, environmental, etc.).

**Lesson Plan: Module 2.1: The preparation and training of effective governance actors
(internal and external preparation)**

Objectives: The participants will be able to:

- Define the concepts and key issues of democratic governance
- Draw a distinction with the concepts and key issues of governance
- Identify governance actors

Target group: CO leaders and village outreach workers

Documents: Manual of democratic governance (USAID)

Length: 2 hours, 35 minutes

CONTENTS	TIME	TOOLS	METHOD
<p>Presentation of message and objectives</p> <p>Message: understanding concepts and issues</p>	5 minutes	Message and objectives on flip chart	Explanation, questions and answers
<p>Definition of concepts</p> <ul style="list-style-type: none"> - Governance - Self-governance - Governance actors - Effective governance actors - Community organization - Intermediary CSOs - Public spaces of governance <p>(public space of partnership, public space of self-governance, common public space of democratic governance)</p>	1 hour, 30 minutes	Definition and illustrations on flip charts	<p>Questions and answers</p> <ul style="list-style-type: none"> - Brainstorming - Comments on illustrations - Presentation of definitions - Illustration <p>MORI BE NA JOYORO DON MISSIRI KONO</p>
<p>Difference between:</p> <ul style="list-style-type: none"> - Governance/self-governance - CO/CSO stakeholders - Public space of partnership - Public space of self-governance - Common space of governance 	15 minutes	Illustrations T2 M1.1; T2 M1.1; T2 M1.3; T2 M2.1	<p>Comments on illustrations</p> <p>Questions and answers</p>
<p>Governance actors</p> <ul style="list-style-type: none"> - CSOs <ul style="list-style-type: none"> • Associations (traditional and modern) • Unions • Labor unions • Federations - NGOs <ul style="list-style-type: none"> • Development partners (technical and financial) • Bilateral (USAID) • Multilateral (UNDP) - State and technical services - Territorial collectivities 	30 minutes	Illustrations T1 M2.2; Flip chart	<p>Comments on illustrations</p> <p>Brainstorming</p>
<p>Evaluation</p> <ol style="list-style-type: none"> 1. What is: governance, self-governance? 2. What are: governance actors, effective governance actors? 3. What is an intermediary civil service organization? 	10 minutes		<p>Questions and answers</p> <p>Illustration by proverbs cited by participants</p>
Session wrap-up	5 minutes	Objectives on flip chart	Comments

MODULE 2.2: THE STRUCTURING, FUNCTIONALITY AND ORGANIZATIONAL AND DEMOCRATIC VIABILITY OF AN ASSOCIATION (LEARNING THE CONCEPTS, PRINCIPLES AND RULES, PRACTICAL TOOLS AND PROCEDURES ESSENTIAL TO THE DEMOCRATIC FUNCTIONALITY OF AN ORGANIZATION)

I. INTRODUCTION

- The purpose of this module is to foster an understanding of internal democratic governance as a micro system of broader democratic governance. Emphasis is placed on the structuring, functionality and organizational and democratic viability of an association.
- The module attempts to illuminate practical concepts and the links that exist between the macro level of governance and the micro level. Internal democratic governance, encompassing the structuring, functionality and organizational and democratic viability of an association, is a miniaturization of the broader democratic system governing associations. The citizen stands at the center of both systems, micro and macro.

II. MODULE 2.2 LEARNING OBJECTIVES

- Reach an understanding of the constituent elements of internal democratic governance (functionality, viability)
- Identify the main rules, principles and bodies of a democratic organization
- Identify practical tools and procedures to guarantee the viability and functionality of a democratic association through effective internal governance
- Identify indicators and criteria for assessing the functionality and viability of an organization and fostering participation in democratic governance

III. MODULE 2.2 PEDAGOGICAL PROGRESSION AND CONTENTS

LEARNING CONTENT	DURATION	SOURCE/SUPPORT	PEDAGOGICAL APPROACH
<p>1. Constituent elements of internal democratic governance</p> <ul style="list-style-type: none"> • Citizens resolved to participate in an association • Motivation: interests and objectives or problems to be resolved collectively • Creation of an association based on freedom of association • Social contract with commitment in the form of: • Statutes (constitution) specifying bodies and their rights and responsibilities • Functionality • Internal rules specifying how these bodies are to function • Voluntary association and recognized utility of the association • Legal recognition/officialization • Vision, mission, objectives and activities of the association 	1 hour	<p>T2.M2-1 Table of criteria for the functionality of an association</p> <p>Developed by:</p> <ol style="list-style-type: none"> 1. CENAFOD 2. CARE 3. CLUSA 4. ACODEP <p>Trainer's guide</p>	<p>Brainstorming to identify the constituent elements of internal democratic governance</p> <p>Perform an analysis of the association of which the participants are members</p> <p>Group work</p>
<p>2. Internal structuring of an association for good democratic governance</p> <p>a. Rules and functionality</p> <ul style="list-style-type: none"> • Statutes • Bodies (members, general meeting, committee, etc.) <p>NB: Regular and special general meetings</p> <ul style="list-style-type: none"> • Internal rules • Legal recognition: <ul style="list-style-type: none"> - Acceptance of and compliance with statutes and internal rules by members/ internal legitimacy - External: recognition through officialization of the association (formalization receipt) <p>b. Review of legal and institutional limits on associations in Mali</p>	1 hour	<p>Comparative organizational structure of the State and an association: T2.M2.2</p> <p>Trainer's guide</p>	<p>Brainstorming or group assignment: Compare the structure of your association to that of the State:</p> <p>State / President / National Assembly / Government</p> <p>Association / President / Regular or Special General Meeting / Executive Committee</p> <ul style="list-style-type: none"> - Critical reading and analysis of an association's statutes and internal rules - Verify members' knowledge of same, plus their level of use and compliance - Illustrate the need for legal recognition with the following proverb: I SIGI LEN BE BOLI KUNA I TE MI SON KAN DON
<ul style="list-style-type: none"> - Framework imposed by the system of national governance <p>Inadequate legal provisions</p> <ul style="list-style-type: none"> - Several institutions and supervisory agencies manage the different associations: Territorial Administration, Ministry of Rural Development and the Environment, Education, Health, NGOs, etc. This de facto situation impedes the functionality 		<p>Cf. law on associations</p>	<ul style="list-style-type: none"> - Questions on laws governing associations - Illustrate by citing the example of supervision of AVs, Cooperatives, APes, ASACO, etc. <p>Group work</p> <ul style="list-style-type: none"> - What are the organizational management tools of your association?

<p>and internal development of associations and thus poses an obstacle for democratic self-governance. Ex: no access to bank credit.</p> <p>3. Organizational management tools for associations and internal governance</p> <ul style="list-style-type: none"> - Emphasize the importance of the participation of citizens/members in developing the different tools, which are: <ul style="list-style-type: none"> - Statutes - Internal rules - Bodies/organizational structure: <ul style="list-style-type: none"> • Technical committees and commissions • Minutes of meetings • Program documents and action plans Inform citizens/members of the requirement to ensure proper distribution of: <ul style="list-style-type: none"> • Notices of meetings • Information and reports • Progress reports, financial statements 	45 minutes	<p>Trainer's guide</p> <p>Refer to tools used by PVOs and partners</p>	<ul style="list-style-type: none"> - Identify the critical tools for effective management. - Indicate the importance and utility of each of these tools in the democratic and effective functionality of an association. - How do these tools and rules of governance ensure broader participation of members in managing the association to achieve its objectives? - Illustration of member participation in developing tools. - KO MOGO JO TE KOLA - MOGO KOKO NII SUKO BEEYE KELENYE - MOGO KELEN HAKILI KELEN MOGO FILA HAKILI FILA <p>Questions and answers</p>
<p>4. Procedures</p> <ul style="list-style-type: none"> • Reference to the indications provided in the statutes and internal rules • General meetings and office meetings • Programming and development of action plans • Meetings, informational consultations and reports • Drafting of minutes and reports 	30 minutes	<p>Trainer's guide</p> <p>Glossary</p> <p>Trainer's guide</p>	How can utilization of the tools and procedures contribute to good internal governance of an association? (transparency, accountability, etc.)
<p>5. Effective practices/performance indicators</p> <ul style="list-style-type: none"> • Regularity of general meetings • Frequency of meetings of the board of directors and the technical committees • Full participation by members in bodies and activities • Observance of rules of the qualified majority and minorities within the decision-making bodies • Annual balance sheets and reports submitted to general meeting and partners • Information provided to members on a regular basis • Transparency in the decision-making process • Implementation of and compliance with the decisions reached • Reciprocal awareness of roles and responsibilities within the organization 	45 minutes	<p>Sample statutes and internal rules</p> <p>Procedural manual on administrative management</p> <p>Trainer's guide</p>	<p>Brainstorming or group assignment</p> <p>List (or identify) effective practices of internal governance within an association</p> <p>Indicate the importance and the necessity of each of these practices in guaranteeing the quality of self-governance within the association</p>

<ul style="list-style-type: none"> • Proper procurement procedures (minutes, documents, etc.) • Completion of activities • Monitoring and evaluation, oversight 			
<p>6. Criteria/benchmarks of performance</p> <ul style="list-style-type: none"> • Legitimacy and level of formalization of the structure • Regular functioning of bodies • Skill and ability of leaders to play their role • Effectiveness of internal communications • Level of training/preparation of members and leaders 	45 minutes	Trainer's guide	<p>Case study: To construct a modern health center, "Kelenya" Association requests additional financing from its backer, who then asks you to evaluate the association's functional performance.</p> <p>How will you address this issue in your report? In other words, what performance criteria will you use?</p>
<ul style="list-style-type: none"> • Activities already successfully completed • Decision-making mechanisms and participation • Balance sheets: realities, submitted, approved, etc. • Satisfaction of needs, achievement of objectives • Status of women • Transparency of the process • Right of appeal • Conflict management • Oversight mechanisms: monitoring and evaluation, audit • Level of participation by members • Level of technical and financial autonomy • The organization's level of preparation • Capacity to negotiate with the outside • External collaboration and partnership 			<p>The same exercise can be handled as a group assignment</p>

IV. CONCLUSION

This module shows that participation by citizens in decision-making and managing the affairs of the association is the sine qua non of good self-governance. The association indisputably remains the best framework for resolving the socio-economic development concerns of its citizens/members. Associational life thus represents the optimal forum for learning the principles and rules of democracy and good governance.

V. EVALUATION

- List practical tools and procedures guaranteeing the viability and functionality of a democratic association through effective internal governance
- List the criteria for assessing the viability of an organization

**CO TOOL FOR INTERNAL DEMOCRATIC GOVERNANCE
SUMMARY OF CRITERIA FOR ANALYZING COs**

Criteria/Institutions	1	2	3	4	5	6	7	8	9	10
<p>I. <u>NATURE OR IDENTITY OF STRUCTURES</u></p> <p>1. Association/organization: recognized, formal</p> <p>2. Founding initiative</p> <p>3. Group level: village, intervillage, local, district</p> <p>4. Composition and size of membership</p>										
<p>II. <u>LEVEL OF ORGANIZATIONAL FUNCTIONALITY</u></p> <p>5. Functioning management structure and bodies</p> <p>6. Commitment, mobilization, participation</p> <p>7. Observance, alternation and plurality of offices and powers</p>										
<p>III. <u>EXPERTISE, NEGOTIATING CAPACITY</u></p> <p>8. Analysis and design</p> <p>9. Full understanding of tools, procedures and channels</p> <p>10. Function of representation, negotiation, communication and dialogue with the outside</p>										
<p>IV. <u>LEVEL OF TRAINING</u></p> <p>11. Literacy education: number and level of literates</p> <p>12. Specialized training</p> <p>13. Available expertise, resource persons</p>										
<p>V. <u>ACTIVITIES</u></p> <p>14. Completed and initiated</p> <p>15. Priority areas</p> <p>16. Outlook (carrier activities and exchanges)</p>										
<p>VI. <u>ROLES AND RESPONSIBILITIES</u></p> <p>17. Internal structures: Knowledge by members and leaders and vice versa</p> <p>18. Recognized utility of each element of the organization - Level of member ownership of the organization</p> <p>19. Decision-making mechanism (chart of expected utility, concerns and needs)</p>										
<p>VII. <u>EFFECTIVENESS</u></p> <p>20. Available resources</p> <p>21. Experience and initiative</p> <p>22. Level of autonomy and viability</p>										
<p>VIII. <u>STRENGTHS AND WEAKNESSES</u></p> <p>23. Capsule description of strengths and weaknesses The bottom line indicates that the imbalance falls on the side of strengths or weaknesses.</p>										
<p>IX. <u>PRIORITY NEEDS</u></p> <p>24. Capacity to analyze and identify priorities Well identified and corresponds to organizational development objectives</p>										
<p>X. <u>OTHER</u></p> <p>25. Authority, channels of internal and external appeal</p> <p>26. Leadership, its influence, role and weight in decision-making</p> <p>27. Role, responsibility and status of women</p>										
<p>XI. <u>COLLABORATION, PARTNERSHIP WITH STAKEHOLDERS AND OTHER ASSOCIATIONS</u></p> <p>28. Type of relationship</p> <p>29. Nature of relationship, indicating the organization's degree of autonomy</p>										

XII.	<u>LEGITIMACY, COMMITMENT AND CAPACITY</u>	
30.	Of the leaders	
31.	Of the organization	
32.	Of the organizational bodies	
XIII.	<u>SOME IDEAS AND PERCEPTIONS CONCERNING THE PROCESS OF DEMOCRATIZATION, DECENTRALIZATION AND LOCAL DEVELOPMENT AS REGARDS:</u>	
33.	Rights and responsibilities; Participation/ownership	
34.	Dialogue, information, communication	
35.	Transparency, accountability	
	TOTAL	

Illustration T2-M2.1: CO tool for internal democratic governance

- As an analytical instrument that defines the criteria of internal democratic governance, this table, modeled on those of ACODEP, CARE and CLUSA, provides a set of criteria or indicators for defining an ideal organization in terms of the structure and process of internal democratic governance.
- The trainer should first review and discuss with participants the structure of internal governance in their own COs, specifically in relation to the criteria/indicators given in the table. The next step would be to analyze their strengths and weaknesses and, based on this analysis, to develop a series of training interventions to be carried out with the partner NGO.

MODULE 2.2 TRAINER'S GUIDE

I. KEY LEARNING CONCEPTS AND QUESTIONS ADDRESSED IN MODULE 2.2

The structuring, functionality and organizational and democratic viability of an association: Why is it important that COs and their federations (as well as NGOs) develop a set of rules as a way to ensure actual participation? What rules and structures are necessary to ensure full and increased participation of citizens/members as a way to attain effective internal governance? What factors can guarantee that organizations will function effectively?

II. KEY LEARNING CONCEPTS AND TERMS TO BE ADDRESSED IN MODULE 2.2

- Democratic self-governance
- Internal democratic governance: functionality, viability, organizational procedures and tools
- Voluntary association
- Gender and development in associational life
- Official or legal recognition: legal, institutional framework and various laws on associational life
- Democratic rules and internal structures: missions/mandates, statutes and internal rules, bodies (board of directors, general meeting, executive bodies, offices, technical committees, members, etc.)

III. CURRICULUM CONTENT AND KEY CONCEPTS OF MODULE 2.2

Internal Democratic Governance Structuring

1. **The internal structuring** of governance processes that adhere to democratic norms and practices of community organizations provides the framework within which effective management takes place. The *overall purpose of internal democratic governance* is to ensure the full participation and ownership of CO members in the affairs of their organization, including the making and implementation of development decisions. COs (and federations and NGOs) must have a solid understanding of the several requirements and many commitments that lead to the desired objective of internal democratic governance. The following elements of internal D/G will be conveyed in the D/G curriculum:
 - **Statutes/constitution** stating what the association is and specifying the role and responsibilities of its various bodies.
 - **Internal rules** specifying how these bodies are to function and stipulating the rules of governance.

- **Legal recognition:** COs must obtain official or legal recognition of their organization under the concerned laws of the country. Legal recognition confers legitimacy as a public actor and independence within the larger political system.
- **Voluntary association (adhésion volontaire):** Civil society is based on the premise that citizens come together voluntarily to address common problems, advance shared interests and express collective aspirations. In short, it operates on the consent of its members, whereas the state operates on the basis of coercion. Voluntary association implies that the broader political system protects and promotes freedom of association. People coming together voluntarily are much more likely to participate in public affairs than those who do so through force.

2. Statutes:

- **An internal rules structure is developed and approved by the full CO membership and applied accordingly:** just as in the larger political system, COs need to develop a set of rules that defines the who and how participation takes place internally. Developing (or negotiating) these rules together implies the agreement on a binding social contract between members for the conduct of internal affairs. These rules are codified in either a constitution or a set of statutes and define the way in which the association organizes itself internally to make decisions and select leaders (governance structure). We are looking for statutes and by-laws that permit democratic practice and good or effective governance to take place. Statutes should provide for the following:
- **A well-articulated vision and mission statement:** whether we talk of statutes or a constitution as the embodiment of the social contract agreed upon by the members, it must begin with the overall vision and mission statement that lays out the broad goals of the CO. It is the overall expression of the CO's aspirations.
- **Periodic democratic elections (alternance) for board members:** statutes should provide for the possibility of periodic change in leadership. This principle of political competition contributes to good governance by making leaders accountable and responsive to their members.
- **Term limits on board members:** statutes should provide for limitations on the terms of elected leaders of the CO. This inhibits the consolidation of power by any one individual or group within the CO which may eventually lead to a lack of accountability, transparency and responsiveness.
- **CO structure ensures internal checks and balances:** both between the board, membership, and executive and within the board and executive (if one should exist). Members also must understand the role and responsibilities of each of these bodies and the individuals that compose them (job descriptions).

Regularly held annual general meetings: statutes should provide for at least one AGM. The AGM is the supreme decision-making body of the CO. It represents the wishes of all members and is the most democratic of the organization's bodies providing for one person, one vote.

The types and frequency of member contributions: statutes should state the type and frequency of member contributions (in-cash and in-kind).

3. The association's internal rules (règlement intérieur), which specify how the association's bodies are to function and stipulate the rules of governance, are approved by full membership and applied accordingly:

Internal rules pertain to the functioning of the elected board of directors. They should however, be approved by the full CO membership to ensure their overall control of this principal governance structure. They would include:

The frequency of board meetings: indicates that the governing body of the CO meets frequently enough to ensure effective direction of its affairs.

Keeping minutes (procès-verbal) of each meeting: necessary for transparency and to keep members informed of CO affairs.

The number and responsibilities of committees: by creating committees to focus on specific areas of the organization's governance (e.g., conflict resolution, oversight of resource use) and drawing members from the broader membership, the CO broadens participation and involvement in and hence, ownership of its affairs.

- **Full CO membership approves strategic plans:** considers the CO as the fundamental unit of associational life and therefore a miniaturization of the larger realm of civil society to which it belongs. The module looks specifically at the CO as an effective public actor and how it participates in the processes of democratic governance and sustainable development. The principal issue raised in this module is that two basic components of internal CO effectiveness – that is, internal democratic governance and effective management – are, in fact, preconditions to their effective participation the external environment.
- **Full CO membership approves annual plans and budgets:** both the annual budget and corresponding plan are the basic documents that define the results (and indicators) that members expect to achieve during a given year. Approval by the full membership indicates that members are fully involved and committed to plan implementation.
- **Women (and minorities) are represented on governing CO boards:** participation of women and minority or disadvantaged groups is an indication of broad participation in internal decision-making of the CO. It also ensures that the rights of the disadvantaged will be respected and interests heard by the broader membership.

- **CO Member Literacy:** Both at the level of the governing board and among the broader membership. Literacy (and numeracy) are considered a prerequisite to the achievement of internal democratic governance as well as effective management and civic action.
- **Internal Conflict Management and Resolution:** The ability to resolve and manage internal conflicts peacefully demonstrates that the internal rules (statutes and by-laws) set up to govern an organization are effective; and that there is group solidarity.
- **Annual financial statement is reviewed and approved by full CO membership:** Demonstrates that CO members have ultimate control over governance matters. It is a principal means for ensuring leader accountability, transparency and responsiveness to the full membership.
- **Payment by members of contributions as per the CO's statutes:** the regular contributions of members as agreed upon in the statutes is an indication of their ownership of the CO.

IV. DIRECTIVES FOR TRAINERS

It is useful to explain to participants that the concepts and information provided here are familiar to all associations. The basic problem is first to master these concepts and then to ensure that they are faithfully applied in a practical, effective manner. Based on the participants' background and experience, the trainer can channel them toward the ideal. He or she may ask them to speak about an association to which they belong: its structure, tools and procedures, functionality, strengths and weaknesses. He or she may also invite them to draw a parallel between the way the central government and their association are structured.

The trainer will also make reference to the key concepts addressed in Theme I, specifically the various spaces of democratic governance. These notions and concepts are explained in the reference document, which should be amply consulted.

We suggest that all training can be enriched with proverbs or quotations. The trainer should emphasize the message of the full participation of citizens/members in formulating and developing an association's rules and in ensuring a good understanding of, and compliance with, these rules.

The goal of this module is to show that an internal democratic structure can guarantee the participation of all members in the life of the association. An anecdote may be used to illustrate this participation:

KONO KULU JELEN DE BE BI FO

Even traditional associations have useful, positive aspects for modern associational life.

Examples to be identified and analyzed:

"DUNAKENI NIEKILIBA KAGNI DUGULEN FIEN TO KEREFÉ"

"KUN TE DI KUN TIGI KO"

"KO SOSSAN NI TA YE KOMO YE NGA NI KOMO BORA KO SANI KI DOGO"
"DJE KA FO YE DAMU YE"
"KOTO GNOGON TA LA DE BE KARATA BUGU MIN SILA"

Lesson Plan: Module 2.2: The structuring, functionality and organizational and democratic viability of an association

Message 4: Internal structuring of a CO for good democratic governance

Objectives: The participants will be able to:

- Identify the basic documents of a CO
- Identify the various bodies of a CO
- Define the role and responsibilities of the various bodies

Target group: CO leaders and village outreach workers

Length: 2 hours, 10 minutes

CONTENTS	TIME	TOOLS	METHOD
<p>Presentation of message and objectives</p> <p>Message: Internal structuring of a CO for good democratic governance</p>	5 minutes	Message and objectives on flip chart	Explanation, questions and answers
<p>Basic documents of a CO</p> <ul style="list-style-type: none"> - Statutes - Internal rules 	30 minutes	Copies of statutes and internal rules	<ul style="list-style-type: none"> - Questions and answers - Comments on sample documents
<p>The bodies of a CO</p> <ul style="list-style-type: none"> - Members - Offices/committees - General meetings (regular and special meetings) 	45 minutes	<ul style="list-style-type: none"> - Statutes and internal rules -Trainer's guide 	<ul style="list-style-type: none"> Comments Brainstorming Questions and answers
<p>Roles and responsibilities of the various bodies</p>	30 minutes	Statutes and internal rules	Group work
<p>Evaluation</p> <ol style="list-style-type: none"> 1. What are the basic documents of a CO? 2. What are the various bodies of a CO? 3. What are the roles and responsibilities of the various bodies? 	15 minutes		Questions and answers
<ol style="list-style-type: none"> 4. Session wrap-up 	5 minutes		

**MODULE 2.3: SOUND AND EFFECTIVE MANAGEMENT: LEARNING
NECESSARY CONCEPTS AND PRACTICAL TOOLS FOR THE
MANAGEMENT OF AN ORGANIZATION**

I. INTRODUCTION TO MODULE 2.3

This module shows that an organization is not really viable unless it understands and practices good management. Thus, the organization must possess the appropriate tools for sound and effective management.

While good internal governance prepares the association and its members for the democratic underpinnings of associational life, the acquisition of organizational, technical and financial capacities and expertise remains a necessary condition for the association to attain legitimacy, credibility and sustainability.

It should be emphasized that it is democratic governance which provides the appropriate framework for implementing sound and effective management.

II. MODULE 2.3 LEARNING OBJECTIVES

- Reach a full understanding of the concept of sound and effective management
- Determine the principal components of sound and effective management which an organization should have
- Establish a connection between internal democratic governance and the sound and effective management of an association
- Identify the aspects of good management that can ensure the legitimacy, credibility and sustainability of an association

<p style="text-align: center;">strategic planning objectives</p> <ul style="list-style-type: none"> Internal and external audit <p>N.B. The objective of the evaluation processes is to improve the practices, expertise and functionality of the organization and not only to perform oversight and impose sanctions.</p>			<ul style="list-style-type: none"> What would happen if there were no evaluations? <p>Group assignment: Identify the necessary activities for an association to achieve sound and effective management. The entire group will meet when the assignment is complete, and the trainer will then compile a list of strategic approaches.</p>
<p>4. Strategic approaches for achieving sound and effective management</p> <ul style="list-style-type: none"> Information, communication and participation Presentation, discussion of various documents and balance sheets Internal and external collaboration Necessity of orienting the association Management of relations Partnership with the outside Conflict management 	1 hour	Trainer's guide	<p>Questions and answers</p> <p>Brainstorming</p>
<p>5. Relationship between internal democratic governance and the sound and effective management of an association</p> <p>Observations: There should be no democracy for the sake of democracy, i.e. democracy is not an end in itself. Its objective is to guarantee good governance in order to achieve participatory and sustainable development. To this end, management skills are indispensable tools for successfully implementing democratic self-governance. They bring legitimacy, credibility and sustainability to the association.</p> <p>Sound and effective management</p>	45 minutes	Trainer's guide	<p>Brainstorming; possible examples drawn from participants' experience</p> <p>Comments on the proverb: "NKUNU TE SAN SORO NI DJURU T"</p>

IV. CONCLUSION

This module focuses on the knowledge and tools necessary for sound and effective management.

Sound and effective management requires basic tools such as the manual of technical and financial procedures, as well as documents for strategic planning and action plans. Ownership, mastery and proper utilization of these tools and knowledge enable the association to meet its objectives and attain democratic self-governance.

This module completes the knowledge and skills that an association must have to ensure its participation and utility in the self-governance space of civil society. It also serves to systematize association management. The quality of internal self-governance within an association depends on the extent to which it has mastered the critical skills of technical and financial management. This is what establishes its credibility, legitimacy and sustainability in achieving the objectives set by its members. And this is what allows an association based on sound and effective management to become a synergistic partner with other associations for the purpose of creating a stronger civil society that is capable of expanding the autonomous space, indeed an effective partner participating in the common public space of democratic governance actors.

V. EVALUATION

- Explain the concept of sound and effective management
- What do you think are the principal components of sound and effective management?
- Identify the aspects of good management that can ensure the legitimacy, credibility and sustainability of an association

STRATEGIC PLANNING (Method of Development)

I. INTRODUCTION

1. Concepts of strategic planning

- Full understanding of the concepts of strategic planning
- Importance, objectives and utility of strategic planning (why?)
- Actors involved (who?)

2. Conditions

- This is a process that may take some time, depending on the scope, level and activities of the structure
- It is done by and with the institution's true actors
- It may be done with support from outside resource persons
- It requires rigor and a true desire for qualitative change on the part of the actors
- The process requires participation, accountability and transparency in the options to be selected

II. STRATEGIC PLANNING PROCESS

1. Analytical phase

1.1 External analysis

- National and local context
- Socio-political and economic environment and changes in progress
- Challenges
- Actors
- Current development trends
- Opportunities and constraints
- Implications of this context/environment for the institution as regards its position and actor role

1.2 **Internal analysis of the institution**

- General characteristics of its development
- Its orientations, missions, objectives
- Its strategies, programs and activities
- Its performance and partners
- Its organization, statutes, bodies and functionality
- Its management tools and procedures
- Its relations
- Its strengths and weaknesses

2. **Strategic options and choices**

- 2.1 Utility of the institution
- 2.2 Principal missions
- 2.3 Critical elements of its vision (role and outlook)
- 2.4 Main priorities
- 2.5 Priority objectives versus assigned priorities and missions
- 2.6 Opportunities and needs of the institution with respect to missions and objectives

III. **OPERATIONAL STRATEGIES**

- 3.1 Fields and areas of intervention
- 3.2 Levels and zones of intervention
- 3.3 Activities/actions be planned
- 3.4 Beneficiaries
- 3.5 Relations/partnership/responsibilities
- 3.6 Time frame

IV. **SPECIFIC STRATEGIES**

- 4.1 Financing and resource mobilization
- 4.2 Organizational and institutional development
- 4.3 Dialogue, communication and partnership
- 4.4 Program, budget and action plan

Chart of the Strategic Planning Process

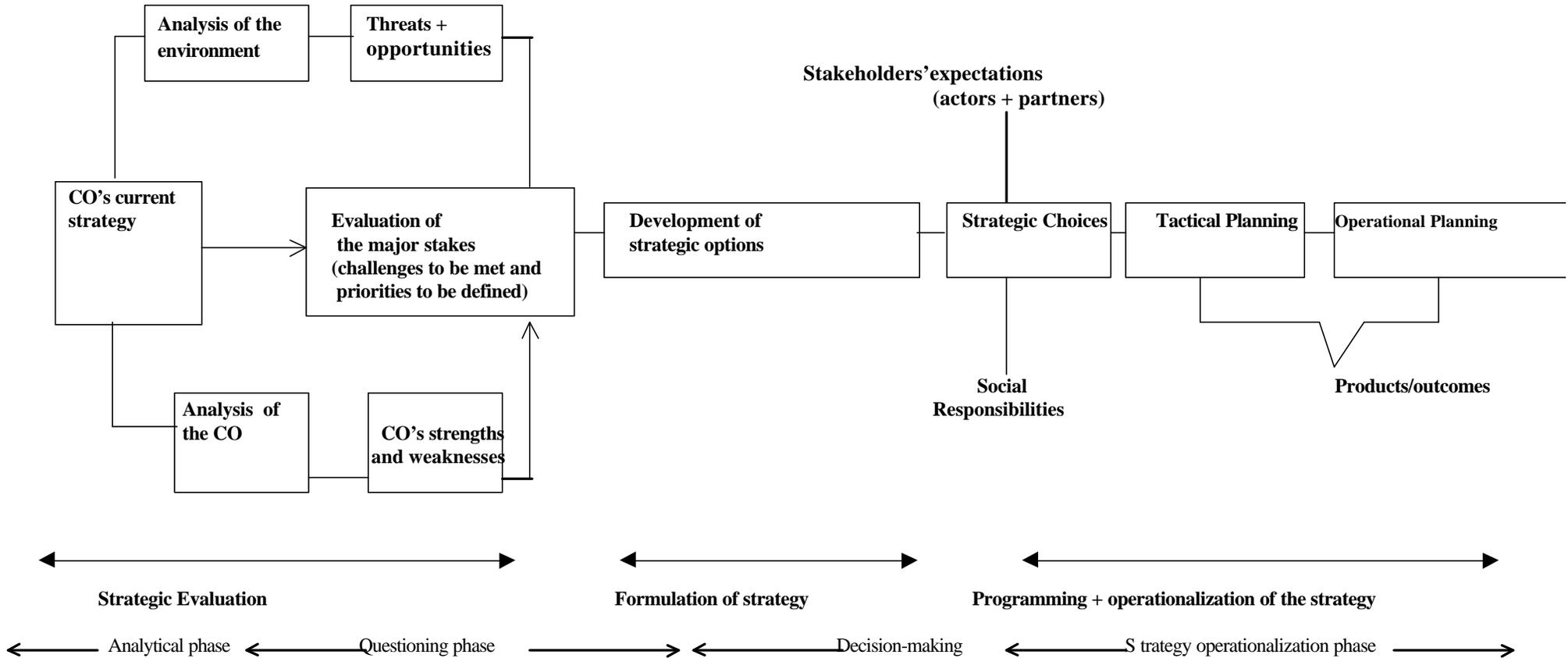


Illustration T2-M3.1: Strategic planning (method of development)

- This illustration provides a brief explanation of how to develop a strategic plan. The method includes a discussion of the concept and goal of strategic planning as a tool to help organizations analyze their needs in relation to their long-term objectives and then develop a coherent plan for achieving their objectives.
- The trainer should review the goal and elements of the strategic plan and, as a practical exercise, work with participants to develop a plan if they do not already have one. The trainer should offer examples of strategic plans from their own organizations which they could use as real life examples of strategic plans.

ACTION PLAN

This is the operational and definitional tool used to implement a program.

It specifies the time frame, spatial dimension and quantity for each of the activities to be carried out. In other words, it is a quantified translation of the anticipated actions.

It refers to specific objectives, activities and their duration, actors and their roles and responsibilities, and expected results.

Depending on the actor, an action plan may be more or less detailed.

The action plan also provides the chronological sequence of the anticipated actions.

Actions / areas	Objectives	Planned activities	Time frame	Expected results	Progress indicators	Actors and responsibilities
1. A	- -	1.1 1.2				
2.	- -	2.1 2.2				

The action plan is accompanied by a one- or three-year schedule of activities.

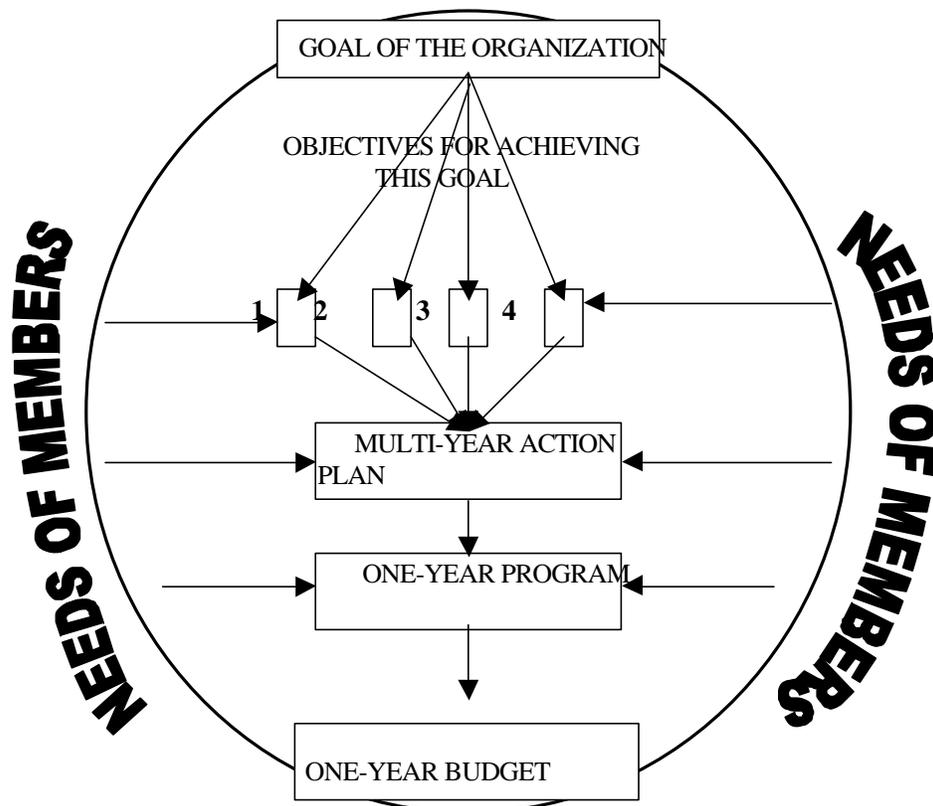
Illustration T2-M3.2: Action plan

- This illustration provides a brief explanation of the goal and elements of an action plan. In table form, it shows how to proceed with developing an action plan. It would be useful for the trainer to offer examples of action plans developed and used by their own organizations.
- One exercise that would be appropriate to undertake with participants is to have them develop their own action plans to serve as practical tools in managing their own organizations.

BUDGET

1. Relationship between budget and programs

A budget is defined as the expression in financial terms of a plan or program. It is the quantified expression of the objectives and activities of the CO.



Usually, the statutes of an organization define not only the goal or goals that it pursues, but also the objectives that will make it possible to achieve these goals.

The budget is a tool that projects and monitors the CO's financial resources. It is a projection of the revenues and expenditures needed to carry out the organization's activities over a given period of time (month, quarter, year, etc.).

It is a projection of the means (revenues) at the CO's disposal and the use (expenditures) of these means.

The budget must be based on the organization's activities.

2. Elements of a budget

- Investment (production activities)
- Equipment
- Operations/activities (that provide income to the CO)
- Administrative and operating fees and expenses

Illustration T2-M3.3:

T2-M3.3, which includes an illustration and a narrative description, presents a financial budget and its relation to the process of strategic planning and action.

The most important point for the trainer to convey to the participants is that a budget is simply a numerical expression of an organization's goals and objectives.

The trainer may use a larger version of this illustration to develop budgets corresponding to the strategic and action plans formulated earlier.

MODULE 2.3 TRAINER'S GUIDE

I. KEY LEARNING CONCEPTS AND QUESTIONS ADDRESSED IN MODULE 2.3

Sound and effective management: What are the necessary elements of sound and effective management that an organization should have? What is the relationship between internal democratic governance and effective management? How does a well managed organization contribute to organizational credibility, legitimacy and sustainability?

II. KEY LEARNING CONCEPTS AND TERMS TO BE ADDRESSED IN MODULE 2.3

- Sound and effective management
- Strategic plans, planning, results and performance indicators
- Administrative, technical, financial and management procedures
- Management of resources: financial, human, informational, assets
- Types of relationship: collaboration, partnership, strategic alliance, autonomy, dependency, opposition, conflict management with other actors

III. CURRICULUM CONTENT AND KEY CONCEPTS OF MODULE 2.3

Sound and effective management: elements and characteristics

We define effective CO management as: the bringing to bear of necessary resources (human, financial, material and informational) in an effective and efficient way to achieve well-defined organizational results, including the ability to measure the achievement of those results as well as the performance of those actors responsible for achieving them.

Internal democratic governance defines the rules and organizational structure within which effective management can take place. Effective management includes the ability to develop a strategic plan that defines the overall results that an organization wants to achieve over the longer-term, the resources needed to achieve it, the responsibilities of each member of the organization in the execution of this larger plan, and a system for monitoring and evaluating the achievement of the defined results. It also identifies all those institutional actors external to the organization as well as the larger legal environment that can contribute to or constrain the achievement of the strategic plan.

Internal democratic governance provides the possibility for effective management, it does not ensure it. There are thus a range of management skills that COs must acquire to achieve well-defined results. The following discussion notes those skills and practices that COs must become proficient in and which will need to be developed into concrete training sessions in the fully

developed D/G curriculum. It is understood that it is the trainers of PVO/NGO partners who will have to learn these skills and practices first in order to transfer them to COs and federations.

- **A fully developed strategic plan:** the development of a well-articulated strategic plan and budget (resource request) with defined results and corresponding performance indicators is the first step that any CO must take in building an effective management capacity. By going through a strategic planning process members of the CO are able to take their overall mission and fashion it into a realizable blueprint to guide their future actions.
- **Approved annual plans and budgets are implemented:** Once the annual plan has been approved by the full membership at the AGM it then needs to be fully implemented. The strategic plan is developed for a period of 3-5 years. It is necessary therefore, on an annual basis to develop yearly plans that mobilize members and resources for achievement of a specific set of short-term results.
- **Internal management systems and procedures are developed and applied:** effective management is achieved by institutionalizing a set of systems and procedures for managing resources (financial, material, informational, and technological) in pursuit of well-defined results; and then monitoring the performance of those responsible for achieving these results. There are a range of management systems and procedures that need to be transferred to COs and federations, including:
 - **The manual of procedures** explains the procedures of organizational, administrative, technical and financial management.
 1. Presentation of the community organization
 - Founding
 - Goal
 2. Presentation of the administrative organization
 - Organizational structure
 - Roles and responsibilities
 - Relations
 3. Administrative policies and practices
 - Personnel management and procedures
 - Evaluation
 4. Information and document circulation procedures
 5. Accounting and financial procedures
 - Budget
 - Procedures for purchasing goods and services
 - Audit procedures
 6. Implementation tools and briefs

- **Financial management systems and procedures:** following generally accepted accounting practices. COs need to be able account for the use of member contributions, government subsidies, donor grants if their credibility is to be assured. Both internal and external audits (the roles of “commissaire de compte” and professional auditing companies) should be a component of the system.
- **Asset management systems and procedures:** managing both long-term assets including natural resources (e.g., land, forests, water), building and equipment as well as materials (e.g., construction).
- **Human resource management:** COs need to learn how to effectively and efficiently develop and manage their own members, the most important resource that they have access to.

Information management: achieving concrete results is more and more associated with the ability to collect, analyze and use information effectively, both for internal and external use. The ability of COs to document their activities and report on them to members and external partners is an area where most COs and federations have significant problems. This pertains to overall organizational activities as well as to specific activities whether related to agriculture, education or health. Tangible outputs of the information management system would include meeting minutes, annual reports, funding proposals.

The information should highlight the rights and duties of members and those of the various bodies of the association (reciprocal relationships, roles, responsibilities, rights and duties). The purpose of the association and its bodies should be clear to all.

- **Performance Monitoring:** COs must be able to measure their progress towards the achievement of results at both the strategic and activities levels. Performance monitoring systems derive from the strategic and annual planning processes and the establishment of results. COs must learn how to operationalize and manage a simplified performance measurement system.

Proper utilization of the statutes and internal rules, the rules and procedures of sound and effective management stipulated in the manual of procedures, and the strategic planning document should enable any association to attain democratic self-governance and thereby occupy the public spaces of civil society and the overall public space. These are the necessary tools for exerting pressure, negotiating, defending and advocating, in other words the tools for undertaking civic action.

IV. DIRECTIVES FOR TRAINERS

It is important to note that, in practice, all American PVOs and their partners already possess a wealth of management experience and effective management tools. This knowledge should be taken into consideration in the instructional approach used by trainers.

The trainer could invite participants to draw a connection between the organizational ideal and the operational ideal of an association that they know or have known.

The objective of this exercise is to lead participants to identify the constituent elements of sound and effective management and critically analyze the real status of their association. The same exercise can also be used to develop a strategic plan, an action plan or a budget. The analytical results, which will confirm the presence or absence of these tools and procedures within the CO and show whether they have been assimilated by managers and members, will determine the urgency of developing an action plan and program to install these tools and procedures at the CO level.

Lesson Plan: Module 2.3: Sound and effective management: learning necessary concepts and practical tools for the management of an organization

Objectives: To master the concept of sound and effective management

Identify the components of sound and effective management

CONTENTS	TIME	TOOLS	METHOD
Presentation of message and objectives	5 minutes	Message and objectives on flip chart	Explanation, questions and answers
Message:	15 minutes	Trainer's guide	Brainstorming
Identification and definition of the components of sound and effective management - Strategic planning - Action plan - Budget - Technical management and management of human, financial, and material resources	1 hour	Trainer's guide Sub-module on management	Group work Brainstorming Questions and answers Comments Guide
Evaluation 1. What is sound and effective management? 2. What are the components of sound and effective management?	10 minutes		Questions and answers
3. Session wrap-up	5 minutes		

MODULE 2.4: TRAINING IN THE FINANCIAL MANAGEMENT OF COMMUNITY ORGANIZATIONS

This module helps community organizations through training in financial management. Due to its complexity and importance, it is broken down into five lessons.

LESSON 1: PRESENTATION OF THE ORGANIZATION'S ASSETS

I. INTRODUCTION

To properly manage the assets of a community organization, it is first necessary to identify and determine the value of everything it possesses at the outset. This lesson will help us understand how to present an organization's assets.

II. LEARNING OBJECTIVES

The purpose of this lesson is to enable members of community organizations to determine the status of their assets at any given time.

III. PEDAGOGICAL PROGRESSION AND CONTENTS

LEARNING CONTENT	DURATION	SOURCE/SUPPORT	PEDAGOGICAL APPROACH
Presentation of objectives	5 minutes	Objectives on flip chart	Presentation
Definition of assets: An organization's assets comprise all that it possesses, plus the means that have gone into its funding (resources) at any given time.	10 minutes		Questions and answers
Funding sources for the goods and equipment of a community organization: member contributions, loans, grants, subsidies, etc.	5 minutes		Questions and answers
<p>Tasks to be performed in order to determine the initial assets of an organization:</p> <ul style="list-style-type: none"> • Conduct an inventory of all available goods; • Classify the goods by category (line item of the schedule of assets and liabilities); • Calculate the value of equipment and stock based on their acquisition cost or present value; • Calculate the overall value of the organization's goods and equipment by adding the values of the various categories; • Determine the origin (funding source) of each item or category of items; • Classify the origins of the goods and equipment by category; 	15 minutes		Brainstorming

<ul style="list-style-type: none"> • Determine the value provided by each category of origin; • Calculate the overall value of the funding by adding the amounts of the different funding sources; • Verify that the overall value of goods and equipment equals the overall value of funding from the different funding sources. 			
<p>Presentation and explanation of the schedule of assets and liabilities</p> <p>The following case study will help to better present the schedule of assets and liabilities and provide the necessary explanations:</p> <p>You have been a member of the "YIRIWA" civic group since its creation. This group has received assistance from the community and from local partners who supported its creation. Because you want to be sure to maintain transparent management during your term of office, you decide to assess the status of community goods.</p>	80 minutes	Oversized table	<p>Presentation</p> <p>Sub-groups</p>
<p>Purposes of the presentation of an organization's initial assets</p> <ul style="list-style-type: none"> • Know the value of goods and equipment at any given time; • Know what goods and equipment are present at any given time; • Measure and analyze any future changes; 	20 minutes	Purposes on flip chart	Brainstorming

<ul style="list-style-type: none"> Express needs in an optimal manner and seek necessary funding. 			
Review of objectives	5 minutes	Objectives on flip chart	Presentation

IV. CONCLUSION OF LESSON 1

In conclusion, when community organizations are fully aware of their assets (definition and purposes), then they should have no problem preparing a schedule of assets and liabilities.

V. EVALUATION OF LESSON 1

- What are the assets of a community organization?
- Why is it useful to know the initial assets of a community organization?

- Write down the objectives, definitions and purposes
- Draw up a schedule of assets and liabilities on oversized paper
- Arrange the writing tables and blank paper
- Case study

LESSON 2: VOUCHERS

I. INTRODUCTION

Proper management of a community organization requires the use of vouchers in order to determine the truthfulness of each transaction (receipts and expenditures), guarantee the accuracy of the accounting records and avoid disputes with partners, suppliers and members concerning amounts paid on delivery.

II. LEARNING OBJECTIVE

The purpose of this lesson is to enable members of community organizations to recognize the standards for vouchers and their importance.

III. PEDAGOGICAL PROGRESSION AND CONTENTS

LEARNING CONTENT	DURATION	SOURCE/ SUPPORT	PEDAGOGICAL APPROACH
Presentation of objectives	5 minutes	Objectives on flip chart	Presentation
Definition of a voucher: a voucher is an authentic document that materializes or attests an inflow (receipt) or outflow (expenditure) of funds for a given transaction	10 minutes	Statement	Brainstorming
Examples of vouchers: receipts, invoices, letters of understanding, contracts, cash vouchers	5 minutes	Purposes on flip chart	Questions and answers
Standards for vouchers: <ul style="list-style-type: none"> - Required information: date, name and address of supplier/partner, signature and stamp or seal, type of transaction, quantity ordered or delivered, amount of francs written in both letters and numbers - No additional charges or correction fluid - Voucher 	20 minutes		
Case study: based on the vouchers presented to you, determine whether they meet the standards for justifying the transaction involved	5 minutes		Sub-groups
Purposes of vouchers: <ul style="list-style-type: none"> - To justify any later entry when entries cannot be made immediately - To provide oversight for all the community organization's activities - To avoid disputes with partners and suppliers and between members of the community organization concerning amounts paid or received 			Brainstorming
Review of objectives			

IV. CONCLUSION OF LESSON 2

In conclusion, we can affirm that, by gaining knowledge of vouchers (standards and importance), community organizations will have reliable information on all their financial transactions.

V. EVALUATION OF LESSON 2

What is a voucher?

What are the standards for vouchers?

Why is it useful to have vouchers?

LESSON 2 TRAINER'S GUIDE

I. KEY LEARNING CONCEPTS AND QUESTIONS ADDRESSED IN LESSON 2

Vouchers: definition, standards, purposes

II. CURRICULUM CONTENT AND KEY CONCEPTS OF LESSON 2

- Vouchers
- Standards
- Receipts (inflows)
- Expenditures (outflows)

III. DIRECTIVES FOR TRAINERS

- Write down the objectives, definitions and purposes
- Case study
- Draw up the sample vouchers to be presented
- Arrange the writing tables and paper needed for the lesson

LESSON 3: FUNDS MANAGEMENT:
CASH/BANK

I. INTRODUCTION

Sound management of a community organization requires cash projections. This lesson allows us to recognize the financial potential of a community organization.

II. LEARNING OBJECTIVE

The purpose of this lesson is to enable the members of community organizations to properly manage their funds and develop cash projections.

III. PEDAGOGICAL PROGRESSION AND CONTENTS

LEARNING CONTENT	DURATION	SOURCE/ SUPPORT	PEDAGOGICAL APPROACH	
Presentation of objectives	10 minutes	Objectives on flip chart	Presentation	
Definition of cash position: An organization's cash position is the sum of its available funds (cash/bank)	15 minutes			Questions and answers
Monitoring cash transactions and information on same: <ul style="list-style-type: none"> • Date • Type of transaction • Amount written in letters and numbers • Item number, etc. 	30 minutes			Brainstorming
Presentation and explanation of cash book				
Definition of cash book: The cash book is a record that makes it possible to monitor all cash inflows and outflows	20 minutes	Oversized table	Presentation	
Case study:				
<ul style="list-style-type: none"> • As of February 2, 1997, the Sibougou Civic Group held 2,550 francs in cash. That same day, treasurer Moussa Sacko paid cash for 10 50-page notebooks, at 125 francs apiece, and 10 blue pens, at 50 francs apiece, i.e. a total of 1,750 francs (see invoice 17, <i>Nouvelle Papeterie</i> stationery shop) 	5 minutes			Questions and answers
<ul style="list-style-type: none"> • On February 5, 1997, Moussa Sacko added 10,000 francs to available cash as an advance for construction of Marc Kané's cesspool 	50 minutes		Sub-groups	
<ul style="list-style-type: none"> • On February 7, 1997, Fanta Konaté purchased 250 francs' worth of postal stamps to send out mail 				
Monitoring bank transactions and related information (cf. cash)				

<p>Presentation and explanation of bank book</p>	<p>20 minutes</p>		<p>Questions and answers</p>
<p>Definition of bank book: The bank book is a record that makes it possible to monitor all inflows and outflows of funds in a bank account</p>			
<p>Case study:</p>	<p>15 minutes</p>	<p>Oversized table</p>	<p>Table 2 Presentation</p>
<ul style="list-style-type: none"> • On February 13, the Sibougou Civic Group received a check for 1,500,000 francs from its partner, "Our Environment." The check was then deposited directly into the group's bank account. The transportation expenses for treasurer Moussa Sacko came to 500 francs, paid in cash. 	<p>5 minutes</p>		<p>Questions and answers</p>
<ul style="list-style-type: none"> • On February 19, the Civic Group gave a check in the amount of 850,000 francs to the "Nieta" economic interest group as an advance payment for starting the work of cleaning out gutters. • On February 21, the treasurer increased the cash on hand by writing a check for 50,000 francs in order to handle preparations for the sanitation awareness campaign. 	<p>30 minutes</p>		<p>Sub-groups</p>
<p>Purposes of a cash book:</p>			
<ul style="list-style-type: none"> • Record all cash transactions; • Know the balance of cash on hand after each transaction; • Know when cash on hand has been replenished or cash has been deposited at the bank; • Compare the balance of the cash book with the actual amount of available cash in order to avoid omissions and inaccurate entries which could translate into cash surpluses or deficits; • Facilitate oversight and audits; • Give partners a positive image of the organization 			
<p>Purposes of a bank book:</p>			
<ul style="list-style-type: none"> • Record all bank transactions; • Know the balance of the bank account after each transaction; • Avoid overdrafts; 			

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IV. CONCLUSION OF LESSON 3

In conclusion, we can state with conviction that, by acquiring an understanding of the concepts of available cash and cash projections, community organizations can avoid and/or anticipate problems of liquidity.

V. EVALUATION OF LESSON 3

- What is a cash book?
- What is a bank book?
- What is a cash projection?
- How is a cash projection made?
- Why is it useful to make cash projections?

LESSON 3 TRAINER'S GUIDE

I. KEY LEARNING CONCEPTS AND QUESTIONS ADDRESSED IN LESSON 3

- Funds management (cash and bank: definition, purposes)
- Cash projections (definition, steps, importance)

II. CURRICULUM CONTENT AND KEY CONCEPTS OF LESSON 3

CASH BOOK

Address: _____ **Activity:** _____

DATE	ITEM NO.	DESCRIPTION OF TRANSACTION	CREDITS	DEBITS	BALANCE
	////////	Initial amount		////////	

BANK BOOK

Address: _____ **Activity:** _____

Account No.: _____

DATE	ITEM NO.	DESCRIPTION OF TRANSACTION	CREDITS	DEBITS	BALANCE
	///////	Initial amount		///////	

PROCEDURES

STEPS	RESPONSIBLE PERSON(S)
1. Fill out vouchers for the relevant amounts and record the transactions in the cash receipt book	Accountant / cashier / treasurer
2. Recheck the book each time the ceiling is reached or at the end of each week	Accountant / treasurer
3. Gather all the vouchers and perform an initial cross-check between the total amount of the vouchers and the total amount recorded. Prepare the bank deposit statement.	Accountant / treasurer
4. Verify the consistency between the entries and the	President / auditor

vouchers.	
5. Validate the signature and the accuracy of the book amounts by indicating, below the last entry, the date, a breakdown of the amount paid and certification of the bank deposit statement.	President / auditor
6. Deposit the amount into the bank account and record the transaction in the bank book	Accountant / treasurer

III. DIRECTIVES FOR TRAINERS

- Write down the objectives, definitions and purposes
- Outline the documents (cash and bank books) on oversized paper
- Arrange the writing tables and blank paper
- Case study

LESSON 4: MANAGEMENT OF IN-KIND CONTRIBUTIONS:
STOCK AND FIXED ASSETS

I. INTRODUCTION

Proper management of a community organization's stock and fixed assets requires monitoring their flows and knowing their value on a given date. This lesson will help us learn how to manage stock and fixed assets.

II. LEARNING OBJECTIVE

The purpose of this lesson is to enable the members of community organizations to determine the value of an organization's stock and fixed assets at any given time.

III. PEDAGOGICAL PROGRESSION AND CONTENTS

LEARNING CONTENT	DURATION	SOURCE/SUPPORT	PEDAGOGICAL APPROACH
<p>Presentation of objectives</p> <p>Articles that might be contributed to a community organization:</p> <ul style="list-style-type: none"> • Notebooks, notepads, tables and benches, cabinets, vehicles <p>Documents for monitoring contributions and information contained in these documents:</p> <ol style="list-style-type: none"> 1. Record of receipt, record of assignment, inventory form 2. Name of article, quantity, value, name of partner <p>Presentation and explanation of documents</p> <p>Definition of stock: Stock includes materials and supplies held in reserve and all products produced by the organization that are intended to be used or sold</p> <p>Definition of fixed assets: A fixed asset is an article that is intended to be used by the organization for a long time (office table, vehicle, etc.)</p>	<p>5 minutes</p> <p>10 minutes</p> <p>10 minutes</p> <p>30 minutes</p> <p>5 minutes</p> <p>5 minutes</p>	<p>Objectives on flip chart</p> <p>Oversized table</p>	<p>Presentation</p> <p>Questions and answers</p> <p>Brainstorming</p> <p>Presentation</p> <p>Questions and answers</p> <p>Questions and answers</p>
<p>Case study</p>	<p>40 minutes</p>	<p>Statement</p>	<p>Sub-groups</p>

<p>Part I:</p> <ul style="list-style-type: none"> • On October 15, Moussa Sangaré, president of the Moussabougou Association, received contributions worth 122,250 francs from a philanthropic association named CARTY, as follows: <ul style="list-style-type: none"> - 150 100-page notebooks @ 175 francs apiece - 72 boxes of chalk @ 1000 francs apiece - 120 slates @ 200 francs apiece • On October 20, Moussa Sangaré, president of the Moussabougou Association, contributed batches of articles worth 65,000 francs to Oumar Cissé, director of the Moussabougou school, as follows: <ul style="list-style-type: none"> - 100 100-page notebooks @ 175 francs apiece - 80 slates @ 200 francs apiece - 32 boxes of chalk @ 1000 francs apiece <p>Part II:</p> <ul style="list-style-type: none"> • On November 1, 1991, the Moussabougou APE inventory of articles came to: <p style="margin-left: 40px;">Article / number / unit price 100-page notebooks / 50 / 175 boxes of chalk / 65 / 1000 slates / 40 / 200</p>			
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<p><u>PROCEDURES FOR MANAGING SUPPLIES</u></p> <p>1. <u>Procurement</u></p> <p>In terms of requesting and receiving supplies, needs are first expressed by designated individuals within the association. The needs are then submitted to the Management Committee for its opinion, and this committee then conveys the needs to the association's treasurer for delivery. If the needed supplies are not already in stock, the permanent secretary gathers pro forma invoices (at least 3).</p> <p>The pro forma invoices are then submitted to the Management Committee, which selects the supplier on the basis of specific criteria: quality, price, delivery date, method of payment, warranty and customer service. If the purchase is sizable, a committee to select the supplier is set up to examine the bids. Once the supplier has been selected, the treasurer prepares the purchase order in two copies, approved by the president, one of which is held by the association's accounting unit and the other of which is sent to the supplier. A check issuance request is prepared by the treasurer and submitted to the association's administrative secretary for approval (signature and comments).</p> <p>The permanent secretary, in the presence of the treasurer, checks and signs for the purchased</p>	<p>45 minutes</p>		<p>Brainstorming</p> <p>Questions and answers</p>
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<p>articles by consulting the delivery slip, as the invoice may be prepared later. They must make sure that the delivery slip, the purchase order and the delivered articles all match. The treasurer makes the payment based on the invoice.</p> <p>2. <u>Monitoring/managing stock</u></p> <p>Stock is monitored and managed through a series of operations that are handled by different individuals in accordance with the principle of the separation of tasks. These operations are materialized through management instruments, which must be properly filled out.</p>			
<p>2.1 <u>Receiving articles and placing them in stock</u></p> <p>This is done on the basis of the delivery slip, the purchase order and the invoice sent by the supplier, in the presence of the treasurer or any other official of the association responsible for receiving articles. The invoice must be attached to the copy of the purchase order and the delivery slip and then recorded.</p> <p>2.2 <u>Assignment of articles</u></p> <p>For each assigned article, a request for supplies must be made by the beneficiary and approved by the treasurer. If the requester is the treasurer, approval must be granted by another member.</p>			

<p>2.3 <u>Inventory</u></p> <p>There are two types of inventory: a physical inventory and an on-going inventory based on regular monitoring of the records of receipt and assignment. The organization holds these records. A physical inventory is carried out as follows:</p> <ul style="list-style-type: none"> - Every two months, the treasurer takes a physical inventory of the stock, under the auditor's supervision. After each inventory, a written statement is prepared and approved by the persons involved. 			
<p><u>PURPOSE</u></p> <p>Of monitoring records of receipt and assignment:</p> <p>The purpose of monitoring records of receipt and assignment is to:</p> <ul style="list-style-type: none"> - Avoid running out of stock; - Justify inflows and outflows of contributions; - Calculate the total value of contributions received and/or distributed during a given period. <p>Of taking an inventory:</p> <p>The purpose of an inventory is to:</p>	<p>15 minutes</p>	<p>Purposes on flip chart</p>	<p>Questions and answers</p>

<ul style="list-style-type: none"> - Know the number and value of articles available within the organization on a given date; - Better distribute contributions among beneficiaries; - Verify that the theoretical stock is equal to the real stock. <p>Review of objectives</p>	<p>5 minutes</p>	<p>Objectives on flip chart</p>	<p>Presentation</p>
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IV. CONCLUSION OF LESSON 4

This lesson enables us to avoid running out of stock, know the total value of available articles and avoid disputes among members of the organization.

V. EVALUATION OF LESSON 4

What are stock and fixed assets?

Why is it useful to take an inventory and to monitor inflows and outflows?

LESSON 4 TRAINER'S GUIDE

I. KEY LEARNING CONCEPTS AND QUESTIONS ADDRESSED IN LESSON 4

- Management of in-kind contributions
- Definition, purposes, method of filling out

II. CURRICULUM CONTENT AND KEY CONCEPTS OF LESSON 4

Management of in-kind contributions

- Stock
- Fixed assets
- Inventory

INVENTORY FORM: * STOCK/FIXED ASSETS

*** ORGANIZATION:** _____

ARTICLE	DATE:				DATE:			
	QUANTITY	UNIT PRICE	VALUE	COMMENTS	QUANTITY	UNIT PRICE	VALUE	COMMENTS
TOTAL	////////	////////		////////	////////	////////		////////

- **Delete as appropriate.**

III. DIRECTIVES FOR TRAINERS

- Write down the objectives, definitions and purposes
- Arrange writing tables and graph paper
- Outline sample documents
- Case study

LESSON 5: FINANCIAL REPORT

I. INTRODUCTION

This lesson will help us justify all amounts received from partners and members of the community organization and thus ensure the organization's credibility.

II. LEARNING OBJECTIVE

The purpose of this lesson is to enable the members of community organizations to justify the various funds received.

III. PEDAGOGICAL PROGRESSION AND CONTENTS

LEARNING CONTENT	DURATION	SOURCE/ SUPPORT	PEDAGOGICAL APPROACH
<p>Presentation of objectives</p> <p>Definition of a financial report: A financial report is a set of documents and papers submitted to a partner to justify expenditures related to a specific project/grant or the overall operations of an organization.</p> <p>Contents of a financial report:</p> <ul style="list-style-type: none"> • Total expenditures; • Categories of expenditures and their amounts; • Advances received; • Available funds, etc. <p>Constituent documents of a financial report:</p> <ul style="list-style-type: none"> • Vouchers; • Financial report form; • Bank statement and balance; • Cover letter. 	<p>5 minutes</p> <p>10 minutes</p> <p>20 minutes</p> <p>15 minutes</p>	<p>Objectives on flip chart</p> <p>Presentation</p>	<p>Questions and answers</p> <p>Questions and answers</p> <p>Questions and answers</p>
<p>Procedure for preparing a financial report:</p> <ul style="list-style-type: none"> • Gather all vouchers for the activity during the period; • Verify that all the vouchers are correctly filled out and, if necessary, coded; • Group the vouchers by category of expenditure and add up the amounts of the different vouchers to obtain the total amount of expenditures for the 	<p>30 minutes</p>		<p>Questions and answers</p>

<p>category;</p> <ul style="list-style-type: none"> • Calculate the total expenditures by adding the amounts for the various categories; • Calculate the difference between total advances received to date and total expenditures disbursed to date; • Determine the bank balance; • Determine the amount of available cash; • Make sure that the bank balance plus available cash is equal to the difference between total advances received and total expenditures disbursed; • Fill out the financial report form and attach the vouchers, the bank statement and balance, and a statement indicating the amount of available cash all in a single package. 			
<p>Case study:</p> <p>The civic group wants to justify an advance of 1,500,000 francs for the period from February 10 to March 31, 1997.</p> <p>Its expenditures can be broken down as follows:</p> <p>CATEGORY / PROJECTED AMOUNT / EXPENDITURES</p> <p>Cleaning out and repairing gutters / 3,000,000 / 1,250,000</p> <p>Latrine construction / 800,000 / -</p> <p>Education / 400,000 / 110,000</p> <p>TOTAL / 4,200,000 / 1,360,000</p> <p>The partner has provided a sample financial report and only requires vouchers, which it will return to the civic group after verification.</p>	30 minutes	Statement	Sub-groups

IV. CONCLUSION OF LESSON 5

This lesson provides members of community organizations with the ability to prepare financial reports and justify all funds.

V. EVALUATION OF LESSON 5

- What is a financial report?
- What information is contained in a financial report?
- How is a financial report prepared?
- What is the purpose of preparing a financial report?

LESSON 5 TRAINER'S GUIDE

I. KEY LEARNING CONCEPTS AND QUESTIONS ADDRESSED IN LESSON 5

- Financial report
- Definition, purposes, steps of preparation

II. CURRICULUM CONTENT AND KEY CONCEPTS OF LESSON 5

- Financial report
- Constituent elements
- Preparation

III. DIRECTIVES FOR TRAINERS

- Write down the objectives, definitions and purposes
- Outline a sample financial report
- Arrange writing tables and blank paper
- Case study

USAID/MALI

STRATEGIC OBJECTIVE IN DEMOCRATIC GOVERNANCE

THEME III: EFFECTIVE CIVIC ACTION FOR POLICY CHANGE AND REFORM: ENGAGING THE CITIZEN THROUGH CIVIL SOCIETY IN DEFENSE OF PUBLIC INTERESTS

- Module 3.1: The Virtuous Circle of Civic Action: A Participatory and Iterative Cycle of Dynamic and Effective Civic Action Leading to Citizenship
- Module 3.2: The Components of Effective Civic Action: The Actors, a Legal Framework, a Specific Objective, the Actions, and a Measurable Result
- Module 3.3: Analysis of the Public Space devoted to Decision-making: the External Institutional and Normative Environment, Constraints and Opportunities for Policy Change and Reform
- Module 3.4: Formulating a Strategy and Campaign for Policy Advocacy

CURRICULUM FOR BASIC TRAINING IN DEMOCRATIC GOVERNANCE

- ***Training Manual***
- ***Trainer's Guide***

THEME III: EFFECTIVE CIVIC ACTION FOR POLICY CHANGE AND REFORM: ENGAGING THE CITIZEN THROUGH CIVIL SOCIETY IN DEFENSE OF THE PUBLIC INTERESTS

A. INTRODUCTION TO THEME III

This theme will enable participants to analyze the external environment within which associations evolve, along with the constraints and opportunities that this environment presents.

The theme should show the need for COs to acquire multiple skills in order to undertake actions to defend and promote their interests before decision-makers and powerholders. Understanding the process of civic action and the strategies to be followed is a key element of the success of actions for policy change and reform.

B. THEME III LEARNING OBJECTIVES

- Increase the capacity of CO members to analyze and understand their political, legislative and institutional environment.
- Enable COs and CO federations, as well as their members, to understand the role of civic action in their activities.
- Help COs and CO federations, as well as their members, to recognize their right to undertake such actions.
- Provide COs and CO federations, as well as their members, with the specific skills and knowledge needed to become effective agents of civic action.

C. THEME III EXPECTED RESULTS

Within the framework of democratic governance, COs and CO federations, as well as their members, should become actors of policy change and reform in the areas affecting their interests and aspirations.

D. THEME III COMPOSITION AND CONTENTS (WITH SUMMARY TABLE)

Theme III (Effective civic action for policy change and reform: engaging the citizen through civil society in defense of the public interests) examines the role of civil society and, more specifically, the role of civil society organizations: their mode of interaction with the outside world and with powerholders, as well as their ability to defend and advance the interests of their members and society at large. This theme consists of four modules.

Module 3.1: The virtuous circle. This module presents a holistic and integrated strategy of civic education by demonstrating the relationship among three critical elements: citizens, the organizations they create to defend and advance their interests, and the implementation of policy change and reform. Thus, this module provides an overview of the process of civic action and places policy advocacy in its proper context, i.e. as a set of tools that contribute to achieving specific goals defined by citizens and defended by their organizations.

Module 3.2: The components of effective civic action. This module simply presents the elements

to be undertaken for COs and their federations to carry out civic actions on behalf of their members.

Module 3.3: Analysis of the public space of decision-making. Here the emphasis is placed on one of the most important components of a civic action strategy, namely the nature of the external legal and institutional environment and the extent to which this environment represents a constraint or offers opportunities to COs to achieve their organizational objectives.

Module 3.4: Formulating a strategy and campaign for policy advocacy. This module provides a detailed description of practical steps and the tools that any organization must possess in order to formulate and implement an advocacy strategy and thereby achieve a well-defined policy change or reform.

E. TARGET GROUP

Staff and trainers of NGOs (change agents and promoters of democratic governance as well as active members of the intermediary organizations of civil society) and through them **members and leaders** of grassroots organizations and their federations (privileged actors and legitimate partners for strengthening civil society) to facilitate their participation in democratic governance.

F. REFERENCE DOCUMENTS

- *Le processus de formulation des politiques: voie institutionnelle ou labyrinthe institutionnel?*, Joan Corkery, Anthony Land, Jean Bossyt, ECDPM Report Number 3, October 1996
- *Une nouvelle voie pour la coopération technique en Afrique. Comment améliorer les résultats sur le plan du renforcement des capacités*, Jean Bossyt, Geert Laporte, François van Hock, October 1995
- *Influencer les politiques et les programmes: un guide pour les chercheurs*, Robert W. Porter, PhD, Susanne Prysor-Jones, EdD, July 1997
- Constitution of the Republic of Mali of February 25, 1992
- Law 93-008 of 2/11/93 stipulating conditions of free administration in the Republic of Mali
- Law 95-034 of 4/12/95 establishing the code of territorial collectivities in Mali
- Reference document for the Democratic Governance Program
- Decree 95-210 concerning the appointment and powers of state representatives at the territorial collectivity level

THEME III: EFFECTIVE CIVIC ACTION FOR POLICY CHANGE AND REFORM: ENGAGING THE CITIZEN THROUGH CIVIL SOCIETY IN DEFENSE OF THE PUBLIC INTERESTS

<p>A. <u>THEME III LEARNING OBJECTIVES</u></p> <ul style="list-style-type: none"> • Increase the capacity of CO members to analyze and understand their political, legislative and institutional environment. • Enable COs and CO federations, as well as their members, to understand the role of civic action in their activities. • Help COs and CO federations, as well as their members, to recognize their right to undertake such actions. • Provide COs and CO federations, as well as their members, with the specific skills and knowledge needed to become effective agents of civic action. 	<p>B. <u>ILLUSTRATIVE TRAINING MODULES</u></p> <p>Module 3.1: The virtuous circle of civic action: a participative and iterative circuit of dynamic and effective civic action leading to citizenship (effective advocacy by able and well prepared citizens working through a strengthened civil society to achieve specific objectives of policy change and reform)</p> <p>Module 3.2: The components of effective civic action: the actors (able and well prepared citizens, a strengthened civil society, public powerholders), a legal framework (civic rights and obligations), a specific objective (policy change and reform), the actions (public action based on the mechanism of effective advocacy), a measurable result (beneficial to citizens and society)</p> <p>Module 3.3: Analysis of the public space of decision-making: the external institutional and normative environment, constraints and opportunities for policy change and reform</p> <p>Module 3.4: Formulating a strategy and campaign for policy advocacy</p>
<p>C. <u>QUESTIONS ADDRESSED</u></p> <p>The virtuous circle of civic action: What is the relationship among effective policy advocacy (i.e. achievement of the desired policy change or reform), the level of citizen ability and preparation, and a strengthened civil society? What is the connection between democratic self-governance and civic action? What should the circuit of effective civic action leading to citizenship entail, such that the objective remains centered on the citizen (the nature of the problems and the interests of the citizen)?</p> <p>The components of effective civic action: How can we define civic action? What are the skills and knowledge that a CO or federation must possess in order to carry out effective civic action? What are the essential components of effective civic action?</p> <p>The external institutional and normative environment: What are the rules governing the participation of a CO or federation in public life? Does the legal, political and normative context facilitate or undermine such participation? What are the institutional constraints preventing COs or federations from participating in democratic governance at the local level? What are the opportunities for civic action?</p> <p>Formulating a strategy and campaign for policy advocacy: What are the specific skills and knowledge that a CO or federation must possess to become an effective actor in formulating and implementing an advocacy strategy? What approaches and means are needed over time and space?</p>	<p>D. <u>KEY CONCEPTS/NOTIONS</u></p> <ul style="list-style-type: none"> • Concept of policy change and reform • Effective civic action and its characteristics • The virtuous circle of civic action and its strategic elements • Capacity/ability of citizens • Strengthening civil society • Effective policy advocacy • Iteration and interactivity related to the virtuous circle • Citizenship and its characteristics • Public interests • Context/environment conducive to civic action • Public space of decision-making • Legal and institutional constraints in a conducive environment • Institutional and normative environment • Actors in civic action • Rural development operations and parastatal professional associations (chambers, AV/CMDT) • Constitutional and sectoral rules, laws and policies • The stages of a campaign, the skills and tools needed to implement it

MODULE 3.1: THE VIRTUOUS CIRCLE OF CIVIC ACTION: A PARTICIPATIVE AND ITERATIVE CYCLE OF DYNAMIC AND EFFECTIVE CIVIC ACTION LEADING TO CITIZENSHIP (EFFECTIVE ADVOCACY BY ABLE AND WELL PREPARED CITIZENS WORKING THROUGH A STRENGTHENED CIVIL SOCIETY TO ACHIEVE SPECIFIC OBJECTIVES OF POLICY CHANGE AND REFORM)

I. INTRODUCTION TO MODULE 3.1

This module underscores the relationship among three essential elements that enable associations to meet their objectives: **citizens**, the **organizations** formed by citizens, and the **actions** which citizens must undertake in relation to decision-makers and powerholders if they are to achieve their objectives of desired policy change or reform.

The external environment, just like the decision-makers and powerholders, may offer opportunities or obstacles in terms of achieving the objectives and changes sought by citizens and their grassroots organizations.

II. MODULE 3.1 LEARNING OBJECTIVES

- Show the necessity of policy change and reform;
- Explain the virtuous circle;
- Identify the key concepts related to the virtuous circle of civic action.

society			
<p>3.3 The virtuous circle is iterative</p> <p>- Each element is not in and of itself sufficient for successful civic action.</p> <p>The interdependence of the 3 elements and their iterative nature create the virtuous circle, which enables citizens to build an effective civil society that will serve as a favorable framework for citizen action and provide the necessary means for achieving the objectives of policy advocacy. Policy advocacy is a means and a strategy which citizens can use, through civil society, to obtain desired reforms. The results obtained in this fashion are elements of the process of strengthening civil society and empowering citizens.</p>	1 hour	Trainer's guide	<p>Questions and answers</p> <p>Brainstorming</p> <p>Illustrate this part with the proverb: BOLO KONON DEKELE TE BELE TA</p>

IV. CONCLUSION OF MODULE 3.1

Civic action is a concept which encompasses advocacy. It is important to understand that this module considers civic action to be the necessary combination of three key elements: citizens, civil society and advocacy actions. This makes the virtuous circle a strategy for strengthening civil society and ensuring its participation in democratic governance to achieve policy change or reform.

V. EVALUATION OF MODULE 3.1

Show why there is a need for policy change and reform.

Identify the key elements of the virtuous circle and indicate the role of each element.

MODULE 3.1 TRAINER'S GUIDE

I. KEY LEARNING CONCEPTS AND QUESTIONS ADDRESSED IN MODULE 3.1

The virtuous circle of civic action: What is the relationship among effective policy advocacy (i.e. achievement of the desired policy change or reform), the level of citizen ability and preparation, and a strengthened civil society? What is the connection between democratic self-governance and civic action? What should the circuit of effective civic action leading to citizenship entail, such that the objective remains centered on the citizen (the nature of the problems and the interests of the citizen)?

II. KEY LEARNING CONCEPTS AND TERMS TO BE ADDRESSED IN MODULE 3.1

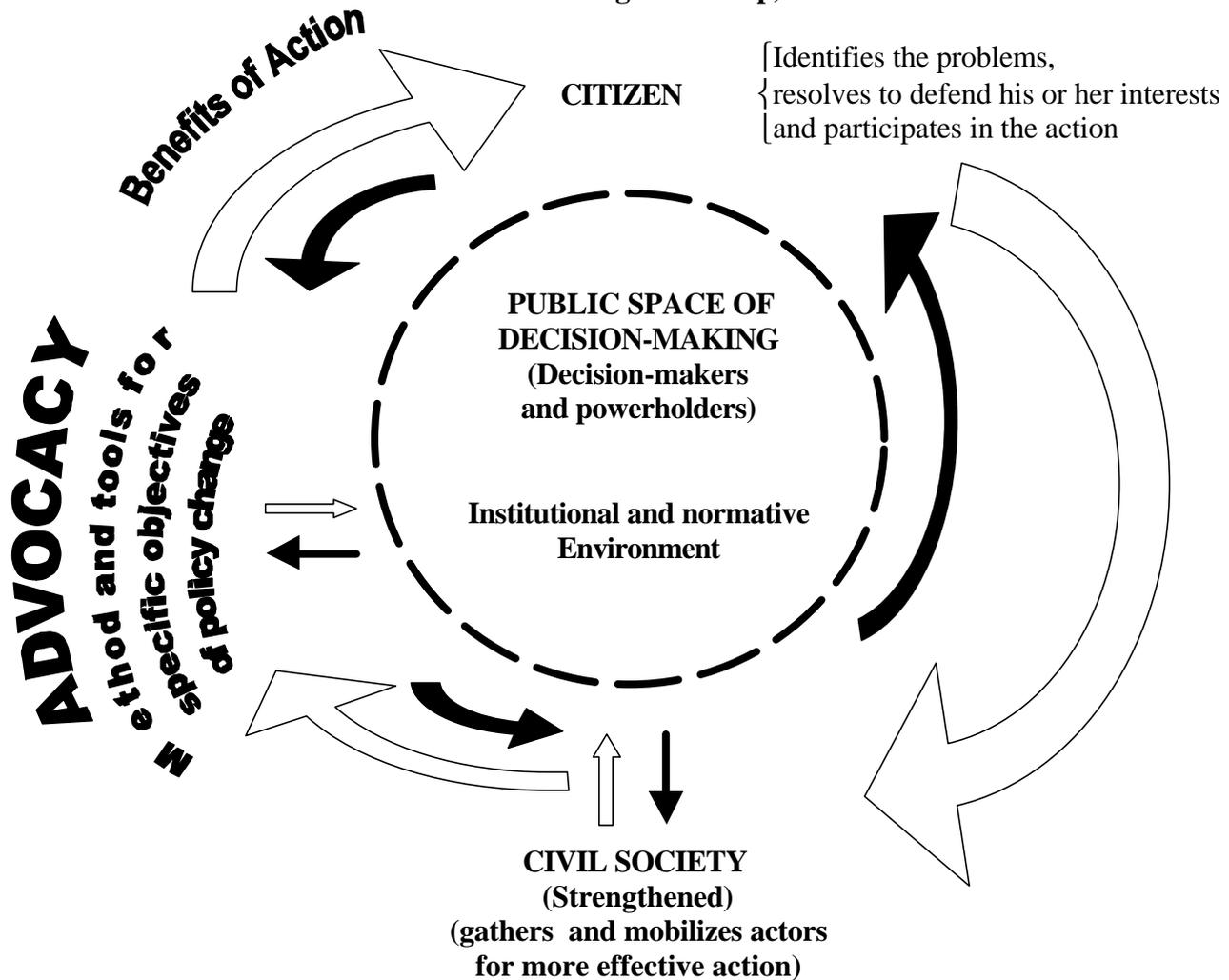
- Concept of policy change and reform
- Effective civic action and its characteristics
- The virtuous circle of civic action and its strategic elements
- Capacity/ability of citizens
- Strengthening civil society
- Effective policy advocacy
- Iteration related to the virtuous circle

III. CURRICULUM CONTENT AND KEY CONCEPTS OF MODULE 3.1

THE VIRTUOUS CIRCLE, DEFINITIONS, ILLUSTRATION AND COMPONENTS OF A STRATEGY OF CIVIC ACTION/ADVOCACY

Traditionally, civic action has been identified with the capacity to undertake *policy advocacy*, that is, the achievement of well-defined policy changes or reforms. In fact, civic action is a much more inclusive concept and reality, in which policy advocacy is but one of three important elements composing an effective civic action strategy (an informed and active citizen, a strengthened and mobilized civil society, and the techniques and tools of advocacy). Each of the three following paragraphs discusses one of these strategy elements that ultimately have the effect of strengthening the other two (iterativeness). As such, we can call civic action, the *virtuous circle*.

**THE VIRTUOUS CIRCLE OF CIVIC ACTION:
A PARTICIPATIVE AND ITERATIVE CIRCUIT OF EFFECTIVE AND
DYNAMIC CIVIC ACTION LEADING TO CITIZENSHIP**
(a mechanism of learning and civic action
for exercising citizenship)



Advocacy as Citizen Empowerment and Citizenship Building:
A Transformational Objective

Definition: *The ability of the marginalized or disadvantaged -- the powerless or poor majority -- to challenge the status-quo by gaining a sense of their own power, including the capacity to define and prioritize their problems, and then acting to address and resolve them.*

An Informed and Active Citizen (empowerment)

The overall role of civil society in its political dimension is to permit individual citizens to participate effectively in political life, in both making public policy and in holding public leaders accountable for their performance of the public's business. This places citizens squarely in the center of

political life and by extension sustainable development. *Citizen empowerment* or increasing the domain over which citizens have control of their lives is an essential element of civic action. Civic action requires an informed and active citizenry. Effective policy advocacy requires that citizens are completely involved in all facets of policy change or reform, particularly in defining the issues that find their way into public decision making arenas and then staying engaged until the desired policy or reform has been effected. Without an active and informed citizenry we would not have a well-developed and effective civil society, on the one hand, or the impetus for defining policy issues on the other.

Advocacy as Strengthening Civil Society and Building Social Capital: A Developmental Objective

Strengthening the Capacity of Civil Society

Definition: *The ability of citizens to organize themselves collectively to alter the existing relations of power by providing themselves with a lasting institutional capacity to identify, articulate and act on their concerns, interests and aspirations, including the ability to achieve specific and well-defined policy outcomes.*

But citizens acting singly have very limited ways in which they can participate effectively in political life, the most important being their participation in the election of national and local leaders. It however, through the organizations that they create to advance their interests that they find is the most sustained means for political participation. Thus the need for a well-developed civil society that is capable of articulating citizen interests at the local level, and providing them with an institutional means for sustained involvement in policymaking processes and institutions. In this regard, a well-developed civil society is one in which its functional, structural and normative dimensions are fully developed. *Civil society development* is thus the principal strategy for empowering citizens on the one hand and for participating in effective policymaking and advocacy on the other.

Advocacy as Influencing Key Policy Outcomes and achieving a Reform Agenda: An Instrumental Objective

Definition: *The process in which a group(s) applies a set of skills and techniques for the purpose of influencing public decision-making; the ultimate result is to achieve a well-defined social, economic or political policy goal or reform.*

The final strategy element of the virtuous circle of effective civic action is *effective policy advocacy*. Achieving well-defined policy results is a function of having the skills and knowledge, or the capacity, to conduct a policy advocacy campaign. Achieving well-defined policy results depends, as noted above, on an empowered citizenry and a well-developed and strong civil society. But at the same time, effective policy advocacy contributes to the empowerment of citizens by their simple participation in policy advocacy campaigns; and it strengthens civil society by focusing it around concrete issues that can galvanize both individual CSOs and alliances that form between them. In short, it increases their credibility and legitimacy as effective public actors.

It is this inter-relationship between each of the three elements with the other two that leads to our virtuous circle of civic action. No single element of the strategy can ensure the final outcome of effective civic action. Each depends on the other. Effective policy advocacy is thus only one of the elements of effective civic action and COs and federations must understand this essential point if they are to become effective partners in democratic governance.

IV. DIRECTIVES FOR TRAINERS

The purpose of this module is to raise awareness of the fact that the overall context, including both constraints and opportunities, can lead actors to undertake actions for policy change and reform. But they must act within a virtuous circle, which is the sole guarantee of achieving an effective outcome. Each component of this virtuous circle has its own significance and strengthens the others. These two aspects should be highlighted repeatedly, along with the responsibility of the participants, as citizen members of a civil society organization, to involve themselves in actions designed to produce desired change.

Module 3.1 Lesson Plan: The virtuous circle of civic action

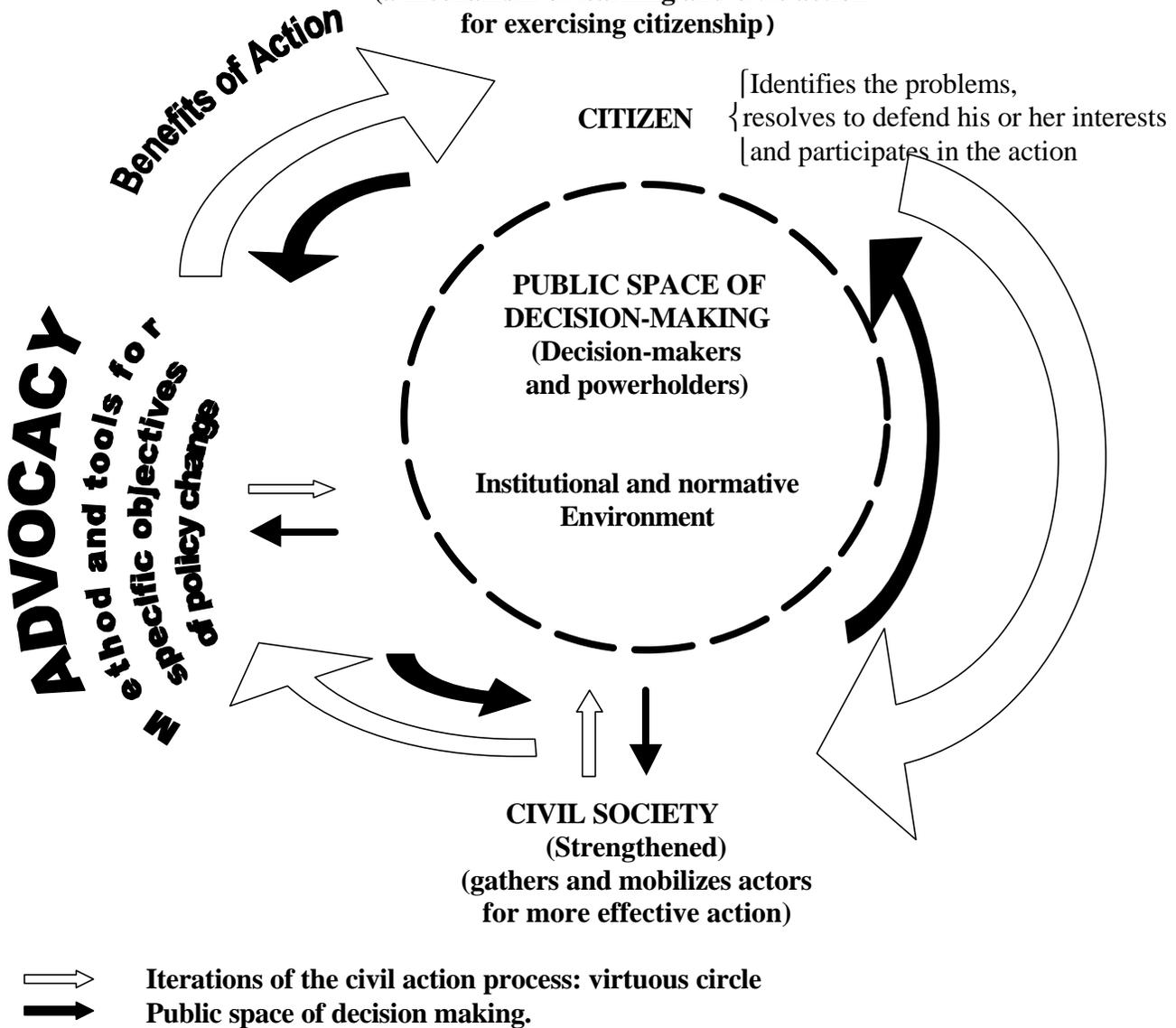
Learning objectives:

- Show the interdependence of the elements of the virtuous circle
- Explain the iterative nature of the virtuous circle

Length: 2 hours, 30 minutes

CONTENTS	METHOD	TOOLS	TIME
<p>Message. The virtuous circle of civic action: three interdependent elements.</p> <ul style="list-style-type: none"> - Elements of the virtuous circle: <ul style="list-style-type: none"> • The prepared citizen at the center: identifies problems, resolves to defend his or her interests and participates actively; grouping citizens together in COs and CO federations is a way to articulate citizen concerns • Strengthened civil society: grouping together citizens and COs; mobilization of citizens and COs; identification of opportunities and obstacles • Action: advocacy; identification and analysis of the problem; defining an objective; developing a strategic advocacy plan (knowledge of the decision-making process, alliances) <p>Beneficiaries of the advocacy action: citizens</p> <p>- Iterativeness of the virtuous circle</p> <p>Citizen</p> <p>Advocacy</p> <p>Civil Society</p> <p>Citizen</p> <p>Evaluation</p> <p>Module wrap-up; summary of key ideas</p>	<ul style="list-style-type: none"> - Case study - Explanation of the simplified illustration of the virtuous circle - The facilitator presents the illustration and explains it by citing a case of advocacy familiar to the participants 	<p>Simplified illustration of the virtuous circle</p> <p>Participants' experience</p>	<p>1 hour, 30 minutes</p>
<p>Evaluation</p> <p>Module wrap-up; summary of key ideas</p>	<p>Questions and answers</p>		<p>45 minutes</p>
<p>Objectives: Evaluate the participants' level of ownership</p>	<p>Questions and answers</p>		<p>15 minutes</p>

**THE VIRTUOUS CIRCLE OF CIVIC ACTION:
A PARTICIPATIVE AND ITERATIVE CIRCUIT OF EFFECTIVE AND
DYNAMIC CIVIC ACTION LEADING TO CITIZENSHIP**
(a mechanism of learning and civic action
for exercising citizenship)



The **key components** of the virtuous circle of civic action are:

1. The actors:

- **Citizens who are prepared and able to take action and exercise their rights and obligations**
- **A strengthened civil society that brings together and mobilizes actors for civic action**
- **Decision-makers and powerholders**

2. The legal framework: a democratic government and a nation of laws; civic rights and obligations

3. Specific objectives: to achieve policy change and reform

4. **The actions:** public actions through the mechanisms and methods of effective advocacy
5. **Results:** beneficial and measurable results for citizens and society; they should be analyzed in both quantitative and qualitative terms (winners versus losers, minority and majority, gender balance).

Effective advocacy must be led by **prepared and able citizens** acting through a **strengthened civil society** to achieve specific objectives of policy change and reform.

Observation: The main risk is that undeserving groups or individuals may reap the results/benefits of civic action. So long as citizens remain the focus of the civic action, this should not occur.

**MODULE 3.2: THE COMPONENTS OF EFFECTIVE CIVIC ACTION: THE ACTORS, A
LEGAL FRAMEWORK, A SPECIFIC OBJECTIVE, THE ACTIONS, A
MEASURABLE RESULT**

I. INTRODUCTION TO MODULE 3.2

This module will enable participants to identify the constituent elements of effective civic action and their characteristics.

II. MODULE 3.2 LEARNING OBJECTIVES

- Reach an understanding of the concepts related to effective civic action and its characteristics
- Identify and analyze the components of effective civic action

III. PEDAGOGICAL PROGRESSION AND CONTENTS OF MODULE 3.2

LEARNING CONTENT	DURATION	SOURCE/SUPPORT	PEDAGOGICAL APPROACH
<p>3.1 Review of concepts: - Citizenship and its characteristics - Public interest</p> <p>3.2 Definition of civic action: all actions undertaken by citizens (either directly or through their voluntary associations) for the purpose of improving the common good. Civic action is designed to promote or defend the individual and/or collective interests of citizens. It entails: - respect for regulatory standards: constitution, laws, decrees, etc. This basically refers to: • providing support in the event of a disaster (C. article 16) • defending the country (C. art. 22) • working for the common good (C. art. 23) • complying with the constitution in all circumstances (C. art. 24) • fulfilling all political and civic obligations and, in particular, paying taxes, participating in elections</p> <p>- defending or promoting interests: speaking up if the rights granted to citizens by laws and statutes are not respected or if existing policies and reforms are unfavorable to the aspirations and interests of citizens</p> <p>If rights are not respected, the recommendation could be: • advocacy • letter-writing campaign • punishment at the ballot box • refusal to pay taxes</p> <p>Messages to the government and leaders</p> <p>Civic action is not about seizing power; it is a committed public act directed toward the powerholders to guarantee the common good and avoid abuses of power</p>	<p>30 minutes</p> <p>2 hours</p>	<p>Glossary</p> <p>Article 16 of the Constitution Article 22 Article 23 Article 24</p> <p>Open letter to the president of Mali, August 1990</p> <p>Space of democratic interpolation</p>	<p>Questions and answers</p> <p>Identify with participants the rights stipulated by the Constitution and other statutes</p> <p>Comment on the proverb: Abuse feeds on silence - He who says nothing gives his consent - He who asks for nothing has nothing - NI MIN SINIGORA O TA BE TA</p>
<p>The Malian Constitution stipulates the following rights: - political rights</p>			<p>Have the participants list the rights to which they aspire. Complete the list by notifying</p>

<ul style="list-style-type: none"> • freedom of assembly (C. art. 5) • freedom of demonstration (C. art. 5) • freedom of association (C. art. 5) • freedom of procession (C. art. 5) - economic rights • right to own property (C. art. 13) • freedom of enterprise (C. art. 13) • right to form labor unions (C. art. 24) • freedom to strike (C. art. 21) - socio-cultural rights • freedom of thought (C. art. 4, 8) • freedom of the press (C. art. 7) • freedom of conscience, religion, worship, opinion, speech and creation (C. art. 4) • freedom of movement, freedom to choose one's residence (C. art. 5) • right to education, instruction, training, work, housing, health, a healthy environment, social welfare (C. art. 15, 17) 		<p>Article 5 of the Constitution Article 5 Article 5 Article 5</p> <p>Article 13 Article 13 Article 24 Article 21</p> <p>Articles 4 and 8 Article 7 Article 4 Article 5 Articles 15-17</p>	<p>them of the rights granted to them by the Constitution.</p> <p>A reading of, and commentary on, Articles 1-24 of the Constitution concerning rights and obligations should provide an overview of this chapter</p>
<p>3.3 Effectiveness in democratic self-governance (internal and effective democratic governance) is a precondition of an organization's efficiency in undertaking actions to defend or promote interests and fulfill its mandate, including:</p> <ul style="list-style-type: none"> - Providing good services to its members - Undertaking actions directed toward decision-makers and powerholders, whose actions can compromise the fulfillment of an organization's mandate 		Trainer's guide	Through brainstorming, review the aspects of democratic self-governance
<p>3.4 The two functions of civic action:</p> <p>a) Intensify the involvement of the citizenry of civil society in formulating national policies or avoiding institutional or legal constraints</p> <p>b) Counterbalance state and market forces by monitoring the management of public affairs (the civic right and obligation of citizens and organizations to guarantee the integrity of a democratic regime); as a public act, it applies equally to the state and society, but also to all associations of citizens</p>	20 minutes	Trainer's guide	An association of pastoralists wants to become a cooperative, something which current law does not authorize. What should the association do? What are the necessary conditions for achieving its objective?
<p>3.5 The components of civic action:</p> <p>a) Actors:</p> <ul style="list-style-type: none"> - Citizens: prepared and able - Strengthened civil society: effectiveness of democratic self-governance - Power structure: state or territorial collectivities, market forces, 	1 hour	Illustration T3.M3-1	<p>Brainstorming</p> <p>Questions and answers</p>

<p>traditional institutions; in short, all decision-makers and powerholders represent a component of civic action insofar as they are the target</p> <p>Thus, civic action is a public act which transcends the private sphere and involves interaction among numerous actors</p> <p>b) Legal framework:</p> <ul style="list-style-type: none"> - A democratic government, a nation of laws - Respect for civic rights and obligations - A state that serves the citizen instead of the reverse <p>c) Specific objectives:</p> <ul style="list-style-type: none"> - Policy change and reform - Respect for regulatory standards <p>d) Actions:</p> <ul style="list-style-type: none"> - Public action through the mechanism of effective advocacy; this strategy for strengthening civil society is different from the strategy followed by earlier programs to strengthen NGOs <p>e) A measurable result:</p> <ul style="list-style-type: none"> - A measurable result (in terms of both quantity and quality) that is beneficial to citizens and society - A visible impact on policy and the behavior of decision-makers 		Trainer's guide	Comment on the components of civic action
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IV. CONCLUSION OF MODULE 3.2

Civic action is a fundamental right and responsibility of citizens in a system of democratic governance. It serves to formalize citizenship.

Effective civic action is the result of mobilizing citizens to promote and defend their interests through associations that act in concert with other civil society organizations to undertake actions targeting decision-makers.

V. EVALUATION OF MODULE 3.2

Identify and analyze the components of effective civic action.

MODULE 3.2 TRAINER'S GUIDE

I. KEY LEARNING CONCEPTS AND QUESTIONS ADDRESSED IN MODULE 3.2

How do we define civic action? What are the skills and knowledge that a CO or federation must possess in order to carry out a civic action effectively? What are the key components of an effective civic action?

II. KEY LEARNING CONCEPTS AND TERMS TO BE ADDRESSED IN MODULE 3.2

- Citizenship and its characteristics
- Public interests

III. CURRICULUM CONTENT AND KEY CONCEPTS OF MODULE 3.2

We define **civic action** as: *all actions undertaken by citizens (either singly or through their voluntary associations) that aim to improve the public good. Civic action is an action that promotes or defends the interests of the individual citizen or citizen groups. It is therefore a public act.*

Achieving effectiveness in democratic self-governance (internal democratic governance and effective management) provides the **pre-conditions** for COs and federations (in fact all CSOs) to be effective in achieving their organizational mandates. COs and federations have to principal organizational mandates: 1) to provide effective social, economic and environmental services to their members; and 2) to engage powerholders in the state and market whose decisions and action have the capacity to constrain the achievement of their mandates. Civic action skills and knowledge can be considered the « **political** » **dimension** of a CO's and federation's overall capacity needs in terms of being an effective partner in democratic governance. The social and economic (and environmental) dimensions of overall capacity are not dealt with under the D/G SO. Only democratic self-governance (the precondition) and civic action, or the set of skills that provide COs to effectively engage external powerholders (potential partners).

It is this public act of citizens and/or their organizations engaging powerholders around issues that affect themselves, their members or the broader public that distinguishes a civil society strategy from earlier programs that aimed at supporting NGOs and the NGO sector. Like the concepts of civil society, democracy and governance, civic action is a uniquely « **political** » **concept**. It is political not because civil society seeks to gain political power through civic action, but rather because it is willing to confront the state and other holders of power to ensure that the public good is not abused through their exercise of power.

Civic action includes two principal functions that civil society undertakes on behalf of society:

broadening citizen or societal participation in public policymaking or addressing legal and institutional constraints in the enabling environment at all levels; and

acting as a countervailing force to the state and market by providing oversight of their performance of the public's business. Undertaking civic action is a civic obligation and right undertaken by citizens and CSOs to ensure the integrity of their democratic system.

Effective civic action has several characteristics:

A public act: civic action moves out of the private realm of social interaction to the public realm where acts affect a given public. Public means not only the broader notion of society or polity, but also applies to the full range of non-state public or voluntary associations that people form to address their problems or advance their interests.

A civic right and obligation: In a democracy, the state serves its citizens, not the reverse. As such citizens have both a right and responsibility to hold the state accountable for its performance of governance functions and participating in the formulation of policies or the making of decisions that either directly or indirectly affect them.

Vis-à-vis any powerholder: while the state, either central or local government institutions, is the usual target of civic action, it can and does equally pertain to market actors, and a range of traditional authorities (e.g., the chieftaincy, religious institutions). In short, any arena of power that makes decisions that concern a given public is a legitimate target of civic action.

That there is a measurable result: any civic action must have a measurable outcome either in terms of public policies influenced or the change in anti-democratic behavior by a given public powerholder.

The types of « measurable results » that civic action aims to address are two-fold:

removing *legal constraints* (policy and regulatory) that inhibit civil society's participation in democratic governance; and

confronting « *institutional* » *actors* whose decisions and behavior constrain civil society participation in social, economic or political life.

IV. DIRECTIVES FOR TRAINERS

Follow the logical progression of the elements of content. Emphasize the public nature of civic action, the rights and obligations of citizens, the opportunity for actors to confront decision-makers and powerholders, the necessity of achieving results beneficial to all.

Solicit opinions from participants which differ from those of decision-makers and powerholders in their areas. Try to see whether the participants have already had to undertake civic action, based on what they have just learned.

Module 3.2 Lesson Plan: The components of effective civic action

Learning objectives:

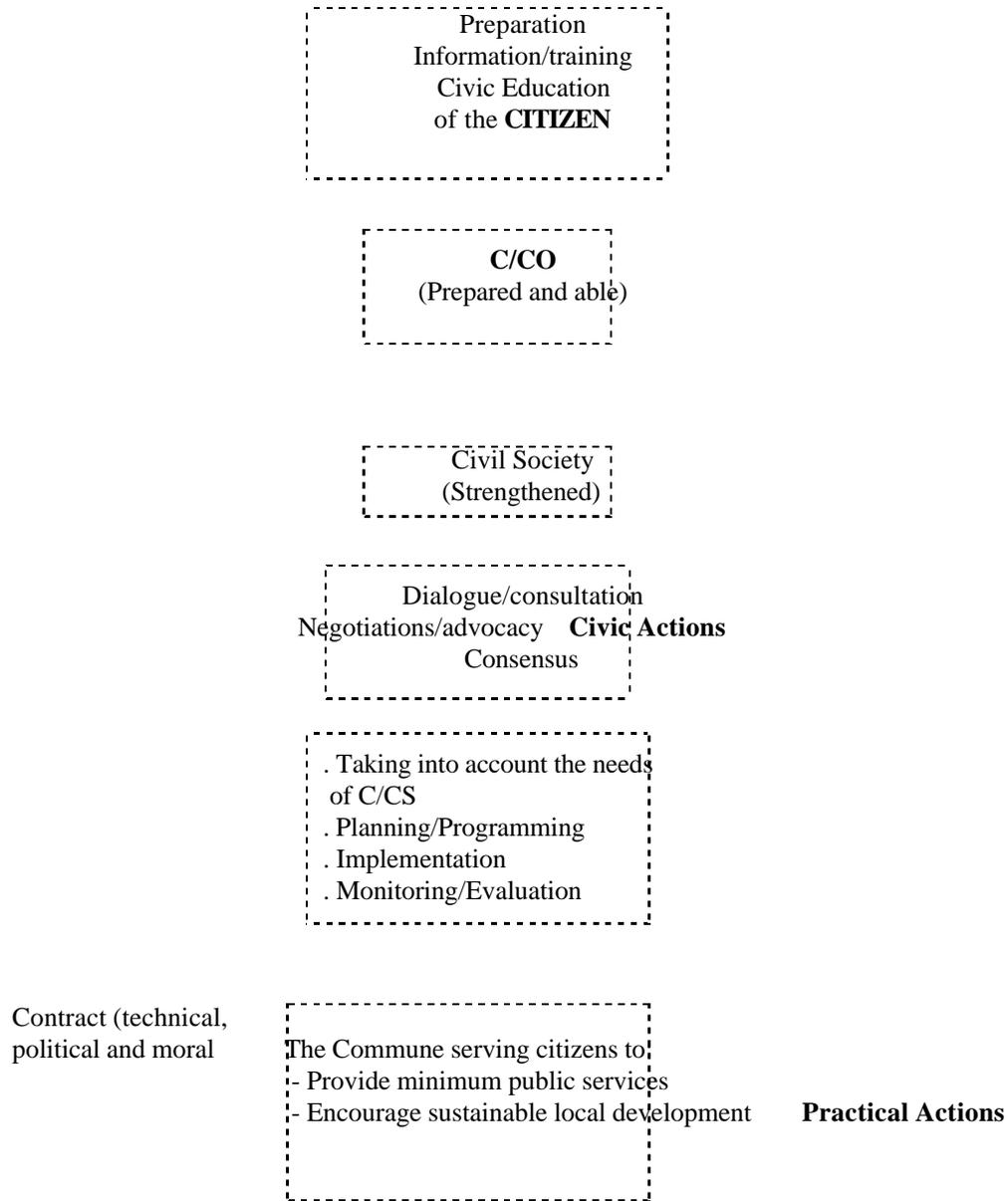
- Help the participants perceive advocacy as an important dimension of civic action
- Help the participants identify the components of civic action

Length: 4 hours, 50 minutes

CONTENTS	METHOD	TOOLS	TIME
<p>Message 1: A common understanding of civic action is a precondition of implementation.</p> <ul style="list-style-type: none"> - Civic action as respect for regulatory standards - Hypothetical answer - Example of good citizenship: <ul style="list-style-type: none"> • Pay taxes regularly • Participate in choosing leaders • Collaborate with authorities to expose wrongdoers • Assistance to persons in danger - Example of poor citizenship: <ul style="list-style-type: none"> • Distrust toward authorities enforcing the agreed-upon rules • Hindering examples of good citizenship - Civic action as an act of defending or promoting interests: advocacy 	<p>Questions and answers The facilitator helps the participants identify examples of good and poor citizenship at the CO, community and national levels</p> <p>Group work In sub-groups, the participants identify examples of advocacy action and actual experiences</p>	<p>Experiences/ examples from participants</p> <p>Chart of tasks Examples from participants</p>	<p>1 hour, 30 minutes</p> <p>50 minutes</p>
<p>Message 2: The components of civic action</p> <p>Answer to be given:</p> <ul style="list-style-type: none"> • Actors (prepared and able citizens, civil society, public powerholders) • A legal framework (civic rights and obligations) • A specific objective (policy change and reform) • Actions (public actions through the mechanism of advocacy) • A measurable result (beneficial to citizens and society) 	<p>Group work Based on the cases of advocacy identified, the participants define the components of civic action</p>	<p>Chart of tasks Experiences of participants</p>	<p>2 hours, 30 minutes</p>

THE DYNAMIC PROCESS OF PARTNERSHIP FOR

LOCAL DEMOCRATIC GOVERNANCE OF THE EFFECTIVE COMMUNE



C/CO = Citizens and community organizations

CS = Civil Society

An approach for organizing and preparing citizens through their COs and the BCs to carry out civic actions and practical development actions through the public space/platform of dialogue and negotiations.

A contract formalizes the consensus reached to achieve the result.

MODULE 3.3: ANALYSIS OF THE PUBLIC SPACE OF DECISION-MAKING: THE EXTERNAL INSTITUTIONAL AND NORMATIVE ENVIRONMENT, CONSTRAINTS AND OPPORTUNITIES FOR POLICY CHANGE AND REFORM

I. INTRODUCTION TO MODULE 3.3

This module will enable participants to analyze the legal and institutional framework in spaces of decision-making, as well as the opportunities and constraints that exist for organizations to carry out civic actions.

II. MODULE 3.3 LEARNING OBJECTIVES

Perform an analysis and reach an understanding of the legal and institutional environment/context in terms of opportunities, constraints and civic action.

III. PEDAGOGICAL PROGRESSION AND CONTENTS OF MODULE 3.3

LEARNING CONTENT	DURATION	SOURCE/SUPPORT	PEDAGOGICAL APPROACH
<p>3.1 Review of key concepts and components of the virtuous circle and civic action</p>	30 minutes	Modules 1 and 2	Questions and answers
<p>3.2 Analysis of the institutional and legal environment surrounding COs</p> <p>a) Presentation</p> <ul style="list-style-type: none"> - The institutional environment comprises all the hierarchical or collaborative actors revolving around an organization - The legal environment is the body of laws and statutes governing associations <p>Case study: The Yetasso APE needs assistance to deal with its institutional and legal environment more effectively. What assistance can you provide?</p> <p>b) Opportunities</p> <p>The legal context, a condition of civil society's participation in governance, provides certain opportunities (individual and collective freedoms)</p> <p>c) Constraints</p> <p>The laws governing village associations, mutual institutions and locally managed cooperatives need to be improved and are thus a target for civic action</p> <p>Since the institutional constraints on the part of the actors are more powerful than the legal constraints, they should be reformulated. These concern the ODRs, parastatal professional organizations such as the chamber of agriculture, etc.</p>	1 hour, 30 minutes	<p>Trainer's guide</p> <p>Lesson plan</p> <p>Module 3.3</p> <p>Trainer's guide</p>	<p>Questions and answers</p> <p>Questions and answers</p> <p>Prepare a table of constraints and opportunities presented by the legal context that have an impact on civil society's participation at the national level</p> <p>Based on the current institutional framework, what are the opportunities and assets for ideal development of your CO?</p> <p>Perform an analysis of state, parastatal and non-state institutions that form the framework of organizational life directly affecting COs</p>

IV. CONCLUSION OF MODULE 3.3

The context of the legal and institutional environment provides favorable opportunities for public action targeting policy change. However, there is a paradox between political will and the provisions of the enabling legislation. Constraints remain at the level of the institutional actors, thus warranting civic action.

V. EVALUATION OF MODULE 3.3

Perform an analysis of institutions and laws that are not conducive to the participation of associations in achieving economic, social and political development objectives.

MODULE 3.3 TRAINER'S GUIDE

I. KEY LEARNING CONCEPTS AND QUESTIONS ADDRESSED IN MODULE 3.3

The external institutional and normative environment: What are the rules governing the participation of a CO or federation in public life? Does the legal, political and normative context favor or hinder such participation? What are the "institutional" constraints preventing COs or federations from participating in democratic governance at the local level? What are the opportunities for civic action?

II. KEY LEARNING CONCEPTS AND TERMS TO BE ADDRESSED IN MODULE 3.3

- Context/environment conducive to civic action
- Public space of decision-making
- Legal and institutional constraints within a conducive environment
- Institutional and normative environment

III. CURRICULUM CONTENT AND KEY CONCEPTS OF MODULE 3.3

The *legal environment*, particularly at the macro-political level, i.e., constitutional and legislative rules, provides the context for local level civil society to participate as partners in democratic governance. At the constitutional level, the *enabling environment* is relatively favorable to CO and federation participation in public life. Freedoms of association, speech, assembly and press are particularly strong in Mali. The package of decentralization and local government laws, once implemented, also largely favors local level civil society's participation in democratic local governance. The D/G curriculum expands on this discussion of the macro-rules level. It also notes that laws governing cooperatives, village associations and mutuals are not as yet as they should be and thus offer a good focus for sustained civic action by COs, federations and NGOs.

Sectoral policies dealing with education, health, economic growth and the environment are also largely favorable but need to be brought into harmony with both decentralization laws. They must also provide the opportunity for COs and federations to undertake a range of self-governance functions outside of but with the sanction of local and central governments.

The D/G curriculum ultimately points out that it is the category of « institutional » constraints (actors) in the enabling environment that are much more powerful than are the legal ones and must become the object of Malian reformist elements in both government and civil society. By institutional constraint we mean organizational structures that inhibit the ability of COs and federations to discharge their role as both service providers to and representatives of their members. The two principal organizational structures in the Malian context that have had the greatest impact in this regard are: 1) the several parastatal *Operational Development zones*, i.e., the CMDT, the OHVN, Office du Niger, and the Office du Riz; and 2) the several *professional Chambers*, i.e., Chambre de Commerce et Industrie, Chambre d'Agriculture, and the soon to be created Chambre de Metier representing Malian artisans.

Training sessions will point out how these institutional actors have impacted on the social and economic well-being of COs, and will be taken as the focus of the more concrete capacity development area of policy advocacy strategizing and implementation (for example, « how to mount an effective policy advocacy campaign).

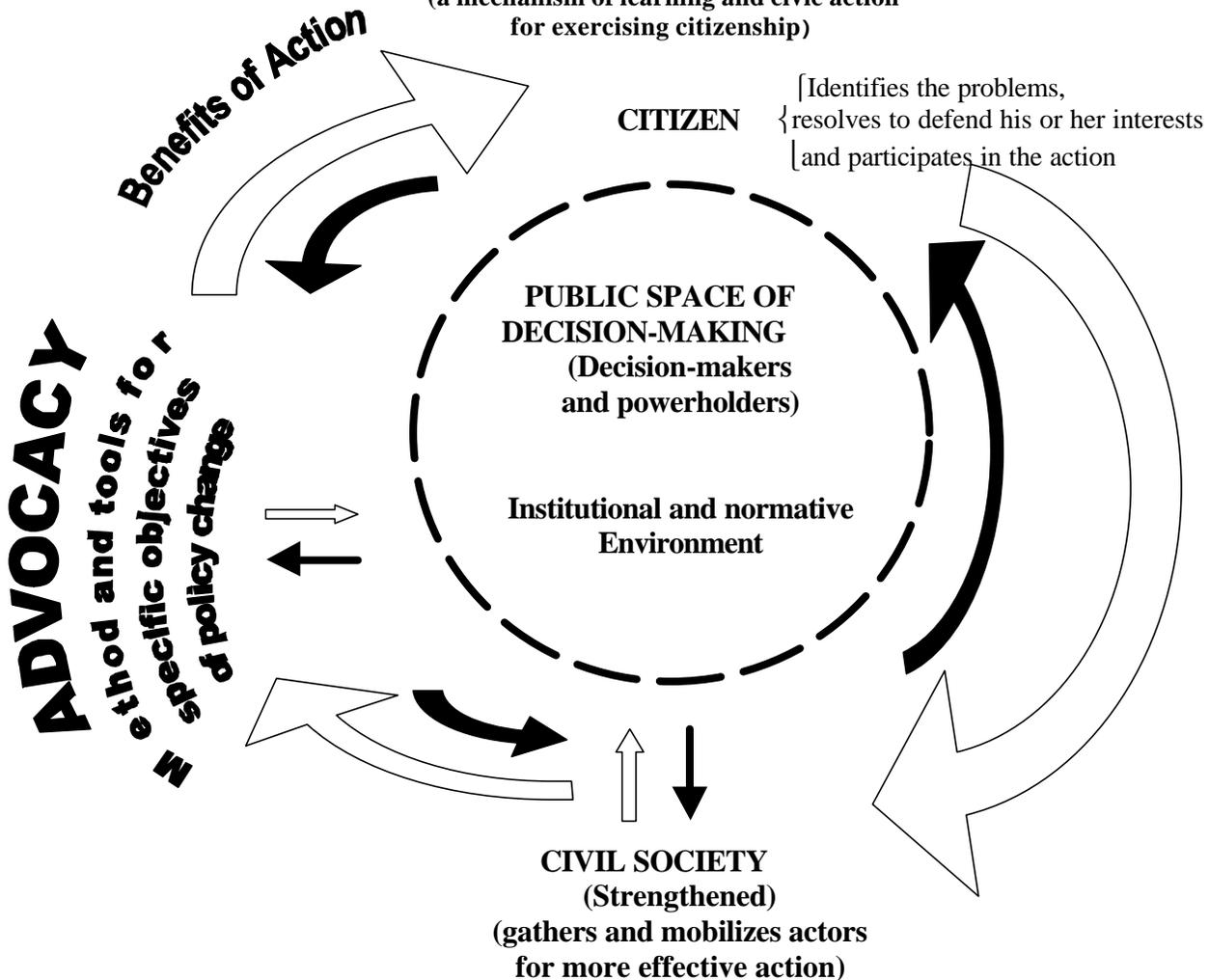
IV. DIRECTIVES FOR TRAINERS

Analyze separately the legal and institutional context and emphasize in each case the opportunities and constraints in order to ultimately establish the connection between both elements in relation to civic action.

The trainer should ask the participants to illustrate the phenomenon on the basis of the specific situation of their associations or else on the basis of the case study. Example: CMDT or other ODRs.

**THE VIRTUOUS CIRCLE OF CIVIC ACTION:
A PARTICIPATIVE AND ITERATIVE CIRCUIT OF EFFECTIVE AND
DYNAMIC CIVIC ACTION LEADING TO CITIZENSHIP**

(a mechanism of learning and civic action
for exercising citizenship)



 Iterations of the civil action process: virtuous circle
 Public space of decision making.

The key components of the virtuous circle of civic action are:

1. **The actors:**
 - Citizens who are prepared and able to take action and exercise their rights and obligations
 - A strengthened civil society that brings together and mobilizes actors for civic action
 - Decision-makers and powerholders
2. **The legal framework:** a democratic government and a nation of laws; civic rights and obligations
3. **Specific objectives:** to achieve policy change and reform

4. **The actions:** public actions through the mechanisms and methods of effective advocacy
5. **Results:** beneficial and measurable results for citizens and society; they should be analyzed in both quantitative and qualitative terms (winners versus losers, minority and majority, gender balance).

Effective advocacy must be led by **prepared and able citizens** acting through a **strengthened civil society** to achieve specific objectives of policy change and reform.

Observation: The main risk is that undeserving groups or individuals may reap the results/benefits of civic action. So long as citizens remain the focus of the civic action, this should not occur.

MODULE 3.4: FORMULATING A STRATEGY AND CAMPAIGN FOR POLICY ADVOCACY

I. INTRODUCTION TO MODULE 3.4

By identifying the tools and strategies of civic action, this module focuses on the tactical aspects and strategies of advocacy. The purpose is to master the practical tools and strategies that enable citizens and COs to carry out an advocacy campaign in order to achieve specific objectives.

II. MODULE 3.4 LEARNING OBJECTIVES

- Identify the tools and strategies of an advocacy campaign
- Describe the steps, stages and activities of the process

III. PEDAGOGICAL PROGRESSION AND CONTENTS OF MODULE 3.4

LEARNING CONTENT	DURATION	SOURCE/SUPPORT	PEDAGOGICAL APPROACH
<p>3.1 Review of the actors of civic action 3.2 The process of civic action (review of the virtuous circle) 3.3 Constraints to civic action (legal and institutional) 3.4 The process of an advocacy campaign</p> <p>a) Case study In 1995, in the village of Bomko, rural commune of Etali, district ("cercle") of Taki, cotton growers were cheated at the time of the cotton purchase. The growers became aware of this and decided to carry out an advocacy campaign. What could they do? - Study of the environment/context - Preparation of actors - Mobilization of resources - Formulation of message, etc.</p> <p>b) Formulation of a strategic plan for policy advocacy Stage 1: - Identify and choose an advocacy objective - Study and analysis of the external environment of power, constraints (general and institutional) and opportunity; understand the decision-making processes - Formulation and presentation of messages on policy decisions (research) - Analysis of resource requirements (material, financial, human, votes); choice of the true operational strategy that will lead to the desired result (there are many types of operational strategies) Stage 2: - Preparation of actors (citizens/organization) - Resource mobilization and management - Implementation of the chosen operational strategy (partnership alliances, collaboration, education and information, negotiations, legal action: appeal, confrontation, protest, civil disobedience) Stage 3: - Monitoring and reformulation of strategy</p>	<p>15 minutes</p> <p>1 hour, 30 minutes</p> <p>45 minutes</p>	<p>Module 3.1 Illustration</p> <p>Specific case of advocacy reported in a Malian village during document testing</p> <p>Lesson plan</p> <p>Advocacy case study</p> <p>Advocacy and citizen participation action guide (AF)</p> <p>Trainer's guide</p>	<p>Questions and answers</p> <p>Group work The trainer will identify a case of local advocacy with the participants. The trainer will then divide the participants into groups to reconstruct how the actions were undertaken. If no case of local advocacy can be identified, the trainer will comment on the example given in the document and, with the participants, identify the actions carried out.</p> <p>Questions and answers based on the case study; the trainer and participants will identify the traditional stages of advocacy</p>

IV. CONCLUSION OF MODULE 3.4

The strategy of a policy advocacy campaign can be perceived as a project that requires understanding the process, i.e. a true work of programming (planning, implementation, monitoring, and evaluation).

The purpose is to master the tools and strategies that enable citizens and COs to carry out an advocacy campaign in order to achieve specific objectives.

V. EVALUATION OF MODULE 3.4

Describe the steps involved in formulating and implementing a plan for a policy advocacy campaign.

MODULE 3.4 TRAINER'S GUIDE

I. KEY LEARNING CONCEPTS AND QUESTIONS ADDRESSED IN MODULE 3.4

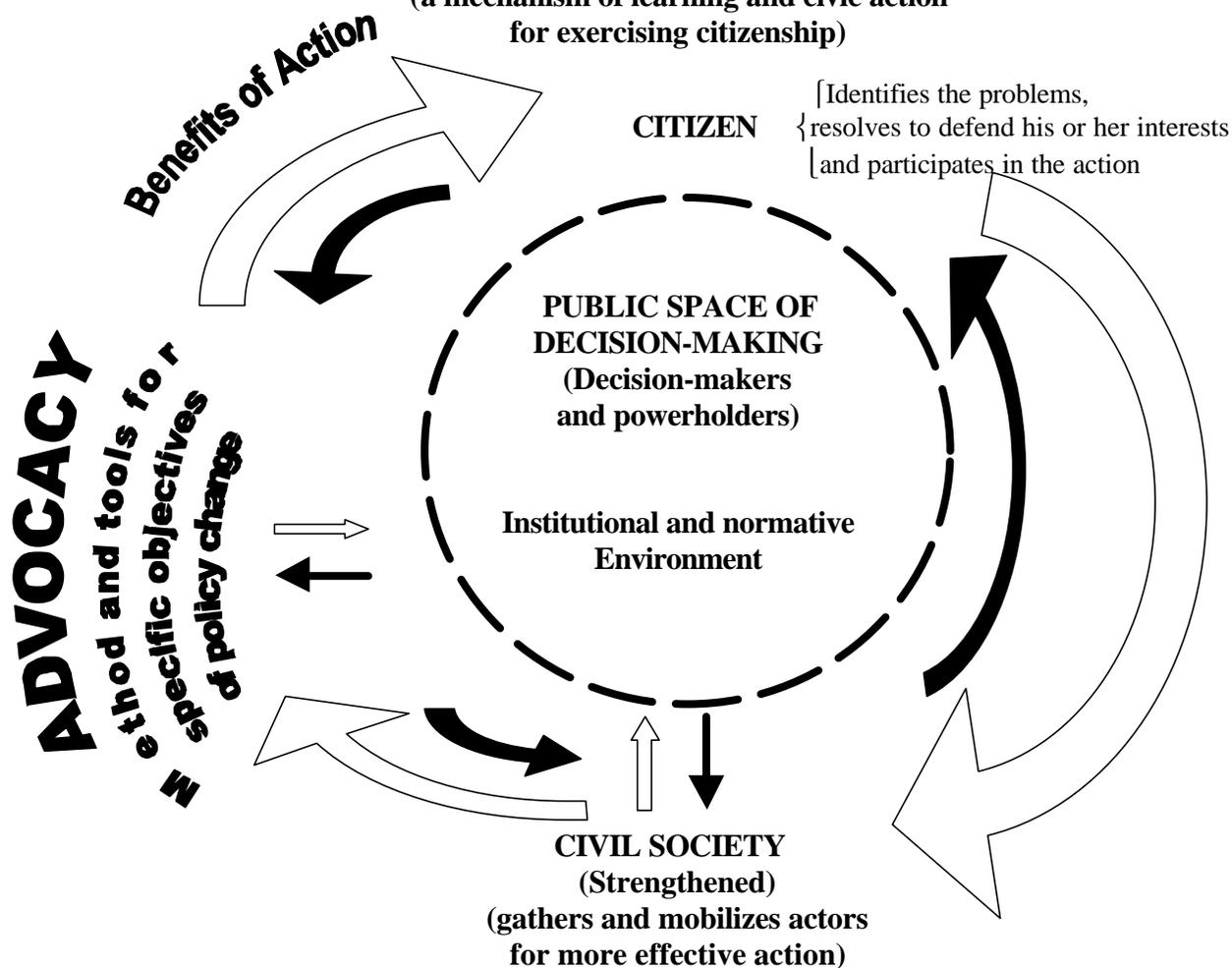
Formulating a strategy and campaign for policy advocacy: What are the specific skills and knowledge that a CO or federation must possess to become an effective actor in formulating and implementing an advocacy strategy? What approaches and means are needed over time and space?

II. KEY LEARNING CONCEPTS AND TERMS TO BE ADDRESSED IN MODULE 3.4

- Actors in civic action
- Rural development operations and parastatal professional associations (chambers, AV/CMDT illustration)
- Constitutional and sectoral rules, laws and policies
- The stages of a campaign, the skills and tools needed to implement it

III. CURRICULUM CONTENT AND KEY CONCEPTS OF MODULE 3.4

**THE VIRTUOUS CIRCLE OF CIVIC ACTION:
A PARTICIPATIVE AND ITERATIVE CIRCUIT OF EFFECTIVE AND
DYNAMIC CIVIC ACTION LEADING TO CITIZENSHIP**
(a mechanism of learning and civic action
for exercising citizenship)



-  Iterations of the civil action process: virtuous circle
 Public space of decision making.

The key components of the virtuous circle of civic action are:

1. The actors:

- Citizens who are prepared and able to take action and exercise their rights and obligations

- **A strengthened civil society** that brings together and mobilizes actors for civic action
 - **Decision-makers and powerholders**
2. **The legal framework:** a democratic government and a nation of laws; civic rights and obligations
 3. **Specific objectives:** to achieve policy change and reform
 4. **The actions:** public actions through the mechanisms and methods of effective advocacy
 5. **Results:** beneficial and measurable results for citizens and society; they should be analyzed in both quantitative and qualitative terms (winners versus losers, minority and majority, gender balance).

Effective advocacy must be led by **prepared and able citizens** acting through a **strengthened civil society** to achieve specific objectives of policy change and reform.

Observation: The main risk is that undeserving groups or individuals may reap the results/benefits of civic action. So long as citizens remain the focus of the civic action, this should not occur.

THE ELEMENTS OF AN ADVOCACY CAMPAIGN

1. Stages in the Policy Influence (Advocacy) Process

The concern of this discussion is with how an *issues advocacy campaign* is designed, launched and evaluated. The literature presents a fairly clear and consistent framework in terms of the broad stages, and the steps within them, that constitute the *policy influence process*. Virtually all the models dealing with how to mount an advocacy campaign include the following stages and steps within them:

Stage One: Developing the Strategic Plan

A successful advocacy campaign does not just happen. It is the result of good planning, from choosing the issue that will become the focus of the campaign; to an assessment of the resources required to mount it; to selecting the most appropriate campaign strategy. The following steps contribute to the development of a strategic plan:

Issue identification/agenda setting: the very first step in the process is often the most important. Framed as questions the following points must be considered when developing policy influence strategies: What issues, whether in the form of desired policies or reforms or even problems, get chosen and acted on including getting placed in the concerned political arena? How are they chosen? How are priorities established from among the multitude of issues, policies, problems, etc., that exist at any given time? Who chooses the issues and sets the policy agendas? How open

and participative the process is obviously makes a difference to what issue or problem gets addressed and who participates during its implementation. As discussed in significant detail above, which of the strategy component(s) is chosen will largely determine how the issue, policy or problem is identified, prioritized and selected. The role that donors play in this stage is often a major determinant of the issue or policy reform selected. As a rule of thumb, risks to the CSO need to be calculated before intervening.

Assessing the External Policy Influence Environment: Defining potential institutional allies or enemies as well as the political arena most appropriate to the issue chosen is a critical step. A range of analytic tools and methodologies, including power-mapping exercises and stakeholder analysis are used in this step. Constituencies with a similar interest in seeing the selected issue acted on are identified as a first step in the building of coalitions, alliances and the mobilization of members or clients; as are the principal groups that are likely to oppose the desired policy change or reform.

Policy Analysis and Formulation: In many, if not most, cases of policy influence and issue campaigning a policy or law has to be analyzed and formulated or drafted before an actual campaign is mounted or advocacy takes place. What is the position that is being taken by the group vis-a-vis a certain policy, law or reform? Has it been well researched? Can it be backed up factually? Is the analysis sound? Is the position well articulated and appropriate to the concerned decision-making body (political arena)? If the group campaigning for policy change or reform is to be taken seriously, it must have demonstrated a credible capacity for policy research, analysis and formulation; or gone to those who have the corresponding skills.

Assessing Resource Needs: A critical component of any plan or campaign is an assessment of its resource needs including those that are currently available from within the group/coalition and those which must be raised or mobilized. The type of resources required for a given campaign is dependent on a number of factors including the identified political arena and the nature or composition of the advocate group itself. And money is by no means the only or even the most important type of resource in all campaign strategies. Mobilizing volunteers, votes, and powerful allies can be just as important as financial contributions.

Choosing and Planning the Right Campaign Strategy: Achieving a desired policy outcome will ultimately hinge on the nature of the campaign strategy or advocacy tactics chosen. The range of such strategies is numerous and is discussed in more detail in the following section. Suffice it to note here that the choice of strategy including a range of tactics is a function of a number of factors that are identified in early steps. The factors include the nature of the issue or reform; the arena of decision-making where it takes place; the composition of the group or coalition pressing for the change and those opposing it; and the range of resources available to the advocate in pursuit of its policy goals.

Stage Two: Mounting the Campaign/Managing for Results

Implementing the plan involves a range of individual actions that require a significant degree of coordination and timing. Thus, during this second stage the emphasis turns from design skills to the management of both resources and relationships including partners, clients and even opponents.

The objective of these efforts is to achieve the desired policy outcome or campaign objective. But since the concerned CSO or alliance normally does not implement the concerned policy or enforce the law -- it is mainly limited to attempts at influence -- then in addition to mounting a successful campaign it must also have a capacity to monitor its implementation or enforcement by the concerned agency (e.g., the central executive, local government, a corporation or traditional authority). In short, a successful campaign is one in which the result or desired change is sustained over time.

Stage Three: Evaluation and Reformulation

Even when a policy or reform has been successfully implemented and sustained over time, the conditions that gave rise to it will have changed -- in some cases as a result of the policy reform itself -- requiring an evaluation of its impact and perhaps a reformulation of the initial strategy. At a minimum, any organization will want to evaluate the validity of its design as well as the effectiveness of its management of the campaign itself. Capacities required in this stage include not just those of evaluation, but analysis and design skills as well.

Each of these three stages and several steps has a set of corresponding skills that CSOs should possess to be effective in influencing policy change or political reform. It is stage two, however, that involves the choice of specific campaign or operational strategies designed to achieve key policy or reform outcomes. It is to these strategies that the discussion now turns.

2. Operational Campaign Strategies

There is a wide range of campaign or advocacy strategies that CSOs have employed to influence policies and pursue reform. Most, if not all of these strategies are parts of the training programs of U.S. CSOs and have been used extensively by them in training programs in each of the principal regions. Valerie Miller¹ offers a comprehensive set of operational strategies that CSOs employ in this regard. The following provides a brief summary of the most important of these strategies.

(a) *Collaboration strategies:* are used when relatively high levels of compatibility and agreement exist on policy issues between state and civil society; the same could be said for other power arenas (e.g., market, local government, traditional authorities). CSOs collaborate with the state in, for example, delivering public services, that is, in implementing public policy. By demonstrating their ability to be effective partners in this supply-side governance function, CSOs may then be asked to participate in helping to formulate policies in their area of expertise. NGOs and community-based resource user associations have had considerable success in being invited (with donor encouragement) by a significant number of African governments to participate in the

¹ See, Miller, Valerie, 1993. *Policy Influence by Development NGOs: A Vehicle for Strengthening*, prepared for the Arnova Conference, Toronto.

formulation of National (and local) Environmental Action Plans (NEAP) based on their early work in conservation and natural resource management.

(b) Modeling strategies: involve the design and demonstration of workable development approaches the state then incorporates into desired policies. Community-based health care, primary (girls) education and a number of safety-net services have been sectoral areas where development NGOs have had significant success in influencing government policymaking with innovative and successful programs. The Bangladesh Primary Education Program which was started by a number of Bangladeshi NGOs is perhaps one of the best examples of how NGOs were able to influence both government and NGO policies and expand what was a pilot program into a nationwide program.

(c) Education strategies: primarily specialized CSOs provide research data and background materials to state decision-makers as well as the general public on policy issues and draft legislation. In West Bank/Gaza a number of policy institutes and research centers are undertaking research, analysis and policy formulation which is in some cases being provided to the Palestinian Legislative Council which lacks its own congressional-like research service. There are also several survey research and polling firms whose work is paid close attention to by both the Palestinian Authority and the public at large. There is little doubt that policies are significantly affected by their work which is viewed as balanced and fair.

(d) Persuasion strategies: Specialized CSOs that undertake their own policy research, analysis and formulation, take these policy outputs and use them directly or provide them to other CSOs better able to advocate in the appropriate decision-making arena for policy change/reform. Two tactics that flow from this strategy are presented below:

- i. Clout Tactics:** mobilizing popular support through coalition building, accountability sessions with legislators, using opinion leaders for lobbying, or get-out-the-vote efforts during electoral campaigns, etc. The idea is to present decision-makers with an overwhelming show of support for a given policy change or political reform. While clout tactics depend on demonstration of popular support, the specific tactics used stay within the rules of the game.
- ii. Negotiation Tactics:** the ability of groups to demonstrate clout is better placed to negotiate from a position of equality vis-a-vis other political actors at various points in the policy-making process. Indigenous peoples in Brazil among other countries use both sets of persuasion tactics. The use of these tactics pertains as well to minorities, the poor and other socially marginalized groups including the urban poor in the Philippines and the rural peasantry in a number of Central American countries.

e) Litigation strategies: use of the court system to uphold or challenge existing and new legislation or challenge a proposed policy. While one of the least used political arenas for most of the past four decades, as judicial systems gain a measure of independence from the executive branch they are increasingly used to challenge constitutional abuses. Pertains equally to the corporate world where consumer associations from the United States to Tanzania challenge

product safety on behalf of the general public.

(f) Contestation strategies: use of protest and confrontation in a variety of ways to draw attention to the negative impacts of state policies and to bring pressure for change. Strategies are used in a variety of policy arenas and involve a number of players and advocacy targets.

Other authors and a number of CSOs have discussed the use of such related strategies as: coalition or alliance building and forging inter and intra-sectoral alliances; fundraising and mobilizing resources; public relations campaigns; and information and media strategies.

This advocacy component requires a finite set of skills that concerned organizations must possess to achieve their policy objectives. They include

Knowledge of the stages in an advocacy/issues campaign

Choosing the issue/setting the agenda

Mapping power relations (power mapping)

Resource mobilization (e.g., votes, money, people, expertise)

Policy analysis including research and data collection

Policy formulation, legislative drafting, developing legal briefs

Building coalitions and alliances

Policy/reform implementation monitoring and oversight

Evaluating policy implementation and reformulation as appropriate

Effective media use

Running an effective public meeting

Effective public speaking skills

The range of (and being able to choose from the) available advocacy tactics, techniques, operational strategies/issue or advocacy campaigning

IV. DIRECTIVES FOR TRAINERS

Policy advocacy is a process of negotiation and engagement. Help the participants understand that policy advocacy is a range of tools used in this process to confront decision-makers and resolve issues of concern.

Also take into consideration the fact that policy advocacy must be based on certain cultural values of the area.

Effective civic action hinges on mastery of the stages, tools and means of policy advocacy.

Module 3.4 Lesson Plan: Formulating a strategy and campaign for policy advocacy

Learning objectives:

- Help the participants understand the skills and capacities needed to conduct an advocacy campaign

Length: 2 hours, 30 minutes

CONTENTS	METHOD	TOOLS	TIME
Message: The skills required to implement an advocacy campaign	Group work	Results of the work on advocacy experiences	1 hour, 30 minutes
Advocacy case study: The advocacy case study is described on the following page. - Information, training - Identification and analysis of the problem - Setting an objective - Formulating a strategic plan of advocacy (knowledge of the decision-making process; alliance; fund-raising)	The facilitator helps the participants identify the gaps and discrepancies in their advocacy case studies as compared to the normal process	Cf. attached document	30 minutes
Wrap-up and evaluation			30 minutes

ADVOCACY CASE STUDY

In 1995, in the village of Bomko, rural commune of Eteli, district ("cercle") of Taki, a majority of the cotton growers trained and supervised by the national organization VONH were cheated at the time of the cotton purchase. It turned out that, contrary to industry standards, the national organization had improperly downgraded the classification of many tons of cotton, from grade 1 to grade 2. To make matters even worse, the purchase price per ton of cotton was absurdly low.

In violation of existing statutes, many growers were clearly deprived of a portion of their income. They became aware of this situation and decided to claim their rightful share.

Accordingly, all the growers without sole agents, the citizens and the various associations of Bomko supported the idea of restitution for the individuals who had been cheated.

They made contact with all the growers in neighboring villages and sent messages to the senior management of the national organization, the department minister and even the legislature. They broadcast messages on free radio and informed private partners: NGOs, bilateral international agencies, etc.

A series of meetings was organized to inform local actors about the situation and to explore avenues for achieving the objective. Additional contacts were arranged in order to make sure that the growers had truly been cheated. Emissaries were mobilized and material and financial resources were made available to them.

Once several actions had been completed, the VONH national organization was reported to the appropriate authorities by a solid coalition of Bomko associations.

The pressure applied by this coalition and other allies led to the following results:

- all the victimized cotton growers received a refund from the national organization;
- the price per ton of cotton in Bomko was readjusted in line with the national price;
- Bomko growers received free seed for three years;
- classification of cotton as grade 1 or grade 2 is now done on the basis of reliable criteria.

QUESTIONS

1. Does this tale represent an example of advocacy? Why or why not?
2. If so, what was the objective of the advocacy?
3. Identify the principal actors in this advocacy.
4. What were the main actions carried out?
5. Did the public interest prevail in this advocacy?
6. List the main results achieved.
7. Was the advocacy carried out within a legal framework?

TRANSLATION OF PRINCIPAL TERMS

Civic action

Virtuous circle of civic action

Citizen
Good citizenship
Poor citizenship
Effective civic action
Advocacy

Civil society
Constraint
Opportunity
Partnership
Rights
Obligations

Legal framework
Strengthened civil society
Prepared citizen
Specific objective
APE (Parent-Teacher Association)

= Fasodenya walew
= Fasodenyumananya lawaleya kqng
= Fasoden
= Fasodenyumanya
= Fasodenkolonya
= Fasodenya wale sabatilenw
= * t\ nw ni jkuluw bq wale minnu kq walasa
ka yqlqma don u kunkow latigqli la
* Wale minnu bq ke t\ n ni jkuluw fq walasa
k'u niy\r\ xini ani k'u lafasa

= T\ nw ni jkuluw minnu kuntilenna tq fanga
xinini ye
= Degun
= N\ g\ yada
= Jqx\ g\ nya
= i ni min ka kan, i niy\r\
= kqtaw (i ka kan ka min kq i ko sariya y'a f\
cogo min na)

= Sariya (hukumu, kadara,) k\ n\
= t\ nw ni jkuluw sinsinnenw
= Fasoden labqnnen, lafamuyalen
= kuntilenna j\ j\ n, kqrqnkqrqnnen
= Lak\ lidensom\ g\ t\ n

USAID/MALI

STRATEGIC OBJECTIVE IN DEMOCRATIC GOVERNANCE

THEME IV: THE EFFECTIVE COMMUNE: A PUBLIC SPACE FOR PARTICIPATORY AND SUSTAINABLE LOCAL DEVELOPMENT

Module 4.1: The Commune: A Public Space and Relevant Framework for Sustainable Local Development and Democratic Governance

Module 4.2: Definition and Characteristics of the Effective Commune

Module 4.3: Steps Towards an Effective Decentralization: Convergence and Articulation of Roles and Competencies for Different Actors of Local Governance with the Aim of Harmonizing Top-down Decentralization and Bottom-up Decentralization

Module 4.4: Synergy in Promoting Sustainable Human Development: Integrating Political, Social and Economic Development into a Common Vision for Handling Local Problems

CURRICULUM FOR BASIC TRAINING IN DEMOCRATIC GOVERNANCE

➤ ***Training manual***

➤ ***Trainer's guide***

THEME IV: THE EFFECTIVE COMMUNE: A FAVORED PUBLIC SPACE FOR PARTICIPATORY AND SUSTAINABLE LOCAL DEVELOPMENT

A. INTRODUCTION TO THEME IV

The effective commune is the space where the principles of grassroots democracy are applied and also the space of synergy between actors and the spheres of socio-economic and political development.

The commune is the unit/space of sustainable development. It is thus a space of change and mutation for sustainable development.

Accordingly, this theme will present a **comprehensive vision of the role of civil society** in commune development in concert with a global operational strategy for achieving this vision.

B. THEME IV LEARNING OBJECTIVES

To provide COs and their federations with the capacity to apply, on a daily basis, the key concepts that they learn about:

- Democratic governance;
- Democratic self-governance and effective civic action within a framework of participatory and sustainable local development: **the public space of the commune.**

To provide elements of synergy enabling citizens and their COs to embrace a shared vision for their effective commune and thereby address the problems of local, sustainable human development.

Themes I, II and III have provided trainees with a large amount of information to be absorbed, most of which remains extremely theoretical despite our wish for a broad range of practical competencies to be assimilated. Theme IV, the final component of this training program, represents a synthesis of all the lessons learned and focuses on certain key concepts and a global operational strategy, namely the strategy of USAID's democratic governance program in Mali.

C. THEME IV EXPECTED RESULTS

- Citizens informed about the realities of the commune as a space of opportunity for exercising local democratic governance and a favored space for sustainable human development.
- A clear definition and understanding of the concept of the effective commune and its main characteristics and distinctive traits.
- Identification and a clear understanding of the legitimate actors of democratic governance.
- A clear understanding of the approach for preparing these actors through a partnership process and the mechanism for remaking the state.
- Identification of the elements of synergy and a common vision of sustainable human development as a way to address local development issues.

D. THEME IV COMPOSITION AND CONTENTS (WITH SUMMARY TABLE)

Theme IV, the Effective Commune, is both a synthesis of the training program and an operational strategy for COs and their federations in terms of their participation as effective partners in democratic governance. The **focal point** of the discussion is the **commune**, which is considered to be the smallest unit of democratic governance and sustainable development. All the major concepts discussed in the preceding themes become practical matters when emphasis is placed on their usefulness at the level of governance where development actually takes place. Just as important, this theme links the democratic governance strategy of USAID/Mali to the Government of Mali's decentralization program. Theme IV is composed of four modules, as follows:

Module 4.1: The commune: a public space and relevant framework for sustainable local development and democratic governance gives an overview of the theme. As the title indicates, the commune, in the context of the GOM's decentralization program, becomes the focal point of development. The slogan "**all development is local**" summarizes the reality of the development process. As a public space, the commune is the place where all development partners come together to confront the problems of social, economic, political and environmental development within a defined geographic space.

Module 4.2: Definition and characteristics of the effective commune simply defines the basic attributes of an effective commune and introduces the notion that a critical mass of effective communes in Mali will ensure institutionalization of a system of democratic governance and the onset of a true process of sustainable human development.

Module 4.3: The move toward effective decentralization indicates that decentralization, a basic reform of governance, involves not only a devolution of power, resources and competencies from top to bottom (top-down decentralization) but also a parallel movement of power, resources and competencies from bottom to top (bottom-up decentralization). The latter form of decentralization comes from citizens and their voluntary associations and this is what gives political legitimacy to the commune and, by extension, to the Malian nation when a critical mass of effective communes has been reached.

Module 4.4: Synergy in promoting sustainable human development highlights the significant reality that society must advance along all its dimensions (social, economic, political, environmental) for sustainable development to occur. Although the citizen is the basic unit of "synergy," it is within the public space of the commune that synergy between actors and spheres of development take place.

E. TARGET GROUP

Staff and trainers of NGOs (change agents and promoters of democratic governance as well as active members of the intermediary organizations of civil society) and through them **members and leaders** of grassroots organizations and their federations (privileged actors and legitimate partners for strengthening civil society) to facilitate their participation in democratic governance.

F. REFERENCE DOCUMENTS

- Constitution of the Republic of Mali of February 25, 1992
- Law 93-008 of 2/11/93 stipulating conditions of free administration in the Republic of Mali and of civil society
- Law 95-034 of 4/12/95 establishing the code of territorial collectivities in Mali

- Reference document for the Democratic Governance Program
- The commune in question
- Synthesis report of regional meetings on territorial delineation (April to July 1995)
- Decree 95-210 concerning the appointment and powers of state representatives at the territorial collectivity level

G. THEME IV: THE EFFECTIVE COMMUNE: A FAVORED PUBLIC SPACE FOR PARTICIPATORY AND SUSTAINABLE LOCAL DEVELOPMENT

<p>A. <u>THEME IV LEARNING OBJECTIVES</u></p> <p>To provide COs and their federations with the capacity to apply, on a daily basis, the key concepts that they learn about:</p> <ul style="list-style-type: none"> • Democratic governance; • Democratic self-governance; • Effective civic action within a framework of participatory and sustainable local development: the commune. <p>To provide elements of synergy enabling citizens and their COs to embrace a shared vision for their effective commune and thereby address the problems of local, sustainable human development.</p>	<p>B. <u>ILLUSTRATIVE TRAINING MODULES</u></p> <p>Module 4.1: The commune: a public space and relevant framework for sustainable local development and democratic governance</p> <p>Module 4.2: Definition and characteristics of the effective commune</p> <p>Module 4.3: The move toward effective decentralization: convergence and articulation of roles and competencies devolved to the different actors of local governance with the aim of harmonizing top-down with bottom-up decentralization</p> <p>Module 4.4: Synergy in promoting sustainable human development: integrating political, social and economic development in a common vision for taking responsibility of local development problems</p>
<p>C. <u>QUESTIONS ADDRESSED</u></p> <p>Strategy implementation: What is a commune? What is the relationship between democratic governance and sustainable development? What are the legal, economic and socio-political conditions that make the commune a legitimate public space of governance? What are the institutions, actors and different public spaces and what are their roles and competencies within the commune framework? What type of partnership could exist among commune actors in order to achieve local democratic governance?</p> <p>Characteristics of an effective commune: How do we recognize an effective commune? What are the distinctive traits?</p> <p>The move toward effective decentralization: Is it possible to carry out bottom-up decentralization? In reverse? If democracy is based on the rights of citizens, how can the state (either its central institutions or local government agencies) negotiate with citizens and vice versa? What are the limits to bottom-up decentralization and the limits to free administration and self-governance?</p> <p>Synergy in promoting sustainable human development: How do democratic governance and its manifestations within the effective commune framework encourage synergy between development actors (partners) and development sectors? What are the mechanisms and strategies for sustainable commune development? What are the roles/responsibilities and what are the approaches to the activities of planning, implementation, monitoring and evaluation of commune development?</p>	<p>D. <u>KEY CONCEPTS/NOTIONS</u></p> <ul style="list-style-type: none"> • Sustainable local democratic governance (institutional framework, constraints and opportunities) • Commune environment • Complementarity/subsidiarity, accountability, building autonomy • Effective top-down and bottom-up decentralization • Free administration and its limits (unitary state, supervision, rules of public accounting) • Synergy, elements of synergy and democratic governance as a cross-cutting approach • Convergence and articulation of roles and competencies • Vision and strategy (vision of the effective commune and strategy for achieving it) • From nation/state to nation/partner: a plan for remaking the state • Public space of participation, space of partnership = effective commune • Institutionalization and legitimization (critical mass of effective communes)

MODULE 4.1: THE COMMUNE: A PUBLIC SPACE AND RELEVANT FRAMEWORK FOR SUSTAINABLE LOCAL DEVELOPMENT AND DEMOCRATIC GOVERNANCE

I. INTRODUCTION TO MODULE 4.1

This module illustrates that the commune is a space of democracy, i.e. a legal public space for expressing the rights and obligations of citizens, a space of participation and an appropriate framework for sustainable local development. It shows that, working through organizations at the commune level, citizens can participate and achieve greater impact in all aspects (economic, socio-political, environmental) of sustainable human development. The commune is the space for participating in, and taking responsibility for, the concerns and priorities of sustainable human development.

II. MODULE 4.1 LEARNING OBJECTIVES

The purpose is to illustrate that the commune is an appropriate space of citizenship and sustainable development.

- Help participants understand the commune and, in particular, its spatial, administrative and institutional dimensions, its missions and its competencies.
- Identify the features that make the commune an autonomous public space and a space of participation.
- Reach an understanding of the key concepts related to democratic governance and sustainable human development and the reasons why the commune is a relevant and appropriate framework for sustainable local development.

III. PEDAGOGICAL PROGRESSION AND CONTENTS OF MODULE 4.1

LEARNING CONTENT	DURATION	SOURCE/SUPPORT	PEDAGOGICAL APPROACH
<p>3.1 Review of key concepts</p> <ul style="list-style-type: none"> • Democratic governance • Development and sustainable human development • Space of governance • Space of democratic self-governance 	15 minutes	Themes I and III	Questions and answers
<p>3.2 Presentation of the commune</p> <p>The decentralization law defines four levels of collectivities:</p> <ul style="list-style-type: none"> • Commune • "Circle" ("cercle") • Region • District <p>The commune is the first and basic level of the newly decentralized and democratic administrative organization of the Malian nation. It holds legal status and has financial autonomy. There are two categories of communes:</p> <ul style="list-style-type: none"> • Rural communes are composed of villages and "fractions" • Urban communes are composed of wards ("quartiers") <p>Each commune is administered by elected bodies and holds both jurisdictional authority and its own resources, although certain acts are subject to state oversight.</p> <p>The law established 682 new communes throughout the country and specified the villages, wards and/or "fractions" contained in each, as well as the commune seat. There were already 19 existing communes, and Mali today comprises 701 communes and one district.</p>	45 minutes	<p>Article 1, Law 93-008 T4 M1-1</p> <p>Article 1, Law 95-034 Article 2, Law 95-034</p> <p>T4 M1-2</p> <p>Law 96-059</p>	<p>Reading of, and comments on, laws and illustrations</p> <p>Questions and answers</p>
<p>3.3 The commune: an appropriate framework for local development</p> <p>Local development is the process of the commune's economic, social and cultural enrichment. This means, on the one hand, that the basic needs of the commune's inhabitants are satisfied and, on the other, that the commune's well-being can improve and can create an environment increasingly conducive for inhabitants and future generations to flourish.</p> <p>Local development thus depends, first and foremost, on the accountability of local actors (elected bodies, citizens, associations, political parties, and economic operators) and secondly on other</p>	1 hour, 30 minutes	<p>The commune in question</p> <p>Trainer's guide</p> <p>T4 M1-3</p> <p>T4 M1-4</p>	<p>Brainstorming</p> <p>Presentation and discussion</p>

<p>partners: the state, other collectivities, development partners. The challenge is to convince local actors of their role in development. As citizens, working through their organizations, gradually come to see themselves as true promoters and beneficiaries of development, they will be more inclined to contribute from their own resources and more willing to pay taxes.</p>		T4 M1-5	Comments on table
<p>3.4 The commune: a common and autonomous public space of participation for all actors in sustainable local development</p> <p>There are nine main categories of actors involved in the process of building the commune:</p> <ul style="list-style-type: none"> • Commune council • Commune office • Agents of commune services • State • Citizens • Associations and community leaders • Private sector • The commune's development partners • Other territorial collectivities <p>The commune as an autonomous space thus becomes a common public space located at the center of a significant web of relations that it must guide and encourage to the benefit of its citizens.</p>	1 hour	<p>T4 M1-4</p> <p>T4 M1-5</p> <p>T4 M1-6</p>	<p>Questions and answers</p> <p>Group work</p> <p>Instructions: identify commune actors</p> <p>Comments on the illustration</p>
<p>3.5 The commune: a relevant framework for democratic governance</p> <p>The prerogatives granted to communes by law ("legal status" and "financial autonomy") mean that they can be considered as miniaturized versions of a democratic Malian nation of laws. Successful development of communes, starting with the well-being of all their citizens, requires:</p> <ul style="list-style-type: none"> • Good governance by commune officials • Self-governance by all structures leading the commune • A strengthening of civil society to undertake advocacy actions and thereby achieve policy change and reform in the interest of the commune's citizens 	1 hour	<p>Theme I</p> <p>Theme II</p>	<p>Brainstorming</p> <p>Questions and answers</p> <p>Review of governance concepts</p> <p>Questions and answers</p> <p>Questions and answers</p> <p>Review of self-governance concepts</p>

IV. CONCLUSION OF MODULE 4.1

This module illustrates the major transformation that has occurred in the political life of Mali. The issue is to make the commune, as a decentralized collectivity, the business of all citizens and their organizations in partnership with other actors and decision-makers. The commune thus emerges as a formalized structure of optimum conditions for citizens to participate in public life. It is also the locus of practical application of the social contract that grew out of the Sovereign National Conference, i.e. a space of democratic governance and sustainable development.

The commune is a public space for citizens' participation in building the nation. It is the space where citizens, working through their organizations, can take action and have an impact on the policy and strategies of sustainable development. It is important that they have the conviction and the capacity to take action and to make use of the opportunities afforded by the public space of governance that the commune represents, thus assuming responsibility for their sustainable development priorities.

V. EVALUATION OF MODULE 4.1

Identify the elements that illustrate that the commune represents a relevant and miniaturized framework for sustainable local development.

MODULE 4.1 TRAINER'S GUIDE

I. KEY LEARNING CONCEPTS AND QUESTIONS ADDRESSED IN MODULE 4.1

The commune: a public space and relevant framework for sustainable local development and democratic governance: What is a commune? What is the relationship between democratic governance and sustainable development? What are the legal, economic and socio-political conditions that make the commune a legitimate public space of governance? What are the institutions, actors and different public spaces and what are their roles and competencies within the commune framework? What type of partnership could exist among commune actors in order to achieve local democratic governance?

II. KEY LEARNING CONCEPTS AND TERMS TO BE ADDRESSED IN MODULE 4.1

- Sustainable local development
- The effective commune: a public space of governance, local development synergy and consensus among partners
- Sustainable local democratic governance
- Commune environment (institutional framework, constraints and opportunities)

III. CURRICULUM CONTENT AND KEY CONCEPTS OF MODULE 4.1

Sustainable human development emphasizes equality, equity, autonomy, employment, solidarity and respect for the environment.

The goal is to promote employment-based growth rather than growth that eliminates jobs.

"Sustainable human development is a type of development that places a priority on citizens themselves and, specifically, on the majority of poor citizens instead of marginalizing them; it also promotes women rather than discriminating against them."

Sustainable development is also a strategy based not only on traditional development sectors (the technical, economic, socio-cultural and environmental sectors) but also, as a priority, actors including the state, the private sector (market), citizens and civil society organizations in a dynamic that involves their participation in the management/governance of public affairs and their representation within decision-making bodies.

Sustainable human development constitutes **rights to well-being** and obligations to the perpetuation of society within a spatial framework that is international, national, regional and local.

Sustainable human development could not occur without a political context of liberty, democracy and a nation of laws.

In this regard, decentralization represents an extension of the principles of democracy to the local level and, at the same time, a spatial and institutional framework for development.

It allows citizens to participate in managing local affairs as **a fundamental right**, by granting decision-making and management authority over some or all local affairs to autonomous regional and/or local bodies (elected by citizens). It formalizes **local democracy** in a given territorial space, namely the commune.

As such, decentralization represents the new **framework for promoting development** based on the **concerns, resources and know-how** of populations/citizens.

Thus, through the emergence of territorial collectivities (regions, "circles" and communes), decentralization sets the **territorial framework for addressing the rights and obligations** of citizens in a way that will satisfy their development needs on a sustainable basis.

Based on the democratic constitution (Articles 97 and 98) and the decentralization reform (Law 93-008) which guarantee the principles and rights of free administration, the territorial collectivity of the commune therefore represents the **appropriate framework for local development**.

The commune is an appropriate spatial and institutional framework for local development insofar as the underlying tenets of local development include:

- The existence of legitimate actors within the same recognized space (citizens, community organizations/civil society, private sector actors, commune council, state, development partners, etc.);
- The existence of local affairs of local interest;
- The existence of a legal institutional framework, i.e. the commune;
- The availability of local resources and means (human, material, financial, etc.);
- Citizens' participation in choosing elected officials;
- Citizens' participation in formulating policies and making decisions for the implementation of development actions at the local level;
- The endogenous or inwardly focused dimension of development;
- The mobilization of local resources and energies;
- Recourse to external relations since local development does not mean self-sufficiency;
- Thus, the need for linkages with the regional, national and international levels;
- Promotion of the local economy.

While the commune corresponds to a spatial, social, economic and political reality, it also becomes a space of grassroots development, i.e. **sustainable local development**, with citizens and various organizations, an institution to coordinate development (the territorial collectivities of the commune), elected bodies (commune council), assorted riches and resources, and development prerogatives.

By transferring competencies and the means to apply them, the state makes the commune a **space of administrative organization**.

Thus, the commune ensures the management and socio-economic development of a geographic, economic and socio-cultural space, which thereby becomes a space of local sustainable

development.

It is a **space of freedom to express the rights and obligations of citizens**, a space of participation and initiation for all matters related to the interests of the commune and which brings together the actors of democratic governance (state, citizens, civil society, private sector actors).

Accordingly, it becomes an **autonomous public space** common to all legitimate actors and appropriate for democratic governance and sustainable, participatory local development.

IV. DIRECTIVES FOR TRAINERS

The trainer should review Themes I, II and III in order to tackle Theme IV more effectively, since the fourth and final theme represents a synthesis of the three earlier themes. Frequent reference to key concepts and linkages between the macro and micro situation will be necessary.

Relevant articles of the Constitution and the decentralization laws that make the commune a space of development should also be cited.

In this module, it is important that the trainer emphasize the link between the basic principles of democracy and the spatial and local coverage provided by the commune.

Module 4.1 Lesson Plan: The commune: a public space and relevant framework for sustainable local development and democratic governance

1. Learning objectives

The ability to:

- Define the commune as a geographic, legal, economic and social framework for development
- Explain the linkages between the commune and democracy
- Explain the linkages between the commune and local development
- Determine to whom the commune belongs
- Explain the linkages between the commune and democratic governance

2. Target groups

Members and leaders of grassroots COs and CO federations as privileged actors and legitimate partners for strengthening civil society in order to facilitate their participation in democratic governance.

3. Reference documents

Cf. Democratic governance training manual

CONTENTS	TIME	TOOLS	METHOD
<p>Message 1 Definition of the commune (geographic, legal, economic, social, etc.) <u>Geographic:</u> The commune is a group of communities, villages, "fractions," wards located in the same area and sharing the same concerns <u>Legal and institutional:</u> The commune is the basic territorial collectivity, holds legal status and financial autonomy and is managed by elected bodies chosen by citizens to manage their affairs within a framework of laws and regulations <u>Economic, social and cultural:</u></p> <ol style="list-style-type: none"> 1. The commune is responsible for carrying out development activities 2. The commune is a space of intervention by various development actors 3. The commune should favor and encourage other actors (COs, associations, NGOs, private operators) to undertake development activities 4. The commune is the framework for organizing and supplying nearby public services (primary education, literacy training, vital statistics, community health, etc.) 	30 minutes	<ul style="list-style-type: none"> • Table of the institutional scheme of the commune • "The commune in question" P6 (what is a commune?) • Law 93-008 • Law 95-034 • Law 96-059 	<ul style="list-style-type: none"> • Preliminary questions • Synthesis and reading with comments
<p>Message 2 Linkage between the commune and democracy: Citizens' participation through various frameworks and mechanisms</p> <ol style="list-style-type: none"> 1. Definition of the territory 2. Choice of elected officials/citizen is candidate 3. Programming, implementing and monitoring development programs (resource mobilization) 4. Accountability of commune leaders to citizens/mandatory posting of minutes from commune council meetings; council sessions are public 5. Sanctions on elected officials (non-election) 	20 minutes	<ul style="list-style-type: none"> • "The commune in question" P7 • Law 93-008 • Constitution, Articles 1-23 on citizens' rights and obligations • Articles 97-98 	<ul style="list-style-type: none"> • Questions to participants • Comments on articles
<p>Message 3 Linkage between the commune and local development: The commune as an entity of self-governance</p> <ol style="list-style-type: none"> 1. Enjoys the right to free administration and self-management 	20 minutes	<ul style="list-style-type: none"> • "The commune in question" P7/8 • Law 93-008 • Law 95-034 	<ul style="list-style-type: none"> • Questions and answers • Reading with

<p>2. The commune is a space for promoting local development: it liberates the institutions of various actors for mobilizing and managing resources (locally reappropriated) in order to satisfy needs</p>		<ul style="list-style-type: none"> • Development strategy • Strategy for financing territorial collectivities (MDD) 	<p>comments</p>
<p>Message 4 To whom does the commune belong?</p> <ol style="list-style-type: none"> 1. The commune is a common and autonomous public space of participation by actors in sustainable local development 2. Commune actors <ol style="list-style-type: none"> 2.1 <i>The citizen = decision-maker</i> <ul style="list-style-type: none"> Electoral/elected officials - definition of the commune's priorities - <i>The citizen as beneficiary</i> nearby services - <i>The citizen as overseer</i> Debates of the commune council, minutes of council sessions - <i>The citizen as taxpayer</i> Payment of taxes and fees - <i>The citizen as operator</i> Producer and trader, etc. 2.2 <i>Elected officials of the commune</i> <ul style="list-style-type: none"> Good citizens - decision-makers - managers - overseers - link between citizens and state - taxpayers - communicators - educators - informants 2.3 <i>State</i> <ul style="list-style-type: none"> • <u>Supervision</u>: legality control (ensure that actions taken by commune bodies comply with laws and regulations; monitor the operations of commune bodies) • <u>Support and advice</u> (make state services available to the commune; provide assistance and practical advice on organizational and operational matters to communes upon request) • <u>Transfer of resources and subsidies</u> (budget and fiscal resources) • <u>Integration</u>: ensure respect for national unity; at the mayor's request, make available security personnel assigned to state representatives at the commune, "circle" and regional level; the state maintains the army and provides for national defense, handles currency, foreign affairs (this does not exclude decentralized technical cooperation) and arbitration; development authorities in the commune, e.g. for a road 2.4 <i>Civil society</i> (COs, associations, NGOs, other organizations) <ul style="list-style-type: none"> - Information - training - mobilization - participation of citizen members in managing the commune - Creation and mobilization of resources for commune development - Intermediation, pressure groups 2.5 <i>Other actors</i> (development partners, private operators) <ul style="list-style-type: none"> - Technical and financial support 	<p>20 minutes</p>	<ul style="list-style-type: none"> • "The commune in question" • Law 93-008 • Law 95-034 • Decree 210 • Illustration T4M4-3 	<ul style="list-style-type: none"> • Questions and answers • Reading with comments
<p>Message 5 Linkage between the commune and democratic governance:</p> <ol style="list-style-type: none"> 1. The commune is a legal framework of governance (free administration) and a framework of self-governance with sound and effective management autonomy 2. The commune is a space of participation and planning common to all development actors 3. It is a space of local democracy (freedom to express the rights and obligations of citizens, freedom of initiative for development authorities) 4. It is a space of partnership among actors involved in sustainable local development 	<p>20 minutes</p>	<p>Trainer's guide</p>	<p>- Reading with comments</p>

ELEMENTS OF CONCLUSION

- The commune is a framework of life common to all actors who live there.
- It is a space of development for all actors.
- It is a space for applying the rules of democracy.
- It is a space of governance.
- The commune belongs to all of its actors and should be everyone's affair.

ELEMENTS OF EVALUATION

- Before drawing any conclusions, the trainer should help the participants identify the main messages that lead to the elements of conclusion.

These elements of conclusion and evaluation will be completed by the trainer.

MODULE 4.2: DEFINITION AND CHARACTERISTICS OF THE EFFECTIVE COMMUNE

Actors	Actions/roles
STATE	<ul style="list-style-type: none"> - guarantor - decision-maker - executor - overseer - catalyst - information and support/advice - arbitrator - define the institutional and legal framework - provide coordination - definition, planning, orientation, oversight of overall development - guarantor of the democratization process (definition of the rules of the game, protection of rights, creation of conditions for complying with the rules of the game and freedoms) - defend territorial integrity, national unity and social cohesion - encourage private initiative - encourage other development actors
TERRITORIAL COLLECTIVITIES	<ul style="list-style-type: none"> - identify needs - develop programs - plan - oversee and manage - raise funds - award contracts - evaluate actions
PRIVATE OPERATORS: NGOs, ECONOMIC INTEREST GROUPS, CONSULTING FIRMS, ENTERPRISES, ETC. SERVICE PROVIDERS	<ul style="list-style-type: none"> - various support - mobilization - education, strengthening of civil society - on-going study and inquiry - pressure group and counterbalance - catalyst - training and intermediary - information, awareness-raising - technical and financial assistance - strengthening of the democratization process - manage activities - carry out activities, inform, implement, finance, provide technical support, train
ASSOCIATIONS/POPULATIONS	<ul style="list-style-type: none"> - mobilization - counterbalance - decision-maker - manage activities - contribute to financing - beneficiary
NORTHERN DEVELOPMENT PARTNERS DONORS	<ul style="list-style-type: none"> - financial and technical support - support for program implementation

MODULE 4.2: DEFINITION AND CHARACTERISTICS OF THE EFFECTIVE COMMUNE

I. INTRODUCTION TO MODULE 4.2

This module emphasizes the ideal vision of the effective commune: its components, realities, objectives and activities. The main point is to illustrate the concrete results of the democratic governance process at the local, decentralized level (i.e. the commune).

II. MODULE 4.2 LEARNING OBJECTIVES

- Reach a clear definition of the concept of an effective commune
- Determine the main characteristics and distinctive traits of an effective commune

III. PEDAGOGICAL PROGRESSION AND CONTENTS OF MODULE 4.2

LEARNING CONTENT	DURATION	SOURCE/SUPPORT	PEDAGOGICAL APPROACH
<p>3.1 Review the main traits of the commune as a common, autonomous public space of democratic governance</p> <ul style="list-style-type: none"> • Spaces of governance and self-governance • Space of freedom and space for exercising rights and obligations • Space for bringing together the legitimate actors of governance • Space of problem resolution • Public space of governance and participation 	15 minutes	<p>Trainer's guide</p> <p>Themes I and II</p>	Use the tables of Theme I spaces for comments and questions and answers
<p>3.2 The concept of the effective commune</p> <ul style="list-style-type: none"> • The effective commune is the basic territorial collectivity where development issues are the affair of all legitimate actors • It is a space appropriated locally by citizens • It is a common public space recognized by the legitimate actors of governance through: <ul style="list-style-type: none"> - laws - the mechanism for creating communes - the election of officials - the space of proximity and management of citizens' problems • It is an autonomous space of governance that serves citizens and their institutions • It is, above all, a space for organizing and managing relationships among legitimate actors • It is also a functional and viable commune that is engaged in a process of planning and sustainable development • It is a space of dialogue, consultation and negotiation, consensus, mobilization and partnership for the objective of sustainable development 	1 hour	<p>Law 93-008</p> <p>Law 95-034</p> <p>T4 M1-4</p> <p>Trainer's guide</p>	<p>Brainstorming:</p> <p>Review of commune actors</p> <p>In your vision, what does the concept of an effective commune working for citizens inspire?</p> <p>What are the linkages between the commune and the citizen?</p> <p>Review question on the missions of the commune and its general and specific competencies</p>
<p>3.3 The characteristics of an effective commune</p> <ul style="list-style-type: none"> • It is in the commune that citizens see their own reflection and take charge of their own problems • An institutional and legal framework of development that provides opportunities and conditions for participation • Legitimate actors who are prepared and able to defend their rights 	1 hour	Trainer's guide	<p>Brainstorming or questions and answers</p> <p>What should the critical characteristics of a functional, viable and effective commune be?</p>

<p>and interests and who act in partnership for the objective of local, participatory, sustainable development</p> <ul style="list-style-type: none"> • The existence of a critical mass of community organizations that take charge of their priorities and that can mobilize themselves to become effective partners • Legitimate actors who evolve freely and in a concerted manner and who participate in the decision-making process • A dynamic of consultation, dialogue and consensus concerning the priorities and objectives of local development • A platform of negotiation, advocacy, planning and partnership • A program of sustainable development implemented by actors • Actors who take ownership of the future of their commune and who take charge of their own affairs 		<p>Glossary</p> <p>Trainer's guide</p> <p>Table T4 M2-3</p>	<p>Comments on the table</p>
<p>3.4 Illustrative indicators of effective communes</p> <ul style="list-style-type: none"> • Communes that have sustainable development plans developed in collaboration with community organizations and federations • Target communes in which target community organizations can expand and diversify their development activities • Target communes that succeed in generating a portion of their human and financial resources through their own efforts • Target communes where the rules of governance enable the population to better understand the functioning of the commune council and become more involved in commune governance (political) • Target communes conducive to promoting the private sector and its participation in local development (economic) • Target communes capable of promoting basic social services and infrastructure with a combination of internal commune resources and public (state) resources (social) 		<p>Glossary</p> <p>Trainer's guide</p>	<p>What are the indicators that can illustrate the effectiveness of a commune?</p>

IV. CONCLUSION OF MODULE 4.2

Citizens are the primary actors and beneficiaries of the effective commune. They are at the very center of the effective commune. Thus, the commune's functionality and viability in terms of sustainable development policies and objectives depend on citizens. The effective commune comes down to the volunteer citizen, aware and mobilized for commune development.

The effective commune is the autonomous public space where citizens and their various organizations enter into a partnership with actors and decision-makers in order to take charge of development priorities.

The effective commune is the space where synergy among actors should lead to collectively defined outcomes.

The effective commune is the vision and the materialization of a project of democratic society undertaken by citizens at the local level.

V. EVALUATION OF MODULE 4.2

What is needed to create an effective commune?

MODULE 4.2 TRAINER'S GUIDE

I. KEY LEARNING CONCEPTS AND QUESTIONS ADDRESSED IN MODULE 4.2

Characteristics of an effective commune: How do we recognize an effective commune? What are the distinctive traits?

II. KEY LEARNING CONCEPTS AND TERMS TO BE ADDRESSED IN MODULE 4.2

- Characteristics of an effective commune
- Distinctive traits

III. CURRICULUM CONTENT AND KEY CONCEPTS OF MODULE 4.2

It is the participation of legitimate actors, acting in synergy through a dynamic of dialogue, consultation, negotiation, advocacy and consensus, that will make the commune a space of consensus and partnership, thus becoming an **effective commune**.

Democratic governance contributes to the *institutionalization and legitimization* of a decentralized and democratic system of governance in Mali. It does this through the creation of a *critical mass of effective communes* in which both newly strengthened local governments and their counterparts in civil society view themselves and each other as effective partners in, inter-alia, development decision making and implementation. Where the two institutional partners come to view each other as equally legitimate actors in articulating and representing the interests of Malian citizens, the entire political system is legitimized. Equally important, in alliance, the two partners are far more likely to ensure that the central state adheres to the new rules of the game regarding the rights and autonomy of the commune.

But democratic governance goes beyond contributions to strengthening democratic development to sustainable human development itself, that is, it promotes a level of sustainable political, social, environmental and economic development that permits Malians to assume responsibility for addressing their own development needs.

Democratic governance is a *cross-cutting approach* to sustainable development as it contributes to the achievement of improved results in all other development sectors. The notion of an effective commune is manifested in the creation of a *critical mass of effective community organizations and federations* capable of engaging their partners in local government--as well as in other policymaking arenas beyond the local level--in identifying, prioritizing and resolving a range of social and economic problems on behalf of their members and the larger communities within which they reside. Democratic governance shows us that COs and federations are not only base units of democracy and governance but *base units of sustainable human development*. Like citizens themselves, COs show us the totality of sustainable human development, because their interests, needs and aspirations transcend any single development sector. As such they are also *units of synergy*.

As a strategy to mobilize local resources for developmental purposes, democratic governance contributes to the sustainability of communal government and hence the success of Malian decentralization policy. As citizens through their organizations come to see themselves as true stakeholders in local government through their participation in decisionmaking and as the beneficiaries of those decisions, they will be more likely to contribute their own resources (human, economic and natural) for local and national development purposes, not to mention their willingness to pay taxes.

IV. DIRECTIVES FOR TRAINERS

The trainer should encourage the participants to present their vision of society within the commune space.

Module 4.2 Lesson Plan: Definition and characteristics of the effective commune

Learning objectives

The participants will be able to:

- Define the effective commune
- Give the characteristics of the effective commune
- Identify the illustrative indicators of an effective commune

Target group

Leaders of community organizations and other civil society actors

Documents

Democratic governance training manual

CONTENTS	TIME	TOOLS	METHOD
<p>Message 1: Concept of the effective commune</p> <ul style="list-style-type: none"> • Citizens are involved in setting up the commune • The opportunity is given to citizens to practice the prerogatives of citizenship (expressing rights and obligations) • The commune is a platform for gathering actors together • The commune addresses the actors' concerns • The commune handles its prerogatives and competencies properly 	30 minutes	Table, paragraph 5.2: the concept of the effective commune, source indicated - Practical guide for setting up a commune (decentralization mission) - The commune in question	- Reading with comments - Questions on the elements of an effective commune
<p>Message 2: Characteristics of the effective commune</p> <ul style="list-style-type: none"> • Citizens must recognize the legitimacy of the commune • The commune must recognize the roles of the various actors and provide them with an opportunity for dynamic participation (planning, decision-making, implementation and monitoring) • The commune provides opportunities to associations and NGOs to join together and become development partners • The effective commune is a space of consultation, dialogue, negotiation, planning and partnership with respect to observations and priorities 	20 minutes	Paragraph 3 of the pedagogical progression and corresponding sources	- Questions and answers - Comments on illustrations
<p>Message 3: Identification of the illustrative indicators of the effective commune</p> <ul style="list-style-type: none"> • Citizens participate in commune management (voting, candidates, payment of taxes, interest in the operations of commune bodies) • Citizens respect the commune's institutions and orientations and make use of them • Existence of spaces of consultation and participation by various actors (institutionalization of consultation with COs and other actors regarding formulation, participation, implementation and 	30 minutes	- Trainer's guide - Glossary	- Questions and answers - Comments on T4 M2.3

monitoring of development programs) <ul style="list-style-type: none"> • Associations and NGOs assume responsibility for implementing development programs • Existence of community infrastructure and facilities to meet the population's needs • Regular provision of basic public services (schools, health, sanitation, etc.) • A commune capable of generating and mobilizing a portion of its human, material and financial resources through its own efforts • Commune bodies adhere to the rules of governance • Citizens are informed about their rights and obligations; elected officials master their roles; COs are prepared to act as partners 			
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ELEMENTS OF CONCLUSION

- Consider the commune as an entity created by citizens that permits them to exercise their rights and obligations as citizens and to organize the responsibility for addressing their concerns
- A commune that fully carries out its missions and prerogatives
- Reciprocal recognition and engagement between the commune and its actors
- The commune is a framework of action for the associational movement and development partners, permitting the creation of a platform of dialogue
- The commune responds to the aspirations of its actors

ELEMENTS OF EVALUATION

- Before drawing any conclusions, the trainer should help the participants identify the main messages that lead to the elements of conclusion.
- These elements of conclusion and evaluation will be completed by the trainer.

**MODULE 4.3: STEPS TOWARDS AN EFFECTIVE DECENTRALIZATION:
CONVERGENCE AND ARTICULATION OF ROLES AND
COMPETENCIES FOR DIFFERENT ACTORS OF LOCAL
GOVERNANCE WITH THE AIM OF HARMONIZING TOP-DOWN
AND BOTTOM-UP DECENTRALIZATION**

I. INTRODUCTION TO MODULE 4.3

The decentralization process instituted by the Government of Mali can only succeed by reinvigorating and strengthening associational life, which in turn requires restructuring and accountability in commune governance.

This module should illustrate the complementarity, convergence and articulation of the actions by legitimate actors who, their own specific objectives notwithstanding, work on behalf of the common objective of sustainable development at the local level.

II. MODULE 4.3 LEARNING OBJECTIVES

- Identify the appropriate approach to real and effective decentralization
- Help the participants understand that the top-down decentralization now in progress is not in and of itself sufficient for achieving sustainable development

III. PEDAGOGICAL PROGRESSION AND CONTENTS OF MODULE 4.3

LEARNING CONTENT	DURATION	SOURCE/SUPPORT	PEDAGOGICAL APPROACH
<p>3.1 Review of the objectives of the effective commune</p> <ul style="list-style-type: none"> • Review of the law and principles of free administration • The effective commune serves citizens by: <ul style="list-style-type: none"> - Providing minimum nearby public services (health, education, sanitation, water supply) - Encouraging economic promotion of sustainable local development (formulation of development programs, recognized competencies of the commune) • The effective commune is a public space of governance for all actors involved in self-governance (e.g. schools, natural resource management, health, etc.) 	15 minutes	<p>Law 93-008</p> <p>Glossary</p> <p>Trainer's guide</p>	<p>Questions in the form of brainstorming or group work</p> <p>Identify the categories of public services provided by the commune</p> <p>The commune's development prerogatives</p>
<p>3.2 The legitimate actors of local governance and their roles</p> <ul style="list-style-type: none"> • Identify the legitimate actors and indicate their roles: <ul style="list-style-type: none"> - Citizens - Community organizations - Civil society/critical mass of COs and linkages with the other levels of CS - Territorial collectivity - Central state - Private sector - Development partners 	30 minutes	<p>Make use of participants' knowledge and experience</p> <p>Glossary</p> <p>Trainer's guide</p> <p>T4 M1-4</p> <p>T4 M1-5</p>	<p>Questions in the form of brainstorming or group work</p> <p>Indicate the categories of actors and their roles</p> <p>Comments on tables</p>
<p>3.3 The approach for preparing legitimate actors</p> <ul style="list-style-type: none"> • Identify preparation needs and activities • Preparation of citizens and COs <ul style="list-style-type: none"> - Information - Civic education - Training • Strengthening of civil society • Learning about civic action • Availability and openness of state actors and territorial collectivities • Professionalism of the private sector 	1 hour	<p>Glossary</p> <p>Trainer's guide</p>	<p>Brainstorming</p> <p>Group work</p> <p>Identify the needs and activities for preparing actors</p>

<ul style="list-style-type: none"> Participation and support from development partners 			
<p>3.4 Creating a dynamic and process of partnership in the commune space</p> <ul style="list-style-type: none"> Preparation of actors and civic actions Platform for: <ul style="list-style-type: none"> Convergence between priorities and objectives of actors Articulation, complementarity and subsidiarity of competencies, capacities and roles of actors Harmonization between the grassroots planning process and the commune-based process Process of consensual planning/programming Contract and partnership 	1 hour	T4.M3.1 Glossary Trainer's guide	<ul style="list-style-type: none"> Group exercise on the stages of a partnership Comments on the table <p>Determine how the following proverb illustrates the partnership process:</p> <p>"MOGO KELEN TE SE KOLA"</p>
<p>3.5 Remaking the state and the emergence of national partners</p> <ul style="list-style-type: none"> Bottom-up and top-down decentralization: Remaking the Malian state through the decentralization process is unprecedented; it is neither the prerogative of the central state nor that of local citizens; the process is both bottom-up and top-down 	1 hour, 30 minutes		Questions and answers Brainstorming
<ul style="list-style-type: none"> Bottom-up decentralization refers to real consideration of grassroots aspirations. (Example: the determination of villages or "fractions" that wish to belong to the same commune and the choice of the commune seat have been left to the initiative of the local population.) In most cases, the National Assembly has approved the choice made by citizens. In addition, in implementing the process, partnerships between collectivities are encouraged. This dynamic should lead to a critical mass of effective communes who, through advocacy, will compel the central state to embrace policy change and reform. Bottom-up decentralization is when grassroots concerns rise to the surface and are formalized by central decision-makers. Top-down decentralization: Local populations have often been ignored in decisions made by the central state, particularly as regards the limits of free administration. Certain prerogatives fall properly to the central state, namely its sovereign missions: <ul style="list-style-type: none"> National defense Administration of justice International relations Currency Orientation of national development (planning, coordination) <p>Top-down decentralization does not take the population's opinion into account but strives instead to impose an opinion. However,</p>		Synthesis report of regional meetings on territorial delineation (April to July 1995) T4 M3-2 Decree 95-210 PRM	<p>Group work:</p> <p>On what decentralization laws were you consulted prior to their adoption?</p> Comments on the illustration Comments on the limits of free administration

<p>laws adopted in connection with top-down decentralization can be amended in a nation of democratic governance where citizens have advocacy rights.</p> <ul style="list-style-type: none"> • The emergence of national partners: The objective of the emergence of effective communes is ultimately to form effective "circles." The effective "circles" will form effective regions, which will then form an effective nation composed of legitimate actors and partners for sustainable human development. 		<p>T4 M3-3</p>	<p>Comments on the illustration</p>
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IV. CONCLUSION OF MODULE 4.3

This module clearly illustrates that top-down and bottom-up decentralization is a partnership issue governing the distribution of **competencies, powers** (legitimacy) and **resources** among legitimate actors for the purpose of achieving a legitimate and effective commune.

This mechanism should lead to the development of a **critical mass** of effective communes for building the other levels of effective territorial collectivities ("circles," regions), ultimately leading to an effective and legitimate nation whose powers/legitimacy, competencies and resources are derived from other actors.

An effective and legitimate nation can realistically achieve the objectives of good democratic governance and sustainable human development and be truly representative of the international community.

V. EVALUATION OF MODULE 4.3

Explain bottom-up and top-down decentralization and the foundations of the state as a collection of national partners.

MODULE 4.3 TRAINER'S GUIDE

I. KEY LEARNING CONCEPTS AND QUESTIONS ADDRESSED IN MODULE 4.3

The move toward effective decentralization: Is it possible to carry out bottom-up decentralization? In reverse? If democracy is based on the rights of citizens, how can the state (either its central institutions or local government agencies) negotiate with citizens and vice versa? What are the limits to bottom-up decentralization and the limits to free administration and self-governance?

II. KEY LEARNING CONCEPTS AND TERMS TO BE ADDRESSED IN MODULE 4.3

- Complementarity/subsidiarity, accountability, building autonomy
- Effective top-down and bottom-up decentralization
- Free administration and its limits (unitary state, supervision, rules of public accounting/singularity of financial management through the public treasury)

III. CURRICULUM CONTENT AND KEY CONCEPTS OF MODULE 4.3

Underlying the D/G SO – *Community Organizations in Targeted Communes are Effective Partners in Democratic Governance, including Development Decisionmaking and Planning* – is the notion of the **effective commune**. The definition of an effective commune is: *a decentralized and democratic system of governance in which a range of governance functions, including the making and implementation of public policy, is shared between local communal governments on the one hand and local level civil society on the other.*

An effective commune, therefore, is one in which each of these development partners has the requisite capacity (e.g., technical, institutional and financial) to render effective performance in the discharge of public governance functions. While the D/G SO has limited itself to strengthening the civil society component (COs, federations of COs, and Malian NGOs) of the “effective commune” equation, implicit to the strategy is the creation and strengthening of communal governments. The latter task of ensuring effective local government partners, however, will be undertaken by the Government of Mali in collaboration with other international development partners. The term also implies that all necessary legal and institutional conditions required to achieve effective decentralization have taken place (e.g., all laws have been passed, elections have been held).

While there is tremendous growth in associational life at the local level, there appears to be no coherence or organization of these “self-governing” associations in terms of a shared or common vision of how they might work together to improve their collective (communal) welfare. The effective commune, however, provides us with such a vision in which the critical mass of COs begin to join together in order to tackle broader communal problems and provide a united front vis-a-vis local communal governments. In this vision, a coherent, inter-connected communal level civil society becomes not only a partner in democratic governance at the local level, but an independent realm of self-governance.

This vision contrasts with the current conception of decentralization with communal government being the principal focus of local decisionmaking. In fact, the D/G SO is also contributing to the construction of complementary structures of self-governance below the level of communal government. Again this vision requires us to look at relationships between self-governing COs and communal government on the one hand, and between self-governing COs and traditional authorities (chieftaincy) on the other. To explain further:

We start with the purpose of Malian decentralization: *to increase the participation of Malian citizens in the processes and institutions (economic, social and political) that promote national development; in this regard, participation both in the making and implementation of relevant public policies.* The current program of decentralization in Mali is one in which the “center” has agreed to give up certain competencies, authorities and resources and devolve them to constitutionally mandated structures of democratically elected local or communal government. This is an **uni-directional** – from top-to-bottom, or **decentralisation descendante** – movement of power, and is best embodied by the term **responsibilisation**, that is, the conscious transfer of authority and resources from one level of government to another; or potentially from local government to local level civil society actors. To be successful, the lower level of government and/or civil society must accept responsibility for functions devolved to it and undertake them effectively.

In the case of Mali, the limits to free administration and top-down decentralization are:

- The principle of a unitary state as manifested in the Malian motto: One People, One Goal, One Faith
- The principle of state sovereignty and sovereign state functions, i.e. non-transferable mandates (defense, currency, diplomacy/foreign relations, justice, legislation, orientation of development policy)
- The principle of supervisory authority over collectivities, along with the functions of support/advice and legality control
- The principle of public accounting (singularity of funds; management of the collectivities' finances is done through the public treasury)

The right to free administration is exercised much more extensively within collectivities and by them in terms of sharing executive powers.

A complementary but reverse view of decentralization – from bottom-to-top or, **decentralisation ascendante** – is one in which civil society organizations and communities at the base of society take on new public responsibilities and governance functions independent and outside of the authority of the central state, and, in many cases, that of decentralized local government. The term **autonomisation** best expresses this understanding of CSOs and communities taking on local initiatives on behalf of their members within the broader context of constitutional rules. The D/G

SO in fact promotes this form of decentralization through its conception and interventions in the area of self-governance, or more aptly, democratic self-governance.

The issue is not an either-or one, but rather recognizes that civil society has the right to undertake a range of public functions that it is best placed to carry out. This is the notion of *subsidiarity*, i.e., that authority and responsibility for achieving public results should be devolved to the lowest level of governance capable of achieving them. This has increasingly become important to those working to empower the grassroots level to initiate and execute its own public functions independent of government whether at the local or central levels. And in fact this phenomenon has been witnessed throughout Mali both before and after the 1991 revolution as central government withdrew from its dominant role in managing social and economic life.

As the legal framework for decentralization has been filled out with the passage of new laws and policies, there remain numerous areas ranging from the management of natural resources, to the delivery of public services, to the promotion of economic growth where the law is silent on the role of both civil society and local government. The tendency in Mali, following the precedents of French law, is that where the law is silent on these functions, it is taken to mean that civil society or local governments are prohibited from undertaking them.

This contrasts to Anglo-American legal traditions where rights not specified by law automatically fall to the lowest level of governance or self-governance in the case of civil society.

Ultimately the democratic governance strategy and its allied concept of the effective commune are attempting to change this mentality and institute a system of governance that empowers citizens as they participate in designing their futures.

IV. DIRECTIVES FOR TRAINERS

The trainer should organize this session around the use of the illustrations in order to develop a good dynamic and facilitate a clear understanding of the concepts.

In combination with the illustrations, the trainer should use brainstorming and question-and-answer techniques to help the participants identify the key concepts, which can then be expanded upon with explanations and comments.

The reference document should be of great assistance.

Module 4.3 Lesson Plan: The move toward effective decentralization

Learning objectives

The participants should be able to:

- Recall the objectives, missions, prerogatives and principal actors of the effective commune
- Demonstrate that, in an effective commune, all actors have a role to play; define their level of preparation in relation to their roles and explain the necessity of preparation
- Understand the necessity of convergence/consensus regarding the commune's priorities and objectives
- Understand the partnership dynamic leading to the creation of a critical mass of effective communes and ultimately to the emergence of an effective nation composed of legitimate actors and partners

Target group

Members and leaders of COs and their federations

Reference documents

Cf. Democratic governance training manual

CONTENTS	TIME	TOOLS	METHOD
<p>Message 1: Review of the objectives, missions, prerogatives and principal actors of the effective commune</p> <ul style="list-style-type: none"> • Objectives of the effective commune • Missions of the effective commune • Prerogatives of the effective commune • Principal actors of the effective commune 	15 minutes	Illustrative tools from Modules 4.1 and 4.2	- Questions and answers
<p>Message 2: In an effective commune, all actors have a role to play; are they all well prepared for these roles?</p> <ul style="list-style-type: none"> • Training needs for various actors • Preparation activities • Other 	30 minutes	Partnership illustration Glossary and guide	- Comments on illustrations and guide - Use of the contents of Point 5.3 to illustrate the case of the various actors - Group work
<p>Message 3: The necessity of convergence/consensus regarding the commune's priorities and objectives</p> <ul style="list-style-type: none"> • Complementarity, harmonization/coordination of actors' interventions • Platform of planning/programming for better articulation of the different actors' interventions (commune council, association, private operators, NGOs, etc.) • Definition of responsibilities and establishment of partnership contracts between actors regarding interventions 	30 minutes	- Illustration T4M43.2 - Trainer's guide	Group exercises on the stages of partnership Comments on table

<p>Message 4: The partnership dynamic will create a critical mass of effective communes, leading to the emergence of an effective nation composed of legitimate actors and partners</p> <ul style="list-style-type: none"> • The current decentralization scheme being implemented by the state makes the commune the basic level of territorial collectivities • This represents an opportunity for the emergence of effective communes • The partnership dynamic will make it possible to achieve a critical mass of effective communes with actors participating in the emergence of an effective nation in which they find themselves reflected 	30 minutes	<ul style="list-style-type: none"> - Message 4, Module 1: sovereign state functions - Illustration on remaking the state - The commune in question, P28-76-64 	<ul style="list-style-type: none"> - Comments on the illustration - Reading of pages 28-64-76
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ELEMENTS OF CONCLUSION

- It is the commune where all actors are well trained and play their roles properly in a platform of complementarity, harmonization and coordination of interventions.
- A critical mass of effective communes will generate an effective nation.

ELEMENTS OF EVALUATION

- Before drawing any conclusions, the trainer should help the participants identify the main messages that lead to the elements of conclusion.
- These elements of conclusion and evaluation will be completed by the trainer.

MODULE 4.4: SYNERGY IN PROMOTING SUSTAINABLE HUMAN DEVELOPMENT: INTEGRATING POLITICAL, SOCIAL AND ECONOMIC DEVELOPMENT INTO A COMMON VISION FOR HANDLING LOCAL PROBLEMS

I. INTRODUCTION TO MODULE 4.4

The citizen, as an economic, social, political and environmental unit, stands at the very center of the synergy of development. He or she has interests, needs, rights and obligations and is an actor in social life. The citizen develops ambitions and goals that enable him or her to define the contours of a vision of society and of sustainable development. As an actor, the citizen develops synergy with other citizens in an association for the purpose of achieving a common objective. And this synergy can progress, level by level, from the local arena to the national stage.

II. MODULE 4.4 LEARNING OBJECTIVES

- Explain how the effective commune is a space of synergy, participation and mobilization of actors
- Identify the roles and responsibilities of legitimate actors and the approaches for formulating the vision and the objectives of commune development

III. PEDAGOGICAL PROGRESSION AND CONTENTS OF MODULE 4.4

LEARNING CONTENT	DURATION	SOURCE/SUPPORT	PEDAGOGICAL APPROACH
<p>3.1 Review the key elements of the effective commune as a space of governance and participatory development</p>	15 minutes	Module 4.2	Questions and answers
<p>3.2 Concepts and elements of synergy in promoting sustainable human development</p> <p>Synergy is the joining together of several actions contributing to a single effect in an economical fashion. The goal of sustainable human development is to encourage harmonious progress in all spheres of human activity without one sphere dominating the others (economic, social and political, each of which interacts with the natural environment) in order to achieve a better outcome in each of the spheres considered individually.</p>	45 minutes	<p>Theme I T1 M1-1</p> <p>Glossary</p>	<p>Brainstorming</p> <p>Review of and comments on illustration T1 M1-1</p>
<p>3.3 Actors in the synergy of sustainable human development</p> <p>All stakeholders in the various spheres are actors in synergy. The basic unit is the citizen, who is:</p> <ul style="list-style-type: none"> • a political being • an economic being • a social being • a biological being <p>Each stage of remaking the state (from the local level to the national level) is a combination of several actions. Synergy must exist at all levels for sustainable human development to occur.</p> <p>At the national level, the supreme decision-making institutions of the Republic must encourage synergy and must also function as elements of synergy so that the entire structure does not collapse:</p> <ul style="list-style-type: none"> • President of the Republic • Government • National Assembly • Supreme Court • Constitutional Court • High Court of Justice • High Council of Territorial Collectivities 	1 hour, 30 minutes	<p>T1 M1-1</p> <p>T1 M1-1</p> <p>T1 M1-1</p> <p>Article 25 of the Constitution of 2/25/92 T4 M4-3</p>	<p>Questions and answers</p> <p>Comments on the illustration</p> <p>Review of and comments on the illustration</p> <p>Comments on the illustration</p> <p>Comments on the table</p>

<ul style="list-style-type: none"> • Economic, Cultural and Social Council 			
<p>3.4 The collaboration and partnership strategy of partnership actors</p> <p>The strategy requires:</p> <ul style="list-style-type: none"> • preparation of actors • a shared vision of development • initiation of a process of dialogue • setting up a platform of consultation • a participatory approach • contractualization of partner relations • implementation, monitoring and evaluation • accountability 	<p>1 hour</p>	<p>Theme II Theme III</p> <p>The commune in question</p> <p>Trainer's guide</p>	<p>Brainstorming or group work</p> <p>What strategy should be adopted to ensure effective collaboration of all commune partners?</p>

IV. CONCLUSION OF MODULE 4.4

The commune is the basic territorial collectivity in the newly decentralized and democratic administrative organization of the Malian nation. It is a space of freedom to express the rights and obligations of citizens and a space of participation and initiation for all matters related to the interests of the commune.

It is a public space of consensus and partnership in miniature and thus a space of synergy among the actors of democratic governance and sustainable development.

V. EVALUATION OF MODULE 4.4

Identify the elements of synergy and the commune vision for taking charge of local development problems.

MODULE 4.4 TRAINER'S GUIDE

I. KEY LEARNING CONCEPTS AND QUESTIONS ADDRESSED IN MODULE 4.4

Synergy in promoting sustainable human development: How do democratic governance and its manifestations within the effective commune framework encourage synergy between development actors (partners) and development sectors? What are the mechanisms and strategies for sustainable commune development? What are the roles and responsibilities and what are the approaches to the activities of planning, implementation, monitoring and evaluation of commune development?

II. KEY LEARNING CONCEPTS AND TERMS TO BE ADDRESSED IN MODULE 4.4

- Synergy, elements of synergy and democratic governance as a cross-cutting approach
- Convergence and articulation of roles and competencies
- Vision and strategy (vision of the effective commune and strategy for achieving it)
- From nation/state to nation/partner: a plan for remaking the state
- Public space of participation, space of partnership = effective commune
- Institutionalization and legitimization (critical mass of effective communes)

III. CURRICULUM CONTENT AND KEY CONCEPTS OF MODULE 4.4

The effective commune should be a space of synergy, consensus and local democratic governance leading to sustainable development.

The commune is a public space common to all legitimate actors, each of whom has specific objectives and approaches which may, however, converge to promote viable local development.

Commune development should be the affair of all citizens and should therefore be viewed as a **platform for mobilizing** legitimate actors around needs and development priorities in order to achieve participatory and effective management.

To create an effective commune, it is necessary to develop a synergy of actors through a **convergent, harmonious and complementary approach** that takes into account the concerns of economic, political and social development and the rational management of resources and the environment.

The operational strategic approach recommends the following steps as priorities:

- Preparation of citizens and their grassroots organizations through information, education, citizenship training and other training designed to provide skills and capacities for mobilizing citizens and enabling them to act either individually or collectively to exercise their rights and defend their interests. The goal is the emergence of a new type of citizen who is capable of playing these roles individually and also through the various organizations of civil society.
- Organization and strengthening of civil society by bringing together and mobilizing grassroots organizations and various associations and federations to carry out civic actions of effective advocacy directed toward decision-makers and powerholders within the commune (commune council and state).

- Preparation of key legitimate actors to acquire competencies and master their roles and responsibilities.
- Within the public space common to all commune actors, organization and development of a **platform of dialogue, consultation, negotiation, advocacy and consensus** regarding the concerns and priorities of development.
- Within this platform of dialogue and consultation, development of a dynamic of planning/programming, implementation and monitoring/evaluation of local development activities by:
 - Taking into account the concerns, needs and priorities of citizens and their organizations.
- Improved articulation and harmonization of top-down decentralization (from the central state to the region, "circle" and commune) and bottom-up decentralization (from the citizen, organization, civil society, villages and communes, etc.).
- Implementation of a strategy to mobilize resources and finances for practical development actions.
- Implementation of a **consensual approach based on collaboration, cooperation and partnership** through:
 - Cooperation in developing a clear breakdown of the tasks and responsibilities of the actors involved;
 - Systematization of the approach to **contractualization and partnership** in relations.

It is this partnership that provides a framework of convergence, harmonization and/or articulation of the numerous and varied objectives of different actors working toward sustainable local development.

- Implementation of the key principles of local democratic governance in terms of information, participation, transparency, effective management and accountability.

These steps will enable the commune to become effective in serving citizens and promoting local democratic governance and true participatory, sustainable local development.

IV. DIRECTIVES FOR TRAINERS

The trainer should review Themes I, II and III in order to tackle Theme IV more effectively, since the fourth and final theme represents a synthesis of the three earlier themes. Frequent reference to key concepts and linkages between the macro and micro situation will be necessary.

Relevant articles of the Constitution and the decentralization laws which make the commune a space of development should also be cited.

In this module, it is important that the trainer emphasize the link between the basic principles of democracy and the spatial and local coverage provided by the commune.

The trainer should make use of the realities of the target group's commune to facilitate a fuller understanding.

The trainer should urge the participants to master the various approaches identified for reaching a shared vision of the commune.

Module 4.4 Lesson Plan: Synergy in promoting sustainable human development

Learning objectives

The participants will be able to:

- Recall the key concepts of the effective commune as a space of governance and participatory development
- Explain how the effective commune facilitates the task of organizing an operational strategy of mobilization and participation of actors for the purpose of achieving shared development objectives
- Understand that the effective commune should be a shared vision of development that provides a space of participation, contractualization, partnership and accountability for the various actors.

Target group

Members and leaders of COs and their federations

Reference documents

Cf. Democratic governance training manual

CONTENTS	TIME	TOOLS	METHOD
Message 1: Review the key concepts of the effective commune <ul style="list-style-type: none">• The effective commune is a space of governance• The effective commune is a space of participatory development	10 minutes	Module 4.2 Message 1	
Message 2: The effective commune embraces an operational strategy of mobilization and participation of actors around shared development objectives: the existence of a framework of dialogue, negotiation and consensus <ul style="list-style-type: none">• Learning objective of development• Strategy of mobilization and participation• Framework/platform of dialogue, negotiation and consensus	15 minutes	Illustration T4 M4.1 Trainer's guide and glossary	- Reading with comments - Questions and answers - How can a commune be effective? - What are the elements of synergy?
Message 3: The effective commune should be a shared vision of development with a space of participation, contractualization, partnership and accountability of the various actors. <ul style="list-style-type: none">• Shared vision of development• Space of participation by actors• Contractualization of relations• Partnership and accountability of the various actors	15 minutes	- T4 M2.3 - T4 M3.2 - T4 M4.4	- Questions and answers on the vision - Comments on illustrations

ELEMENTS OF CONCLUSION

- The effective commune is a space of governance and participatory development.
- The effective commune is a shared vision of development and a space of participation by actors and contractualization of relations.

ELEMENTS OF EVALUATION

- Before drawing any conclusions, the trainer should help the participants identify the main messages that lead to the elements of conclusion.
- These elements of conclusion and evaluation will be completed by the trainer.

THE EFFECTIVE COMMUNE

THEME IV: TRANSLATION OF PRINCIPAL TERMS

1. Public space
2. Effective commune
3. Favored space
4. Local development
5. Participatory development
6. Sustainable development
7. Message
8. Framework of life
9. Citizenship
10. Shared vision
11. Prerogatives
12. Geographic framework
13. Legal framework
14. Social framework
15. Economic framework
16. Community organization
17. Civil society
18. Public services
19. Territorial collectivity
20. Participation
21. Democracy
22. Mobilization
23. Sanctions
24. Operational strategies
25. Needs
26. Initiatives
27. Supervision
28. Support/advice
29. Integration
30. Transfer
31. Arbitration
32. Sound management
33. Intermediary
34. Pressure groups
35. Actors
36. Planning
37. Freedom of speech
38. Rights and obligations
39. Citizens' rights and obligations
40. Partnership/collaboration
41. Effective commune
42. Dialogue
43. Characteristics
44. Indicators
45. Opportunity
46. Take ownership
47. Recognize

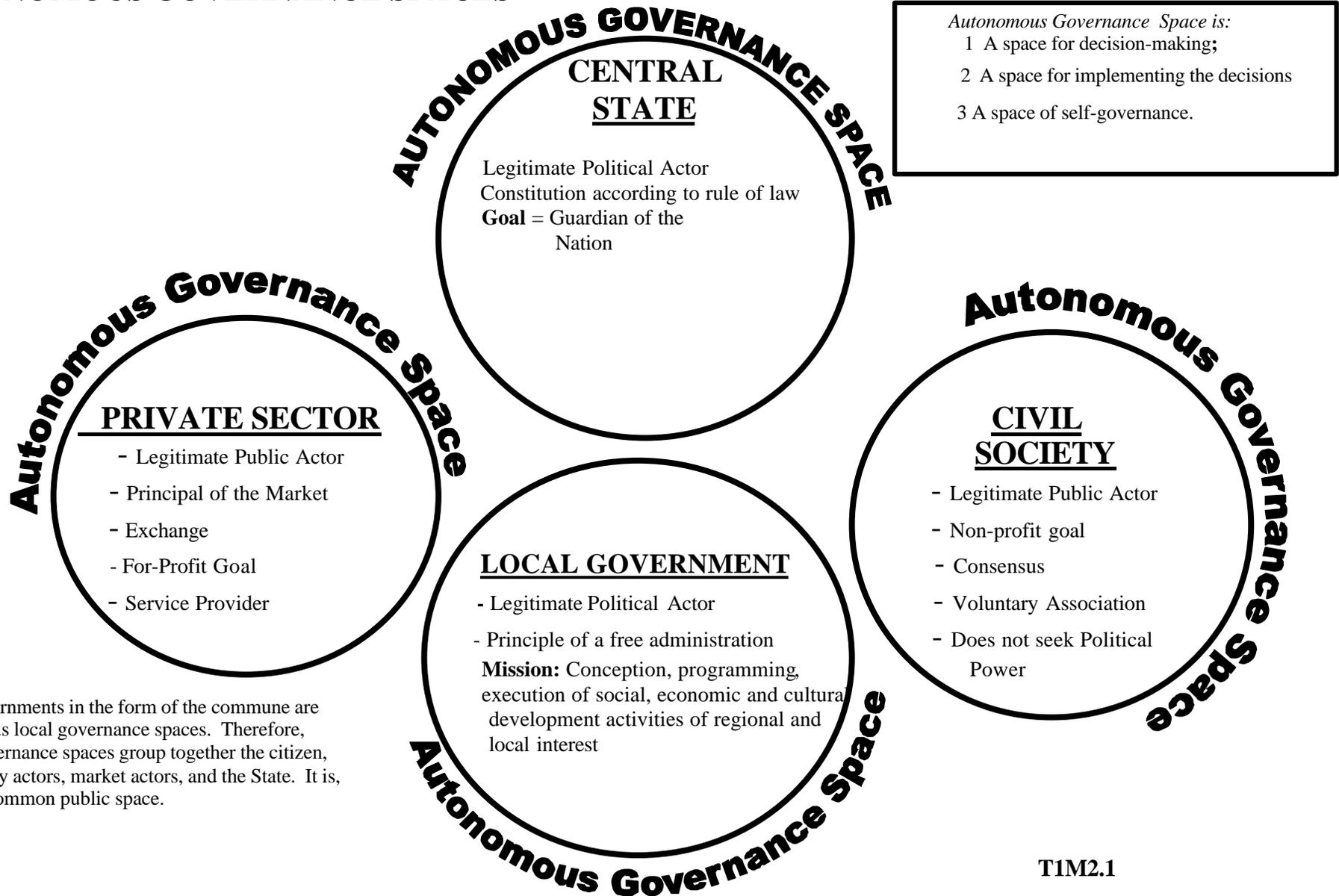
48. Recognition
49. Dynamic
50. Control
51. Space of consultation
52. Space of dialogue
53. Space of negotiation
54. Priorities
55. Missions
56. Commitments
57. Aspirations
58. Synergy
59. Remaking
60. Top-down decentralization
61. Bottom-up decentralization
62. Convergence
63. Critical mass
64. Emergence
65. Nation
66. Platform
67. Complementarity
68. Harmonization
69. Coordination
70. Articulation
71. Contract
72. Illustration
73. Role
74. Vision
75. Vision of society
76. Consensus
77. Evaluation

: FOROBA KENE
: MARA/KOMINI MINBA JOYOROFA
: KENE KERENKERENNEN SAN KOROTALEN
: YREKORO JIDI/YIRIWA
: JEKAYIRIWA
: YIRIWA SIRA
: CIKAN
: SIGIDAKOW
: FASODENYA
: BEEJEKUNTILENNA
: SE NI YAMARUYAW
: SIGIYORO
: SARIYASIRA
: MAAYA SIRA
: NAFA SIRA
: BEEJE TON
: YERE DEMEN KULUW
: FOROBA MAGOW
: MARA BOLOW
: JOYORO/NIYORO

: BEE JEN FANGA/FANGA YAMARUYALEN
 : CEBO
 : NGAGINIW
 : FERETIGETAW
 : MAGOW/HADUW
 : GANIYAW TALI
 : KALIFA NI KOLOSI
 : LADILI NI DEMEN
 : KAFO FIOGONKAN
 : SE NI DONINYAW DILI
 : NGOGONCEFO
 : JAMANI SORO LADONNI/LABAARA KONUMAN
 : NGOGOCE SIRA FOLI
 : YELEMANI LAGNINI KULUW
 : WALEYABAGAW
 : BOLODALI
 : KUMALABILALI
 : INI MIN KAKAN ANI KA KETAW
 : JOSARIYAW NI KETAW
 : JENI BAARANOGONYA
 : MARA LAKIKA/YEREYERE
 : MASALA/NGOGON FAAMUYA
 : SAWURAW
 : TAMASINEW
 : SIROW/MASOROW
 : KA KE ITAYE
 : Ka - LADON
 : LADONNI
 : GALABUKENE
 : KOLOSILI/SEGESEGELI
 : NGOGON FAAMU/KENE LAKUMA
 : NGUGON FAAMU/LAKUMAKENE
 : BENKENE
 : HAJU/HAMINAN GELENW
 : CIYAW/BILAKUNW
 : LAHIDUW
 : HAMINANW/NATAW
 : DON FIOGONNA NI DAFALI
 : BAYELEMALI
 : MARA TANBAB KA JIGIN CEBO
 : MARA CEBO KA YELEN
 : BENYORO
 : UNBAW
 : POYILI/KUNNABOLI
 : FASO
 : NGOGON
 : DAFALI
 : KOWBE NGOGOMALI
 : FARA GNOGON KAN NI KOLOSILI
 : GNOGONTALI
 : BENKAN BAARA (KE) SEBEN

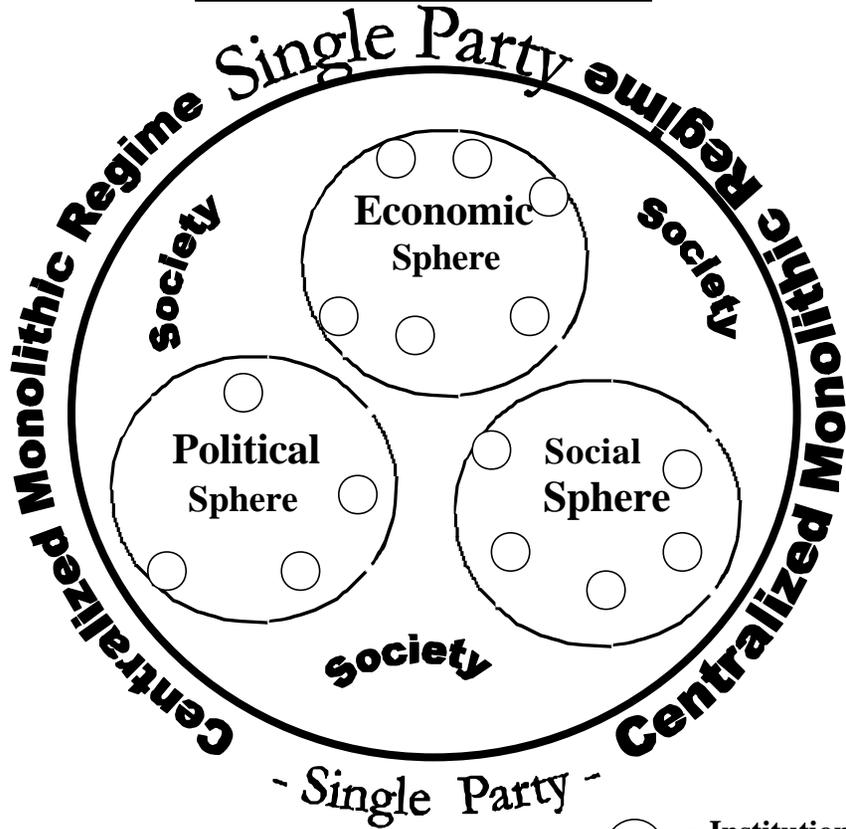
: NATELIYE/JA/SINKON
: JOYORO
: KUNTILENNA
: HADAMA DENYA/GNETAAWALE/SINIFIESIGI
: BENKAN HAKILILA
: KIIMELI

AUTONOMOUS GOVERNANCE SPACES

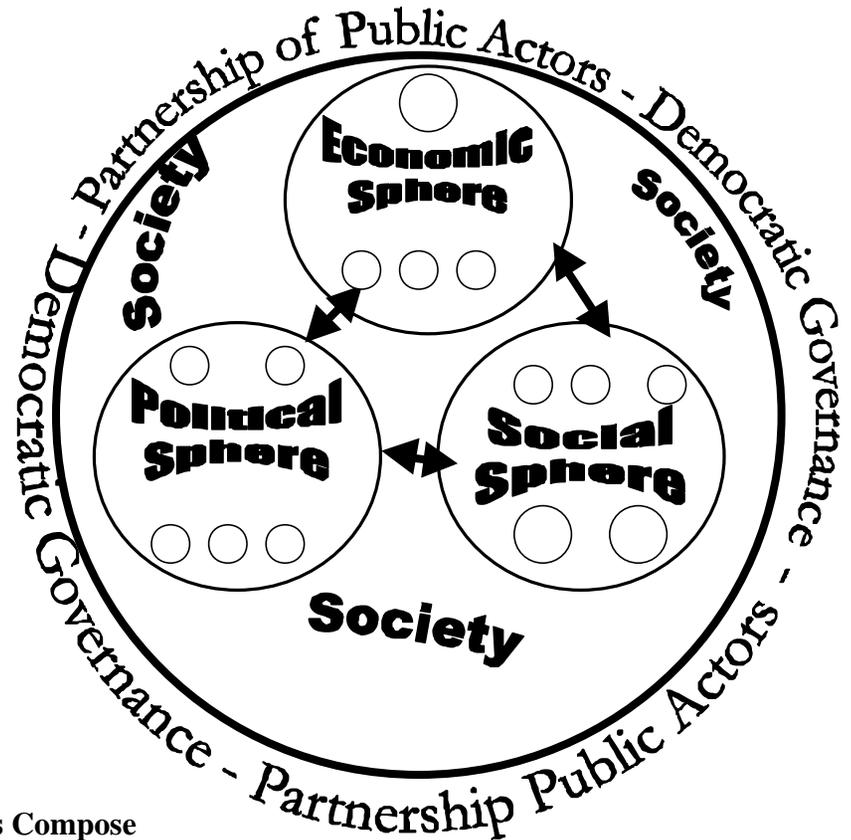


Local governments in the form of the commune are autonomous local governance spaces. Therefore, public governance spaces group together the citizen, civil society actors, market actors, and the State. It is, in fact, a common public space.

I
Non or Bad Development



II
Good or Sustainable Development



○ = Institutional Actors Compose each sphere or publics actors

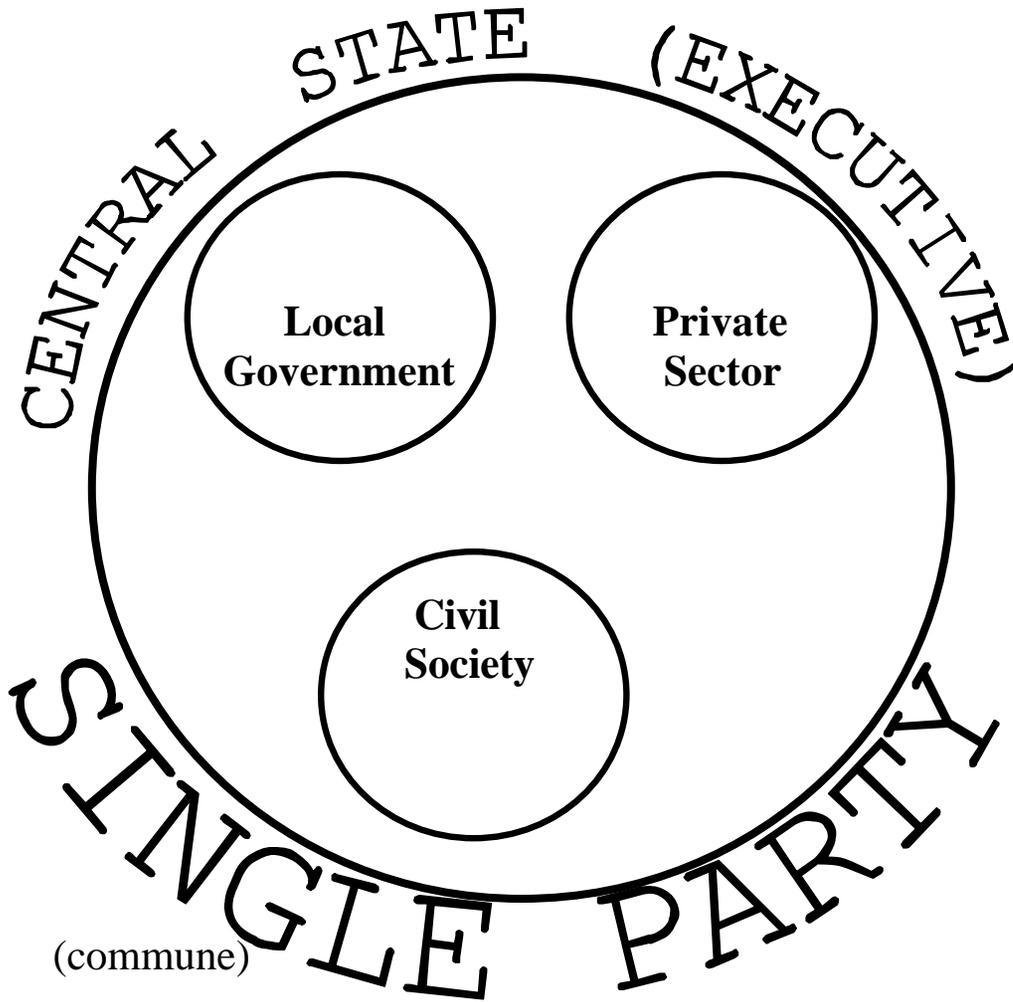
Each sphere is directly tied to the Single Party

The spheres are interdependent

Public Actors in a state of domination or in equality

I. STATE = NATION

Legitimate Public Actor = Central State

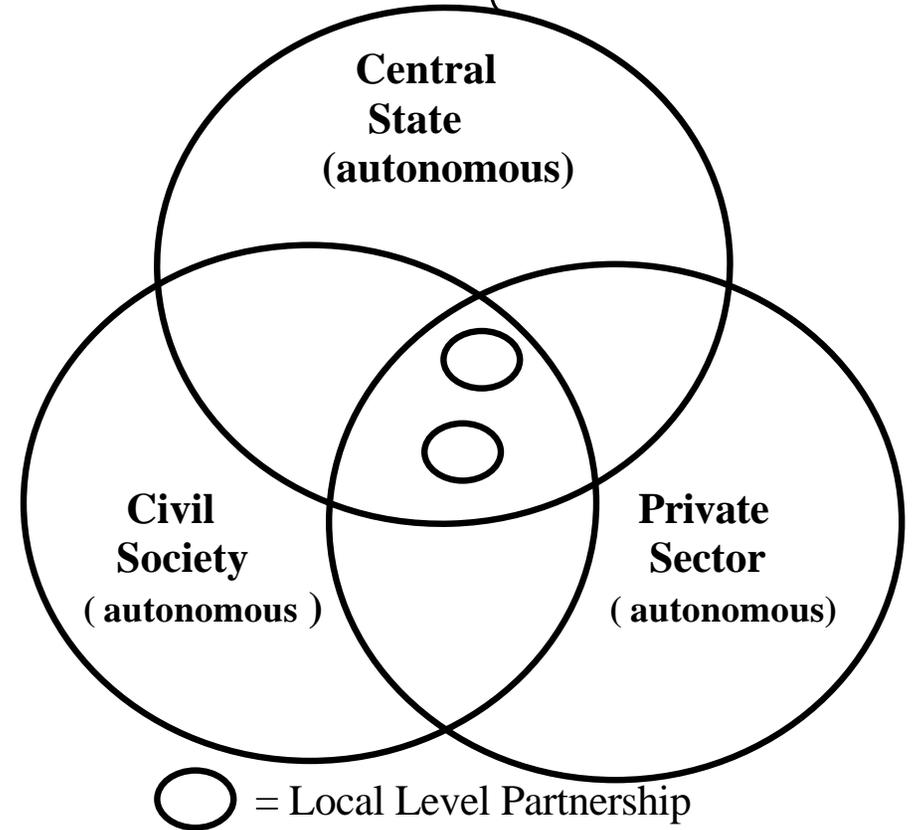


Authoritarian Governance = Bad governance

II. PARTNERSHIP = NATION

Legitimate Public Actor =

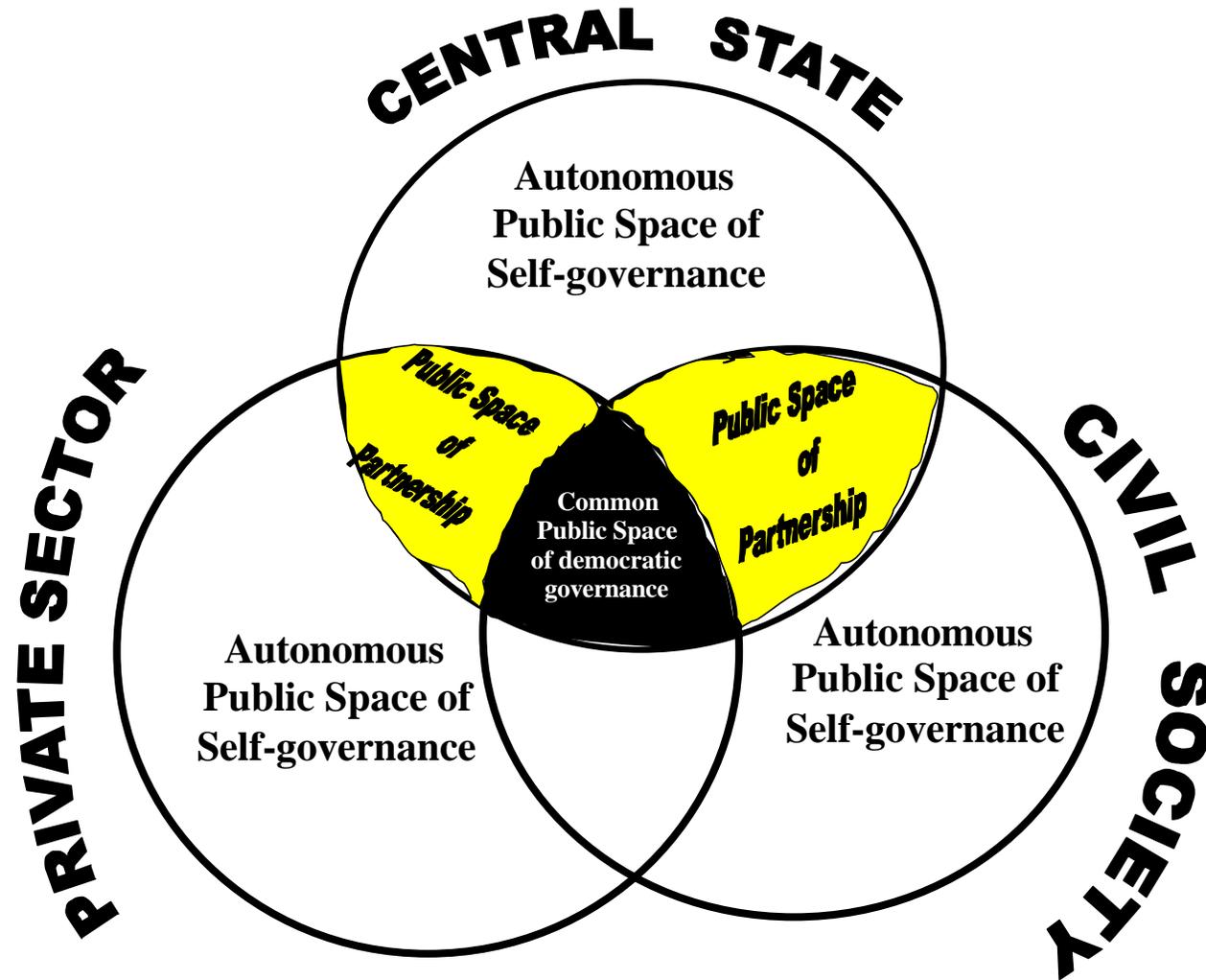
- Civil Society
- All State Institutions
- Private Sector
- All Political Parties
- Local Government



Democratic Governance = Good governance

T₁ M_{2.4}

PUBLIC GOVERNANCE SPACES



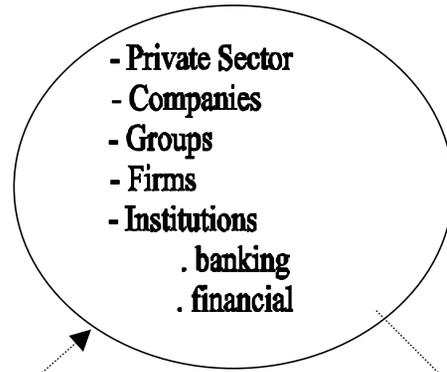
Observation : The commune is also an autonomous public governance space. It groups together the citizen, civil society actors, market actors, and state actors, $T_1 M_{2,3}$ which share the common space of democratic governance.

Different types

of governance spaces

"public" or "autonomous"

The Market



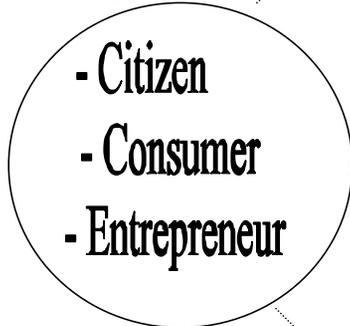
Community



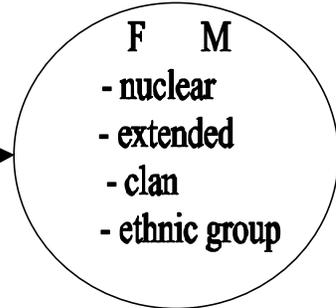
Society



Individual

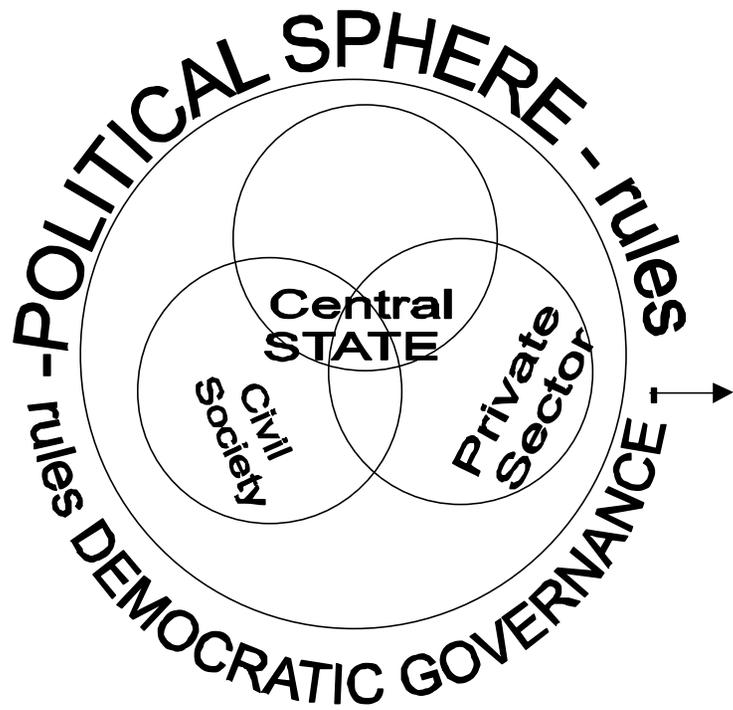


Family



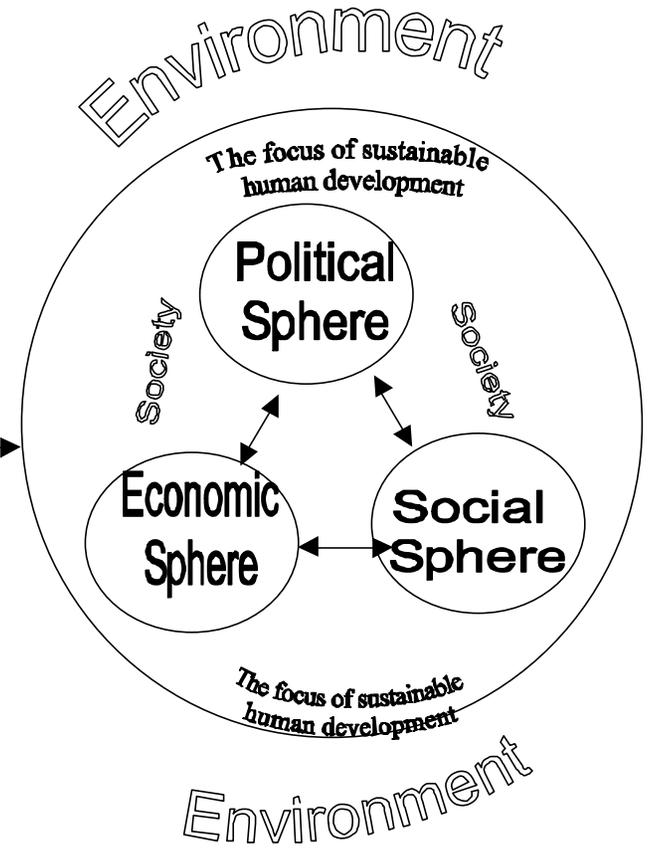
Civil Society





Good governance

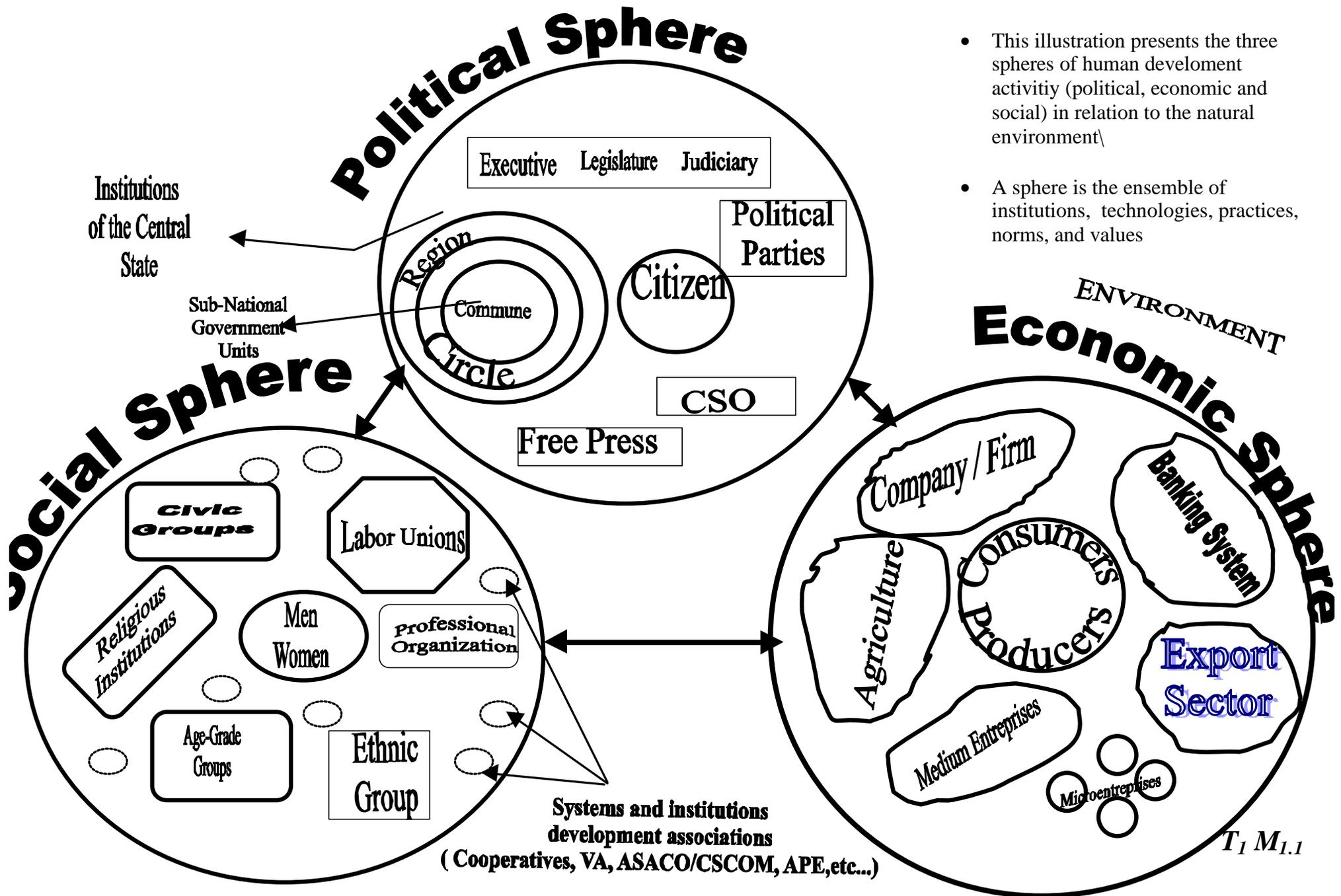
- Full participation in decision-making
- Transparency in the election of leaders and in the process of decision-making
- The accountability of leaders to the governed
- The effective use of public resources by leaders for public not personal objectives



The autonomy of social units;
Development spheres and public governance spaces

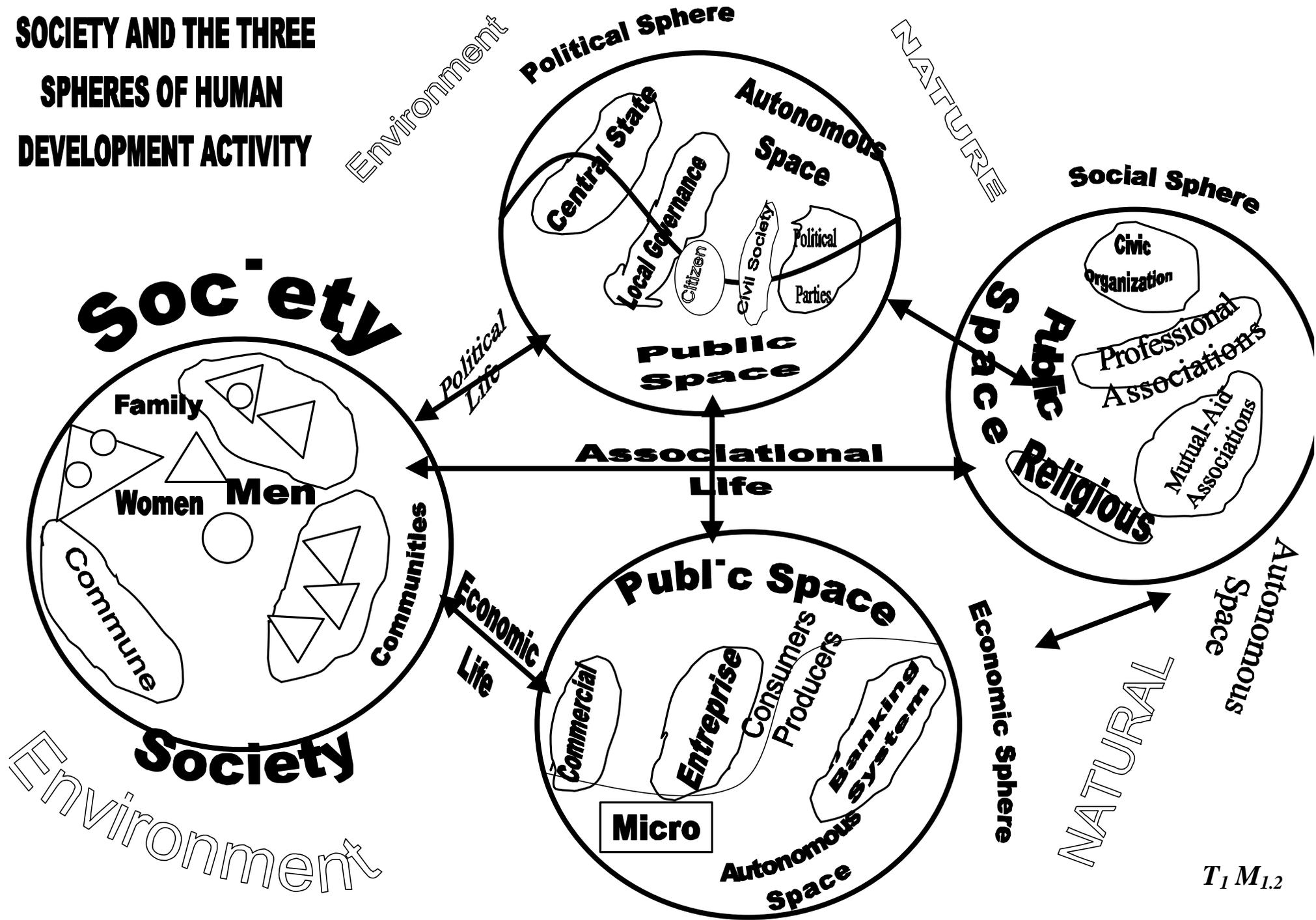
T₁M_{2.5}

THE THREE SPHERES OF HUMAN DEVELOPMENT ACTIVITY

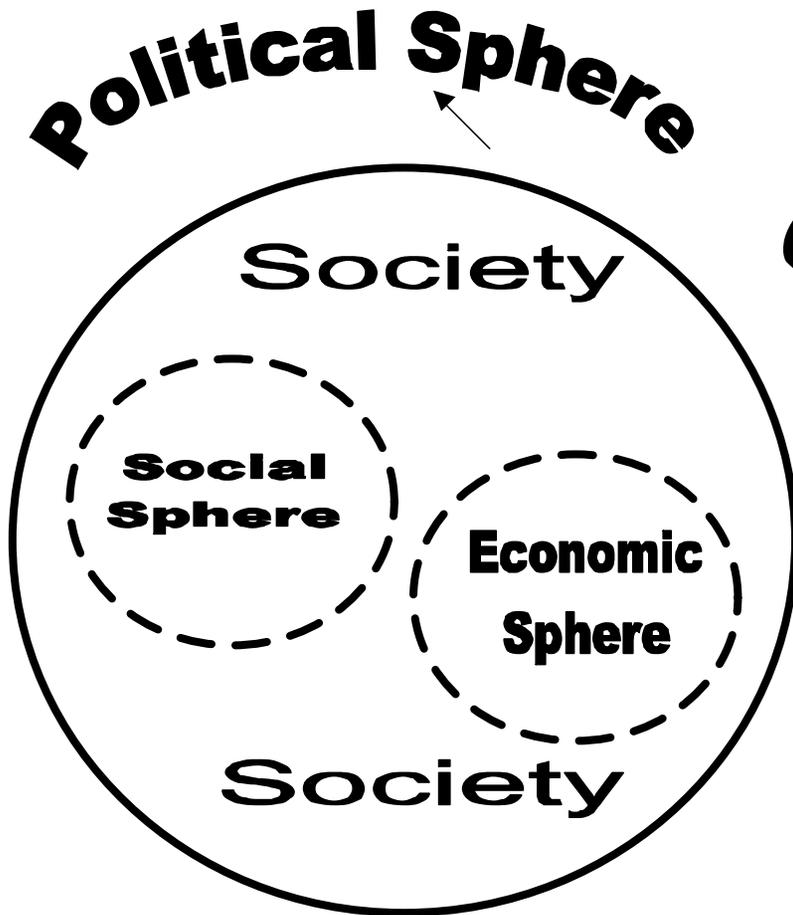


- This illustration presents the three spheres of human development activity (political, economic and social) in relation to the natural environment\
- A sphere is the ensemble of institutions, technologies, practices, norms, and values

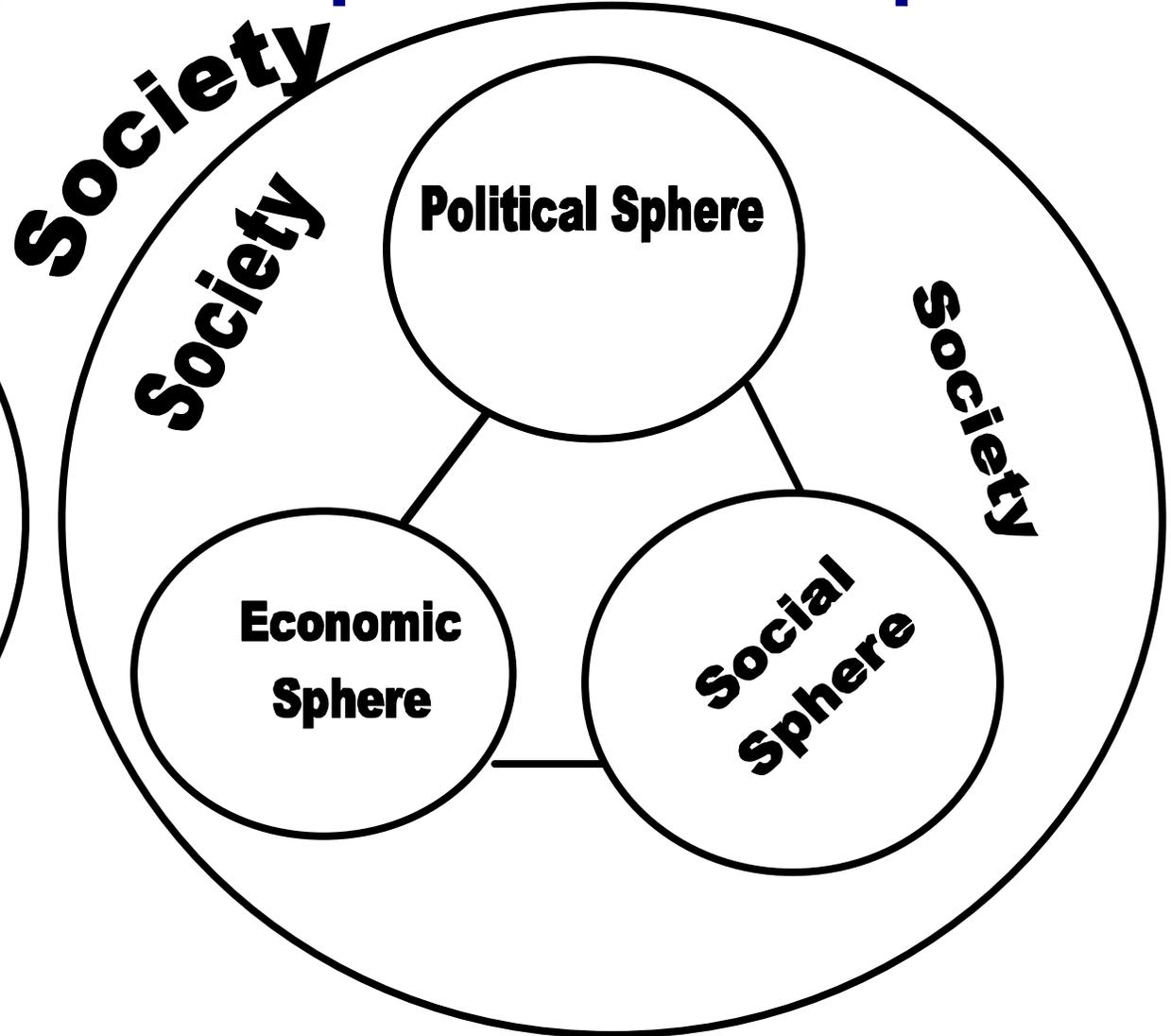
SOCIETY AND THE THREE SPHERES OF HUMAN DEVELOPMENT ACTIVITY



The Three Spheres in Equilibrium and Disequilibrium

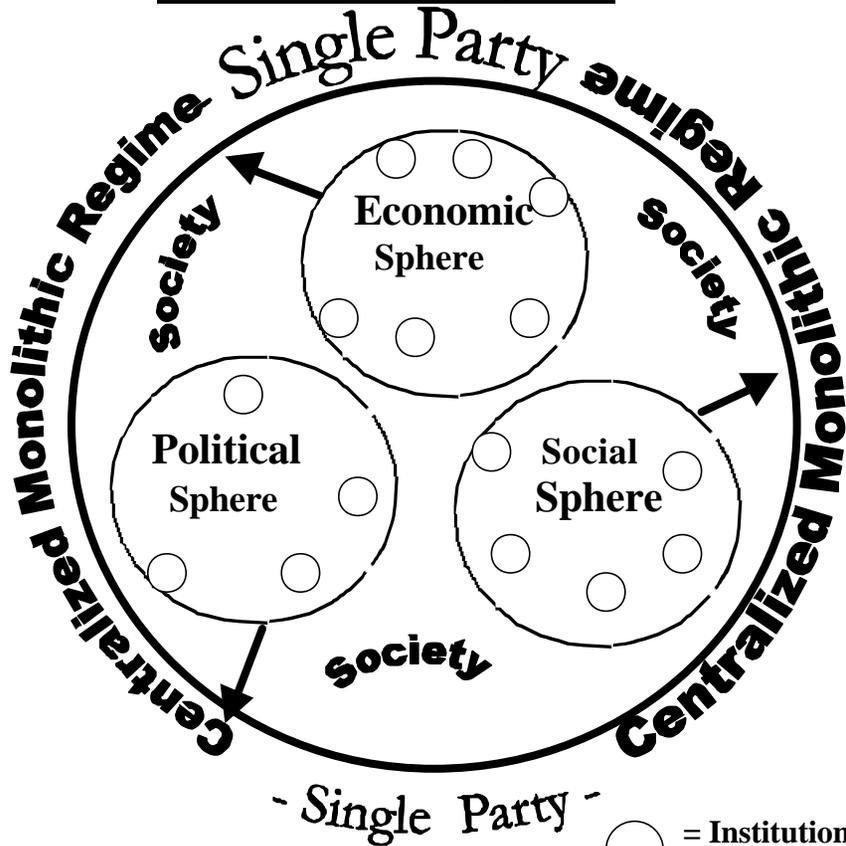


Political Sphere Predominates = Disequilibrium
(case of the single party)
System leading to socio-political crisis

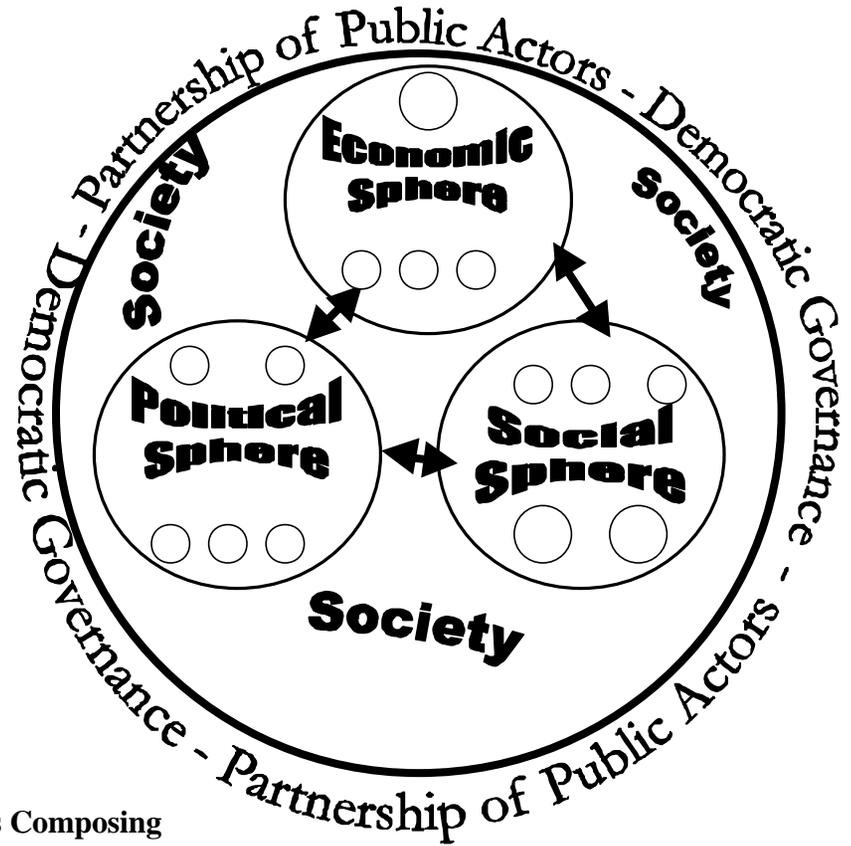


Political system in Equilibrium

I
Non or Bad Development



II
Good or Sustainable Development

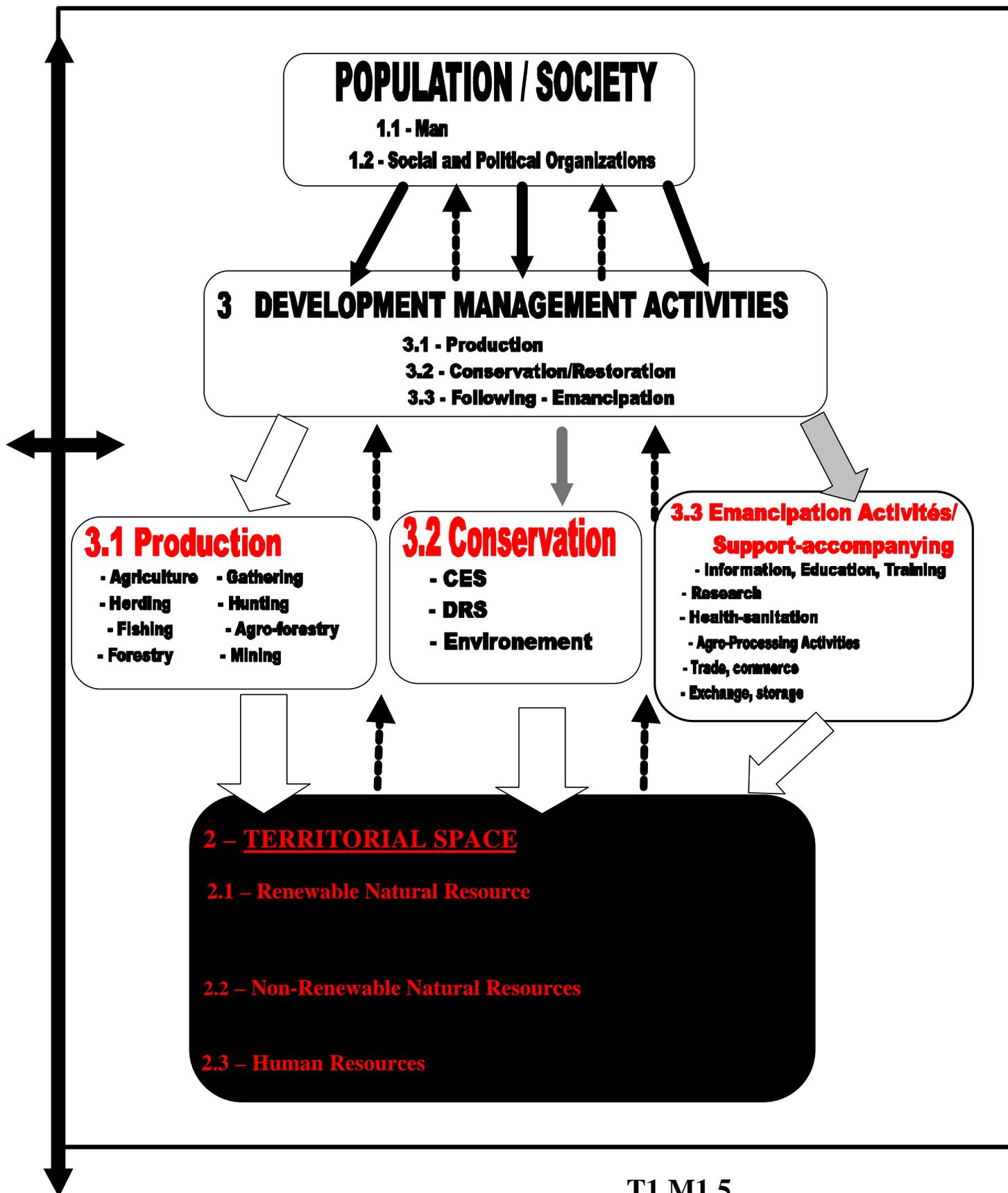


Here each sphere is directly
 Tied to the Single Party

Here the spheres are interdependent

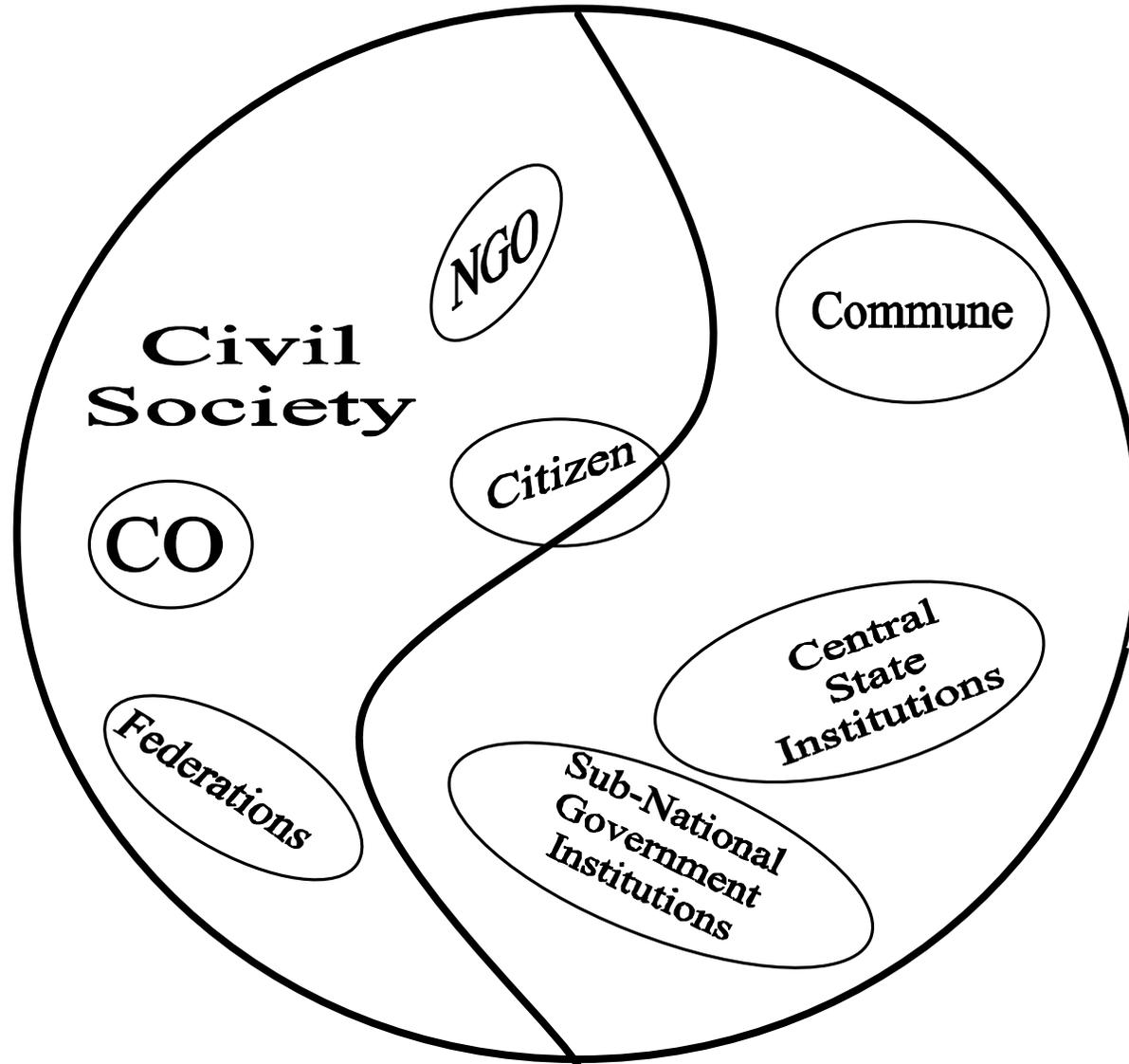
Publics actors are either dominated or in equality

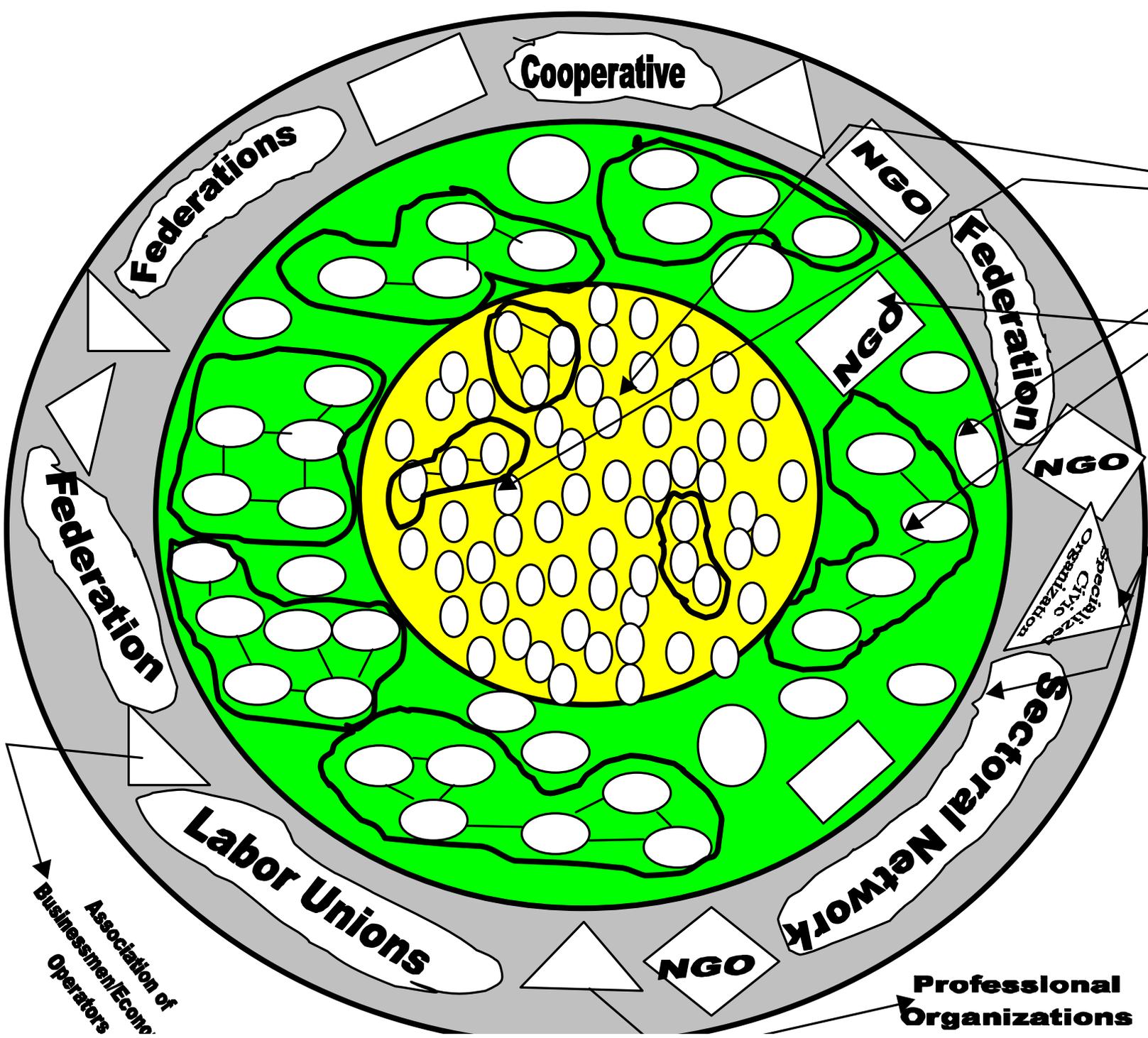
Development: Constituent Elements



CIVIL SOCIETY ORGANIZATIONS

The Citizen can pass either by government organizations or by CSOs in order to influence the political sphere

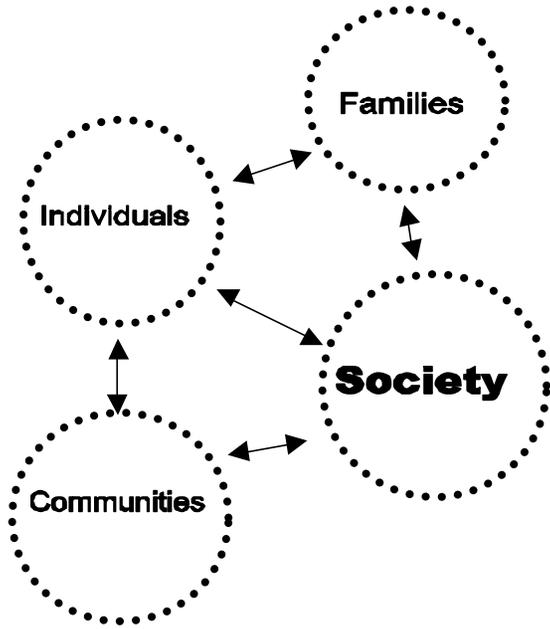




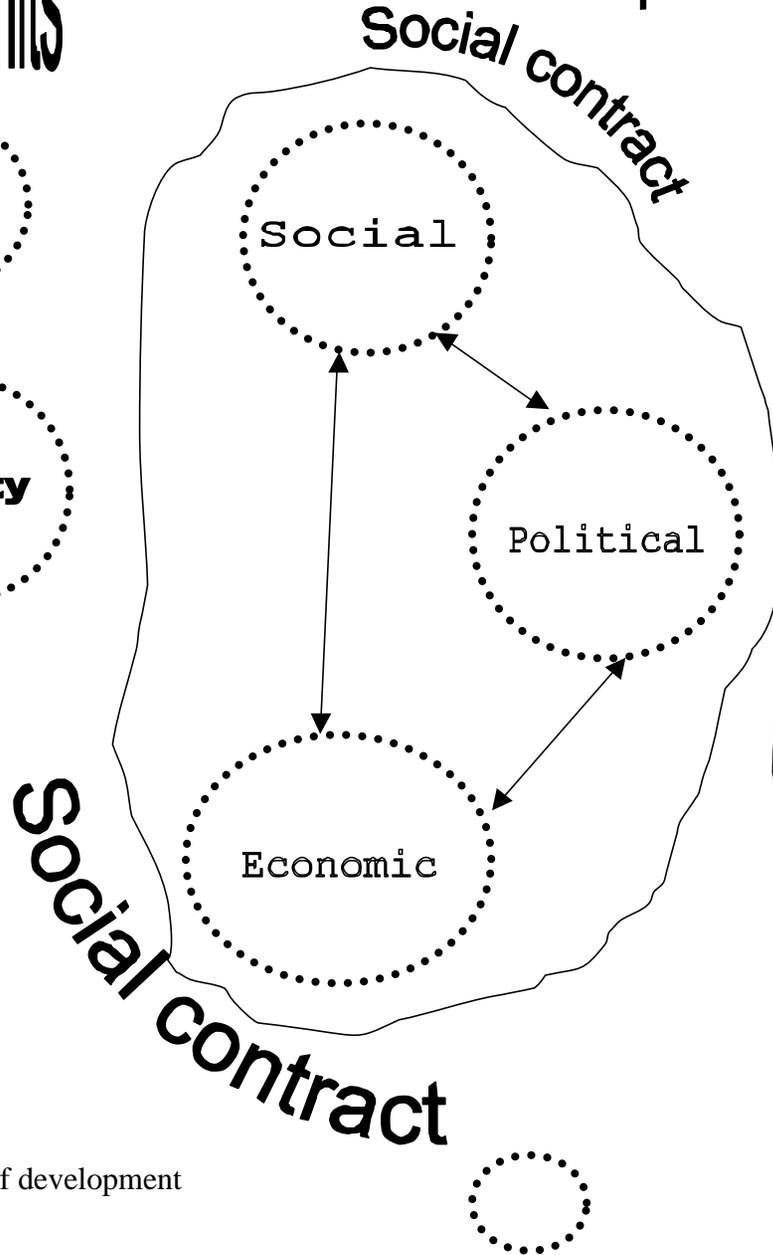
**CONSTITUENT
ELEMENTS
OF CIVIL
SOCIETY**

- Primary Level**
 - Community Organizations
 - Inter-village groups at the commune level
- Intermediary Level**
 - Union/federation-Circle level
 - Federation-region
 - NGO
- National Level**
 - Federations/cooperatives/Labor Unions-National Networks
 - Specialized Civic Organizations

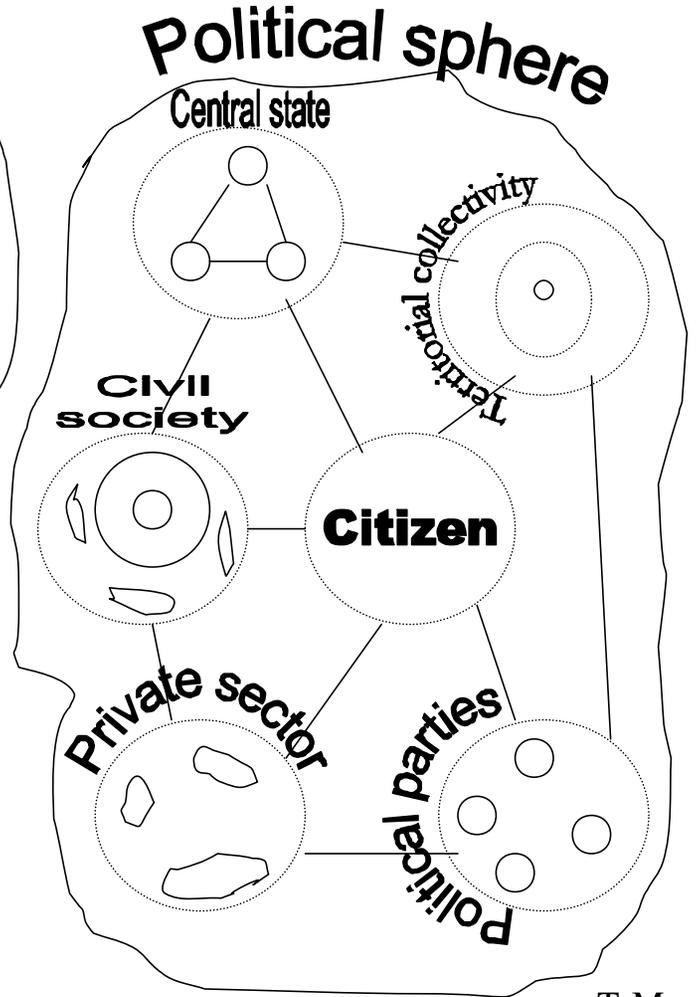
Autonomous social units



Spheres of human activity of autonomous development



Public spaces of governance and political actors

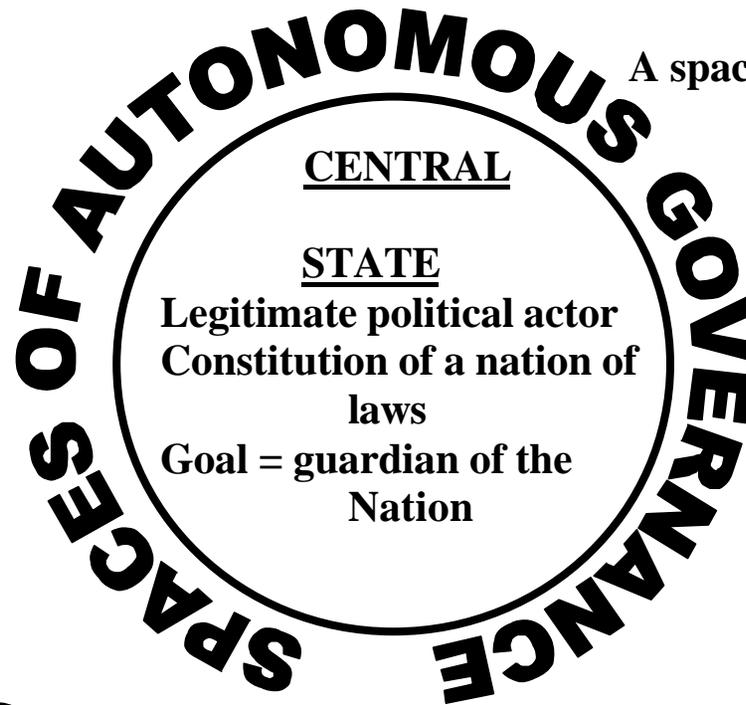


Autonomy in social units, spheres of development
And public spaces of governance



T₂M_{1.1}

Actors (Public)
With public goal/
objective



A space of autonomous governance is

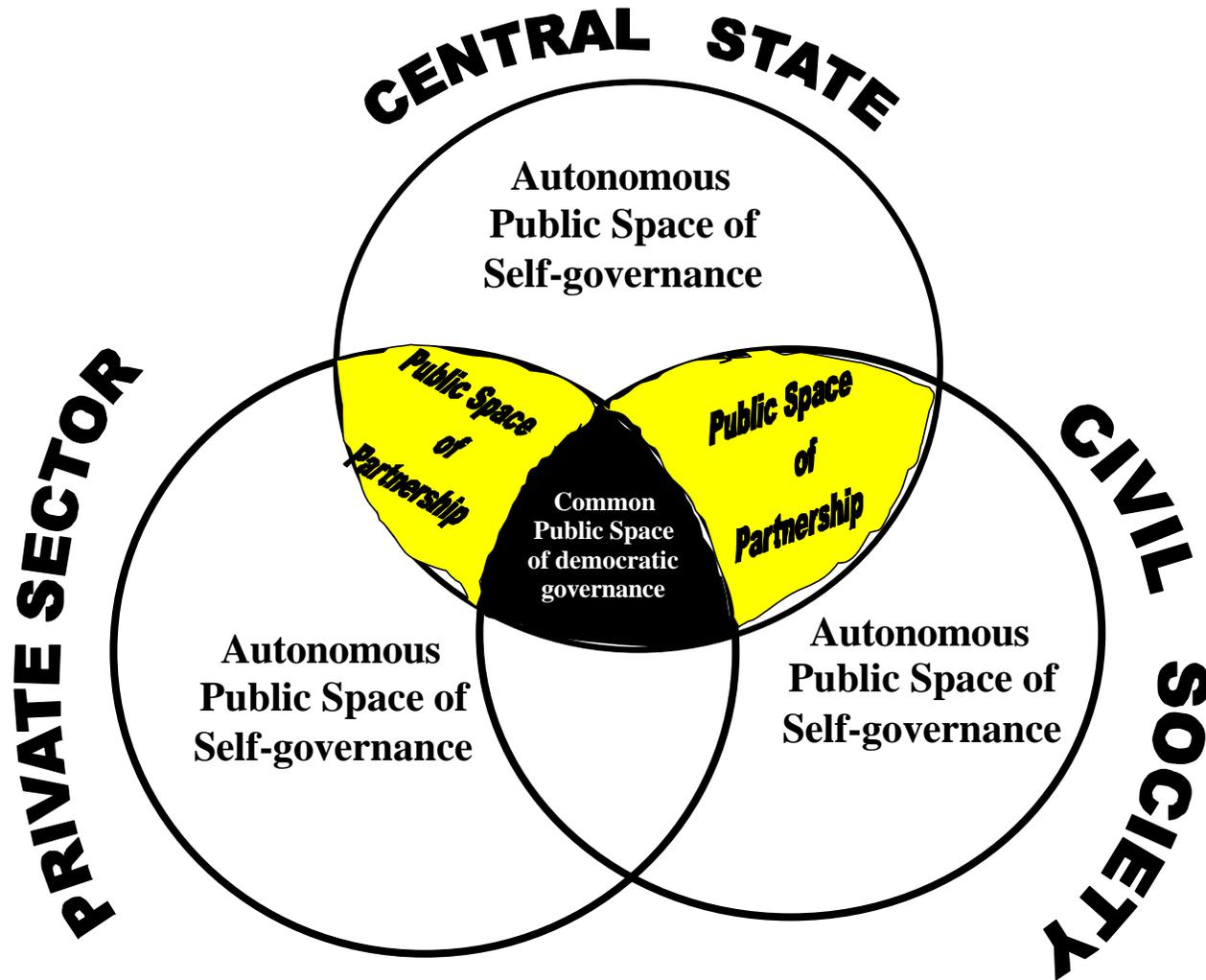
1. A space of decision making
2. A space of implementation decision made
3. A space of self-governance



T₂M_{1.3}



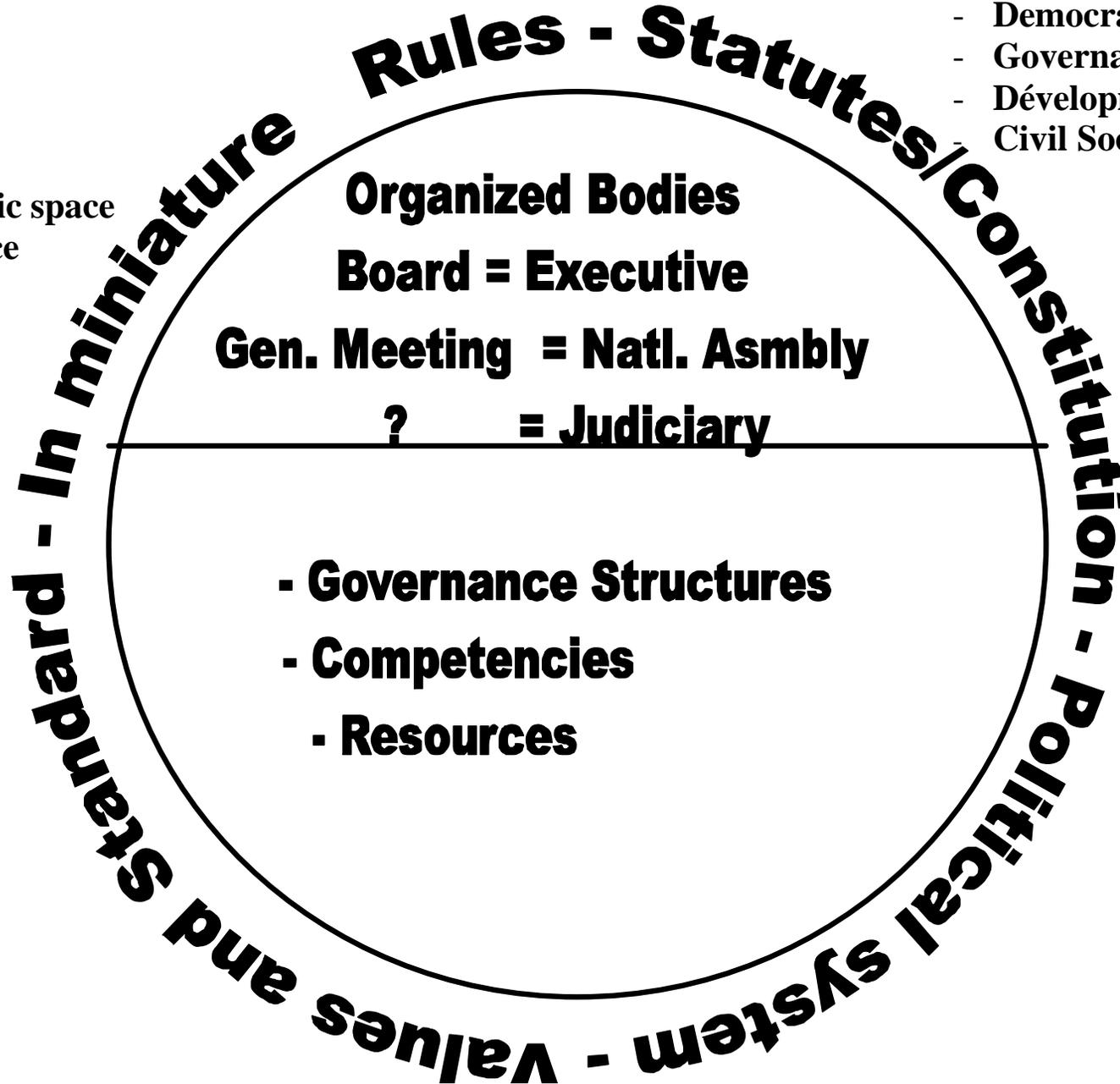
PUBLIC SPACES OF GOVERNANCE



COMMUNITY ORGANIZATION – Basic unit of :

- Democracy
- Governance
- Développement
- Civil Society

Autonomous public space
Of self-governance
Of civil society



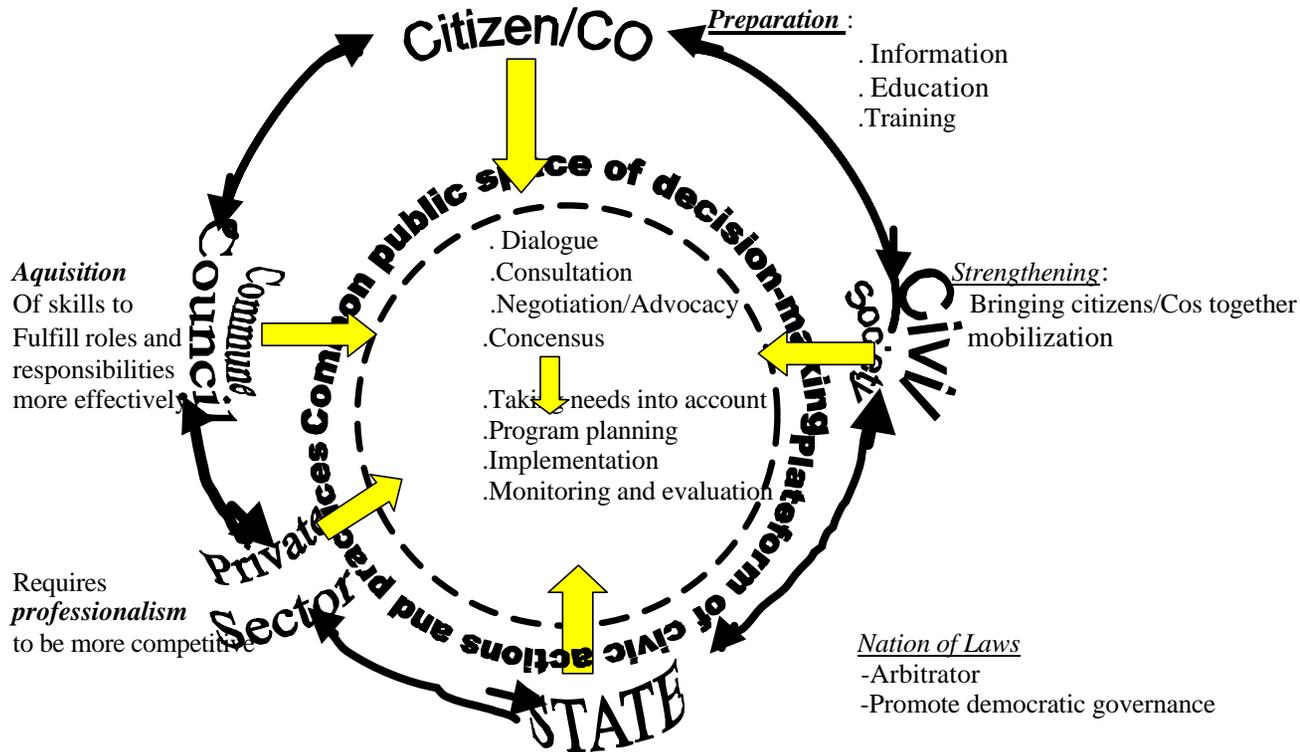
Macro System
grants free
administration /
governance
and its limits

(T3M2.1 is the same as T4M3.4 which is in the illustrations for Theme IV)

(T3M2.3 is the same as T4M1.4 which is in the illustrations for Theme IV)

T3 M 2.2

A DYNAMIC PROCESS OF PARTNERSHIP FOR LOCAL DEMOCRATIC GOVERNANCE OF THE EFFECTIVE COMMUNE

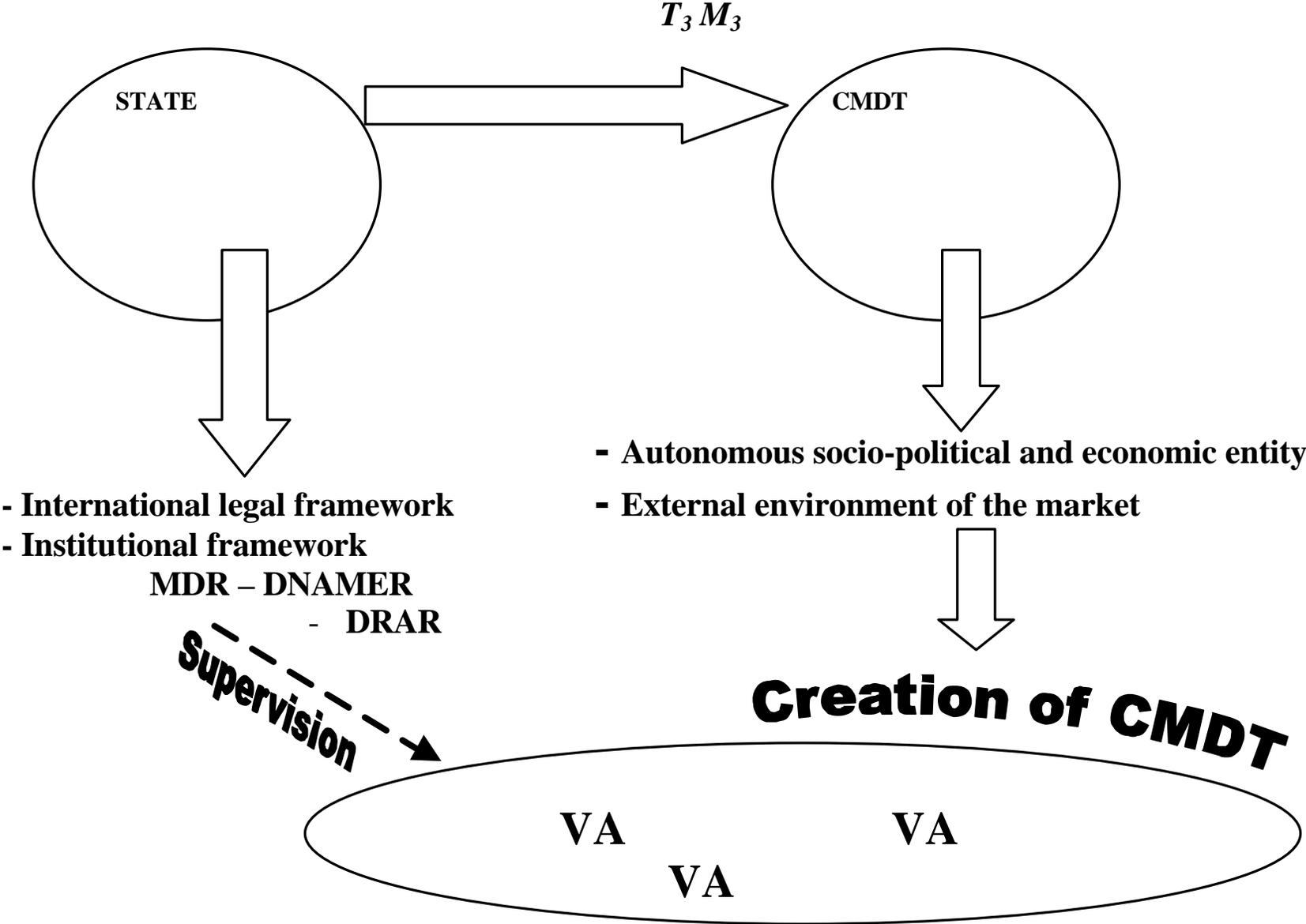


*Common public space of decision-making
And platform of civic actions and practices*

This illustration is self-explanatory since it identifies the key actors of the commune and the need for preparation and skills so that actors can fulfill their responsibilities and actions can be carried out. The common public space represents a platform of dialogue, negotiation, programming and implementation. This requires a partnership dynamic among actors.

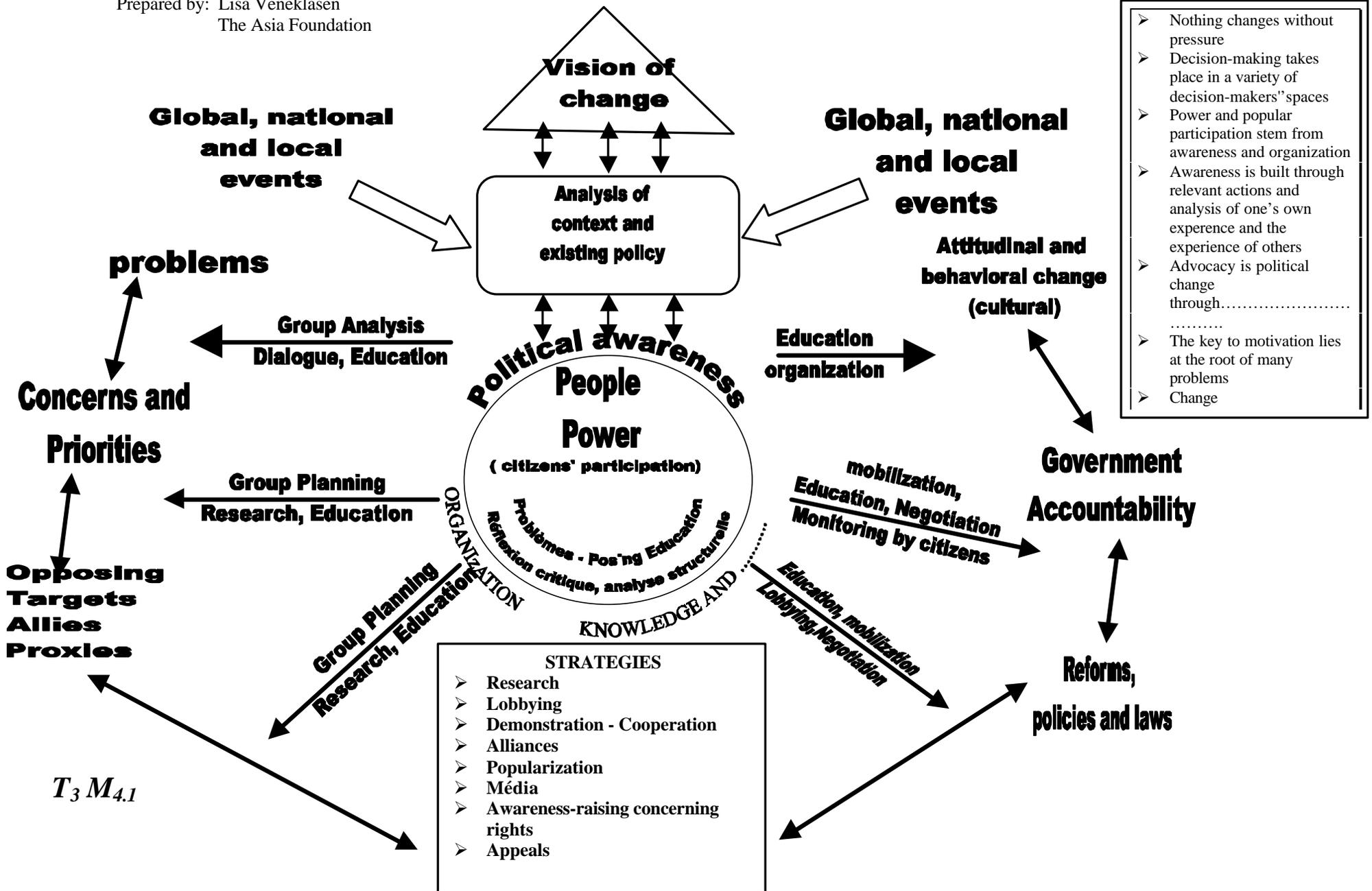
PROGRAM OF RURAL DEVELOPMENT PROJECTS

(Office du Niger, CMDT, OHVN, etc...)



FRAMEWORK : Advocacy for reform and change in political systems

Prepared by: Lisa Veneklasen
The Asia Foundation



THE ACTORS OF CIVIC ACTION

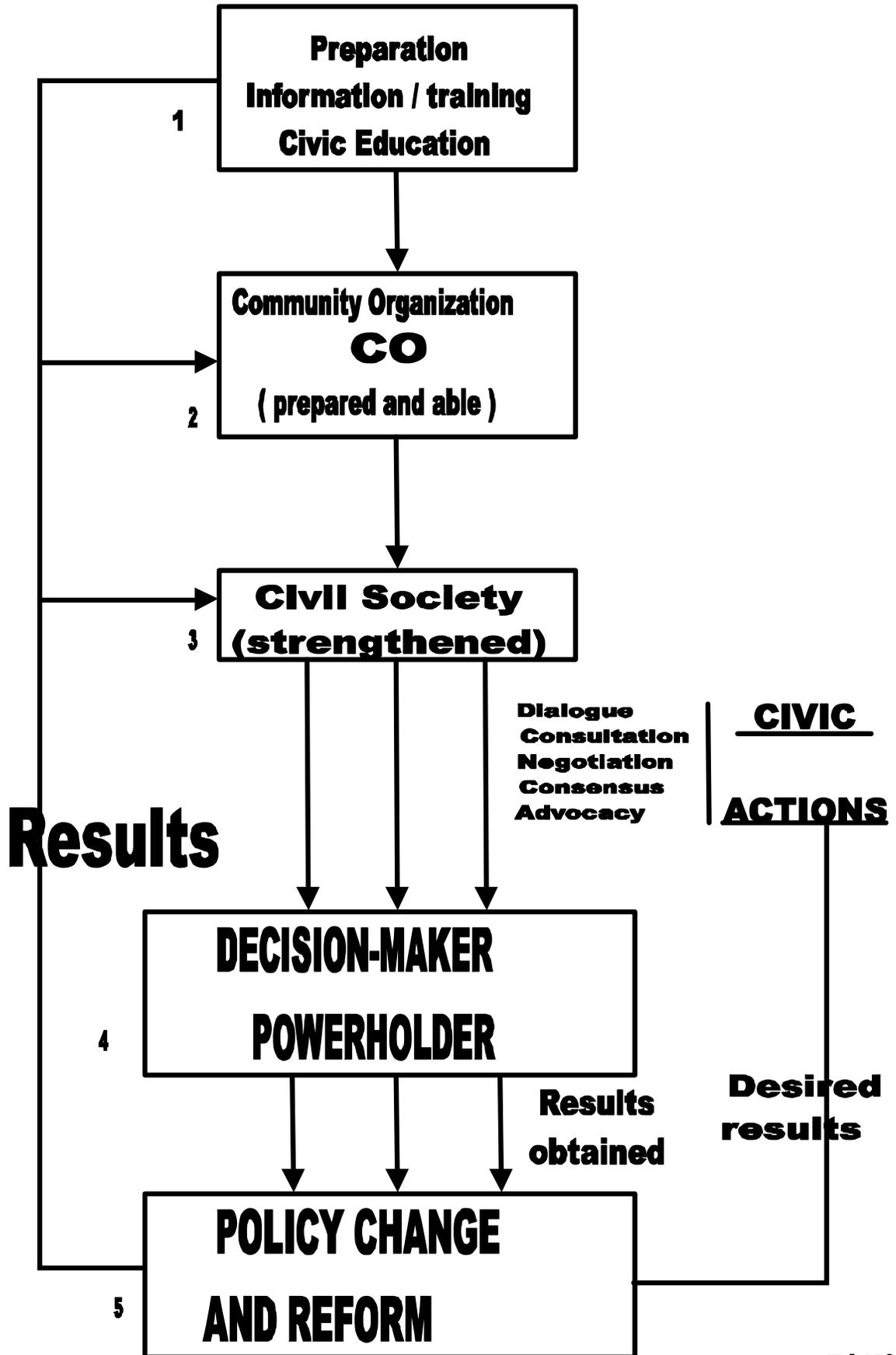


Illustration T4 M3.4: The actors of civic action

- This illustration presents the actors of civic action (1-2-3-4).
- The method proposes the preparation of citizens (1) through their community organizations (2) and civil society (3) to carry out civic actions targeted at decision-makers and powerholders (4).
- The results obtained or desired are policy changes and reforms (5) that will benefit actors 1-2-3.

STRUCTURE OF TERRITORIAL COLLECTIVITIES

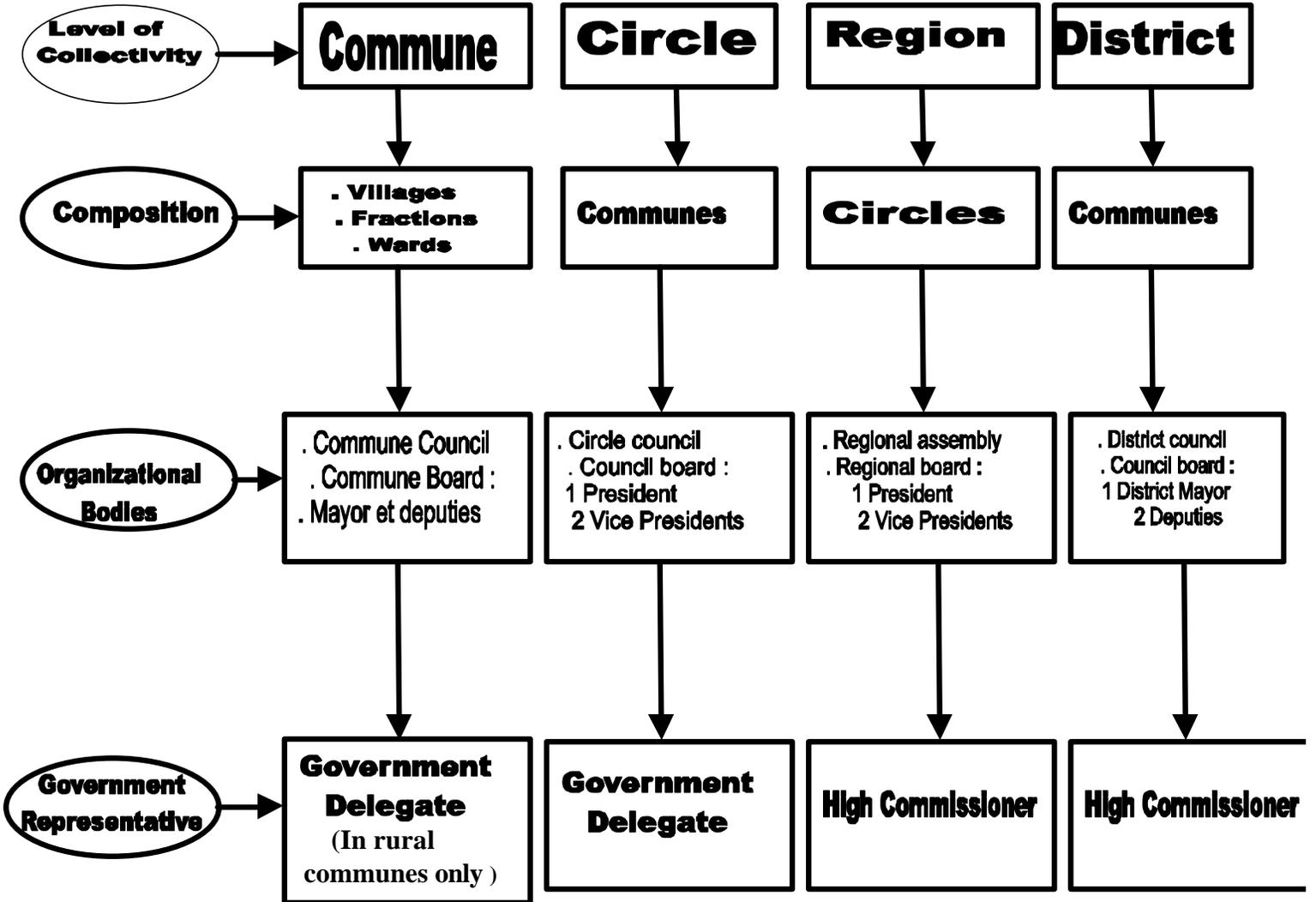


Illustration T4 M1.1: Structure of Territorial Collectivities.

- This illustration shows the four levels of collectivities stipulated by the decentralization laws.
- The illustration indicates the composition, organizational bodies and government representative for each level.

Institutional Structure of the Commune

COMPOSITION	Rural communes: primarily villages and “fractions” Urban communes: primarily wards
ORGANIZATIONAL BODIES	Commune council elected by citizens: 11 to 45 members Municipal board (chaired by mayor) elected by the council: 3 to 5 deputies
SUPERVISION	Government representative at the “circle” or regional level for communes that are regional seats
GENERAL COMPETENCIES	Budgets and accounts; land use planning; development program; creation and management methods of local Services; local public contracts; leases and other agreements; setting taxes and tax rates according to law; borrowing and awarding subsidies; methods of implementing personnel policies
SPECIFIC COMPETENCIES	Pre-school education; primary education (level I); dispensaries, family planning clinics, community health centers; commune road and communications infrastructure; rural and urban water supply
GENERIC RESOURCES	Budgetary resources (transferred from the state to the collectivity); fiscal resources (taxes); fees; borrowed sums; self-financing’ grants and bequests; subsidies
SPECIFIC RESOURCES	<ol style="list-style-type: none"> 1. <u>Fiscal</u> : licenses; TDRL; livestock taxes; taxes on firearms; surface mining taxes; taxes on low-tension electric power consumption; taxes on performances and related activities; taxes on publicity 2. <u>Fees</u>: market taxes; slaughter taxes; parking taxes; payment for services 3. <u>Budgetary</u>: equalization fund (replenished by the budget and partners and to be distributed to communes based on one or more criteria to be defined, i.e. population, area, economic potential, performance in mobilizing internal resources, etc.

T4M1-2

Illustration T4 M1.2: Institutional Structure of the Commune

- This illustration restates the composition and organizational bodies of the commune.
- It also indicates supervisory authority, competencies and resources of the commune.

Development: Constituent elements

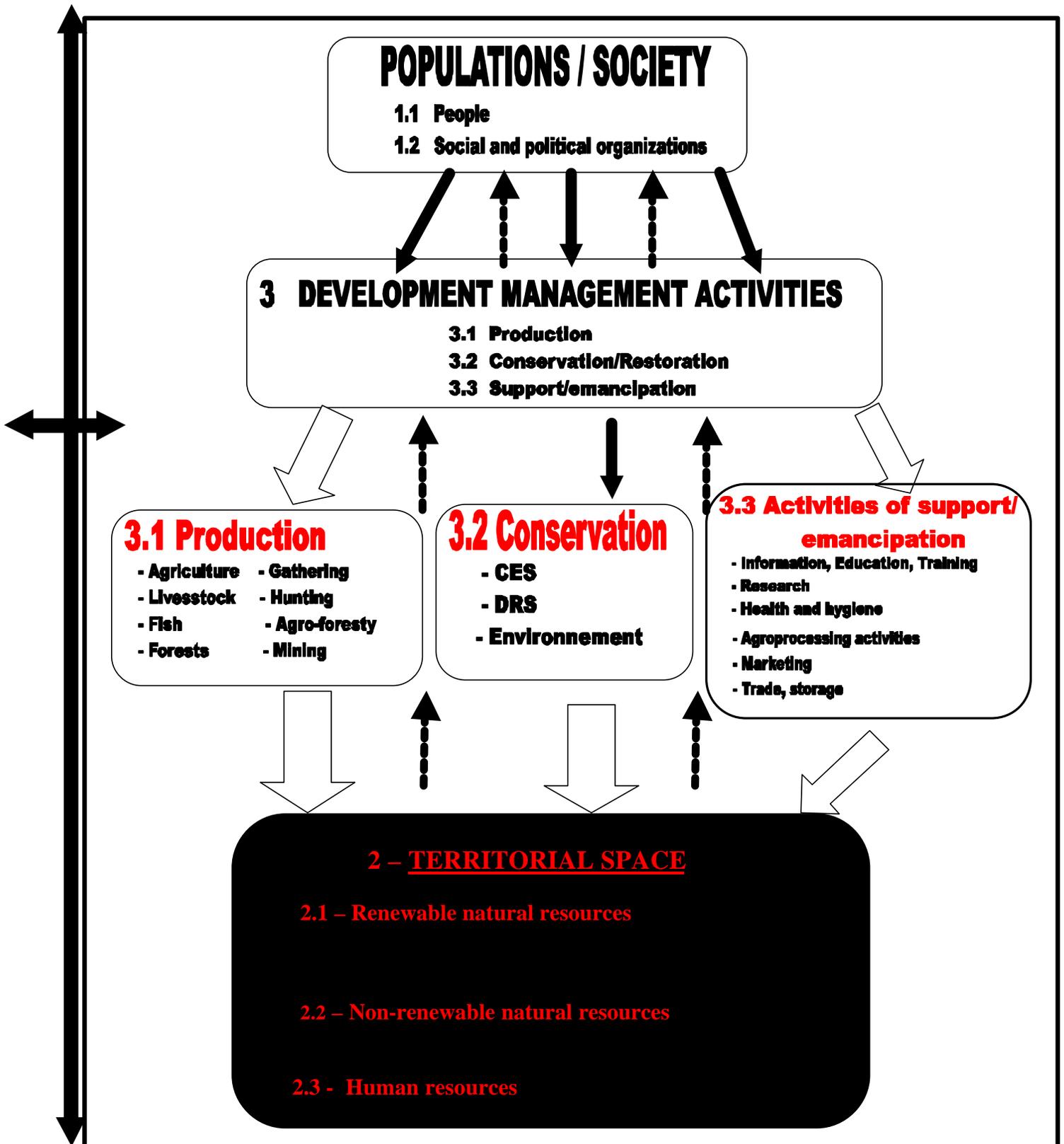


Illustration T4 M1.3: Development: Constituent elements

- This illustration restates T1 M1.5. It is included in this module to show the constituent elements of development which citizens must address through their COs and civil society for their collectivity to flourish.
- Through a variety of management activities, there is a dynamic and powerful interaction between the population and the territorial space which it occupies. This same dynamic exists between the activities of production, conservation and emancipation. Thus, from top to bottom and from right to left, a strong current develops, and local development is the result.

**A DYNAMIC PROCESS OF PARTNERSHIP FOR LOCAL DEMOCRATIC GOVERNANCE OF THE
EFFECTIVE COMMUNE**
Chart of civil society actions

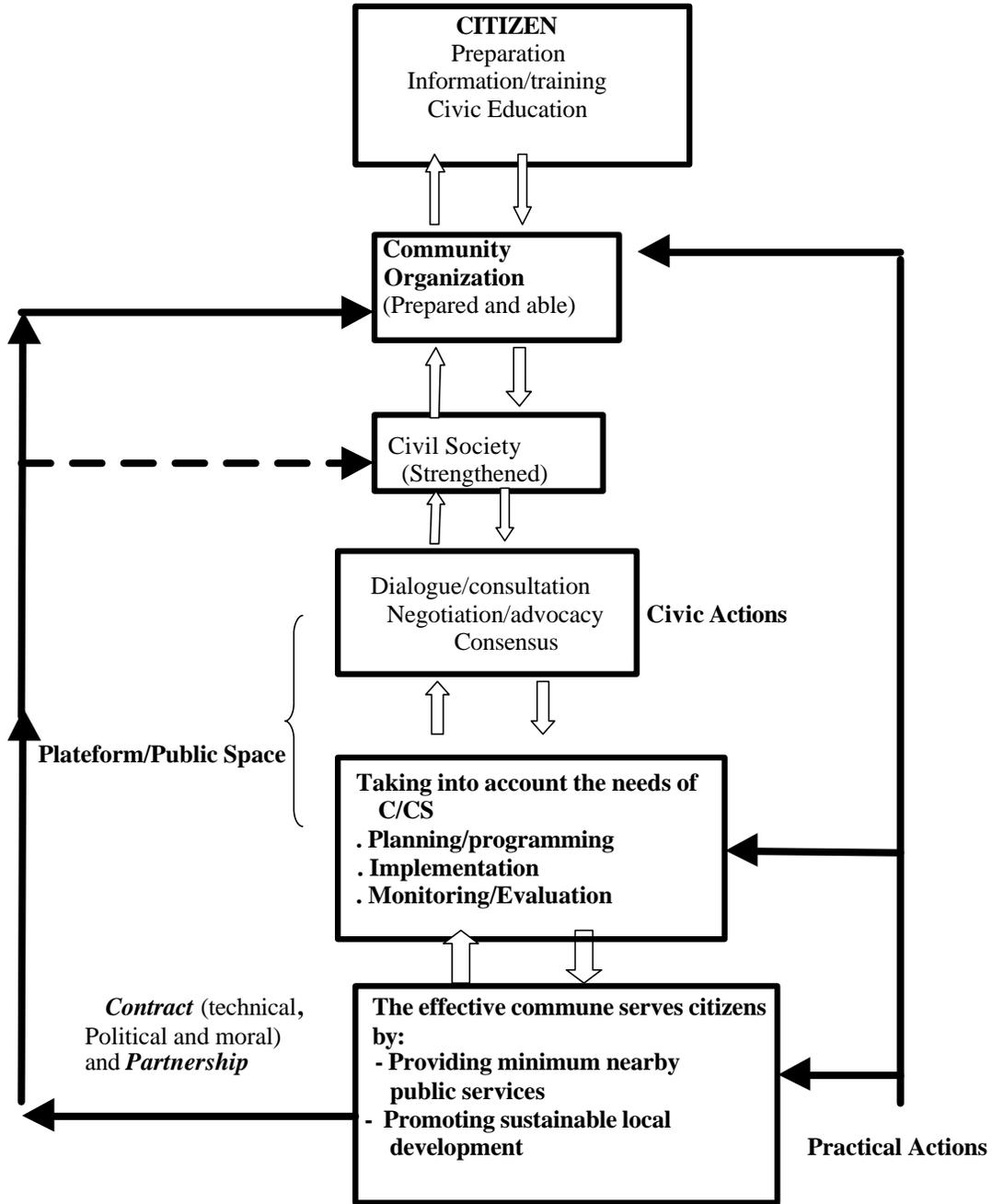
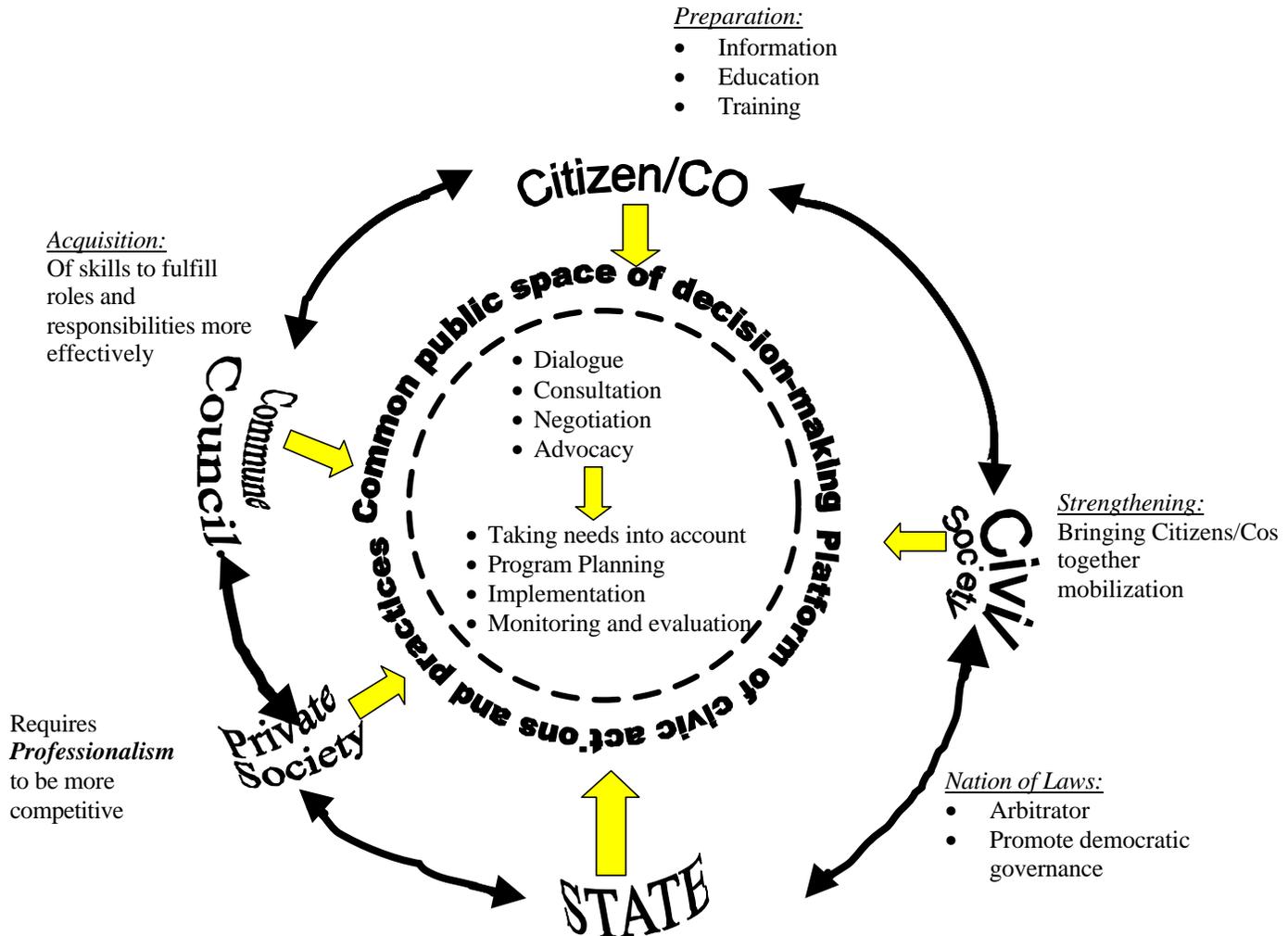


Illustration T4 M1.4: A dynamic process of partnership for local democratic governance of the effective commune

- This illustration indicates the approach for organizing and preparing citizens through their Cos and civil society to carry out civic actions and practical development actions through the public space/platform of dialogue and negotiation.
- A contract formalizes the consensus reached to achieve the result.

A DYNAMIC PROCESS OF PARTNERSHIP FOR LOCAL DEMOCRATIC GOVERNANCE OF THE EFFECTIVE COMMUNE



*Common public space of decision-making
And platform of civic actions and practices*

The actors are citizens, CSOs that make up civil society, the state, the private sector and the commune council. This illustration shows the citizen's relationship to other actors and indicates respective actions and responsibilities.

Illustration T4 M3.1: A dynamic process of partnership for local democratic governance of the effective commune

- This illustration is another way of conceptualizing T4 M2.1.
- It explains the same contents.

Principal commune actors and their relations

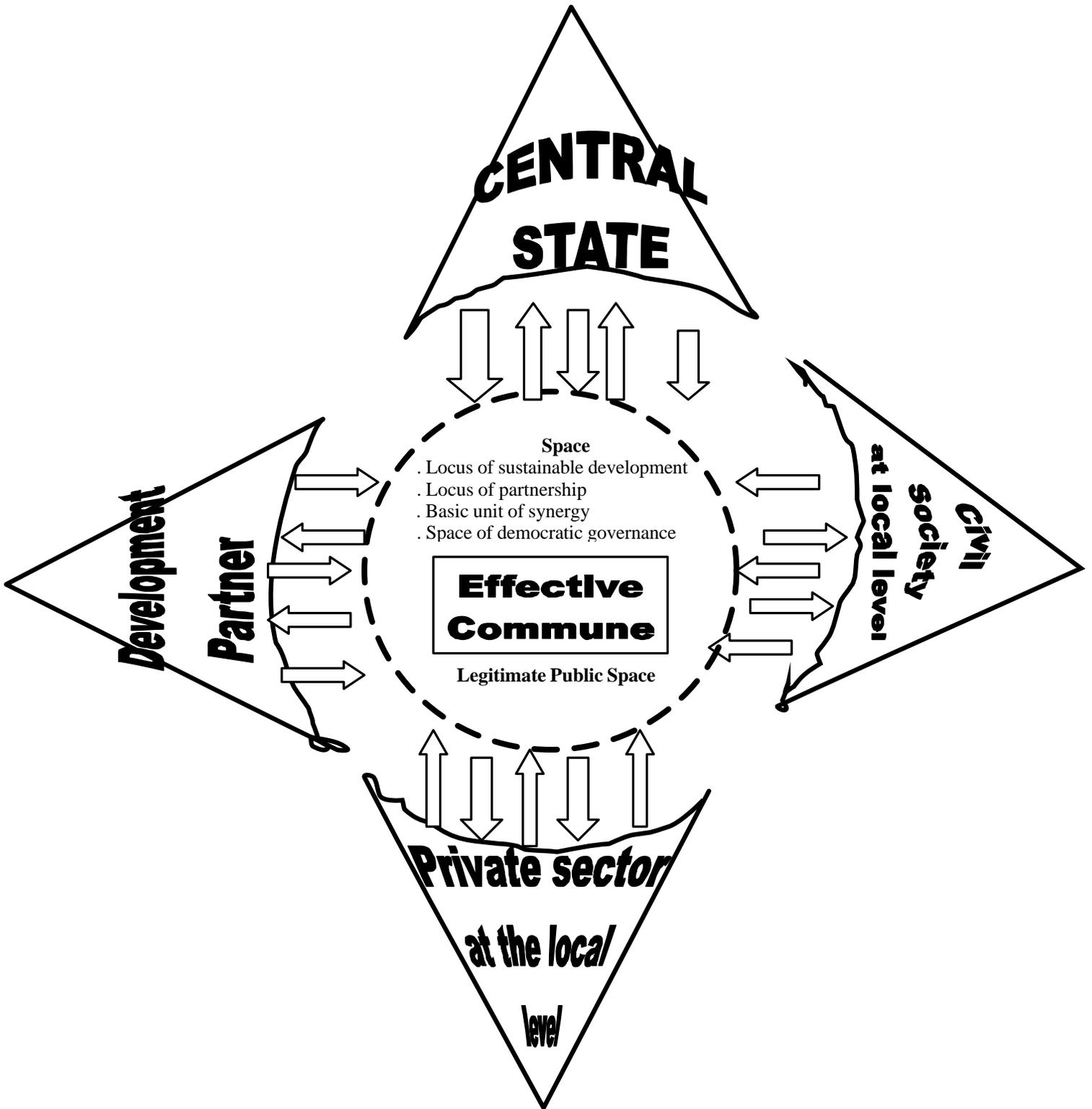


Illustration T4 M1.5: Principal commune actors and their relations

- This illustration is a summary of T4 M1.5.
- It indicates that there are reciprocal relations between the commune and its actors.

The citizen as the basic unit of synergy :

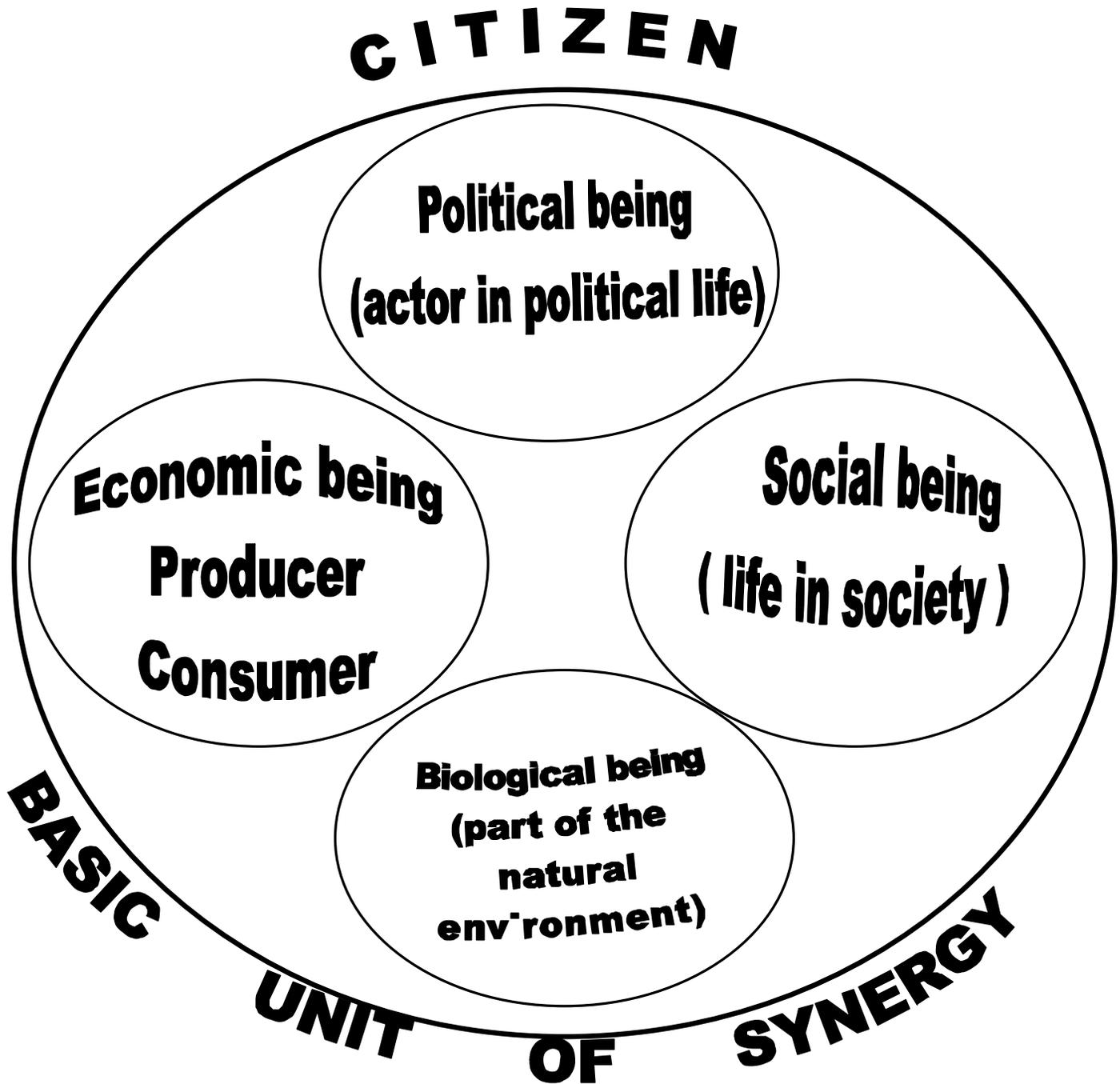


Illustration T4 M4.1: The citizen as the basic unit of synergy

This illustration presents the citizen as a:

- Political being who thinks, acts, chooses
- Social being who lives in society
- Economic being who produces, consumes, buys, sells, etc.
- Biological being who is part of the environment

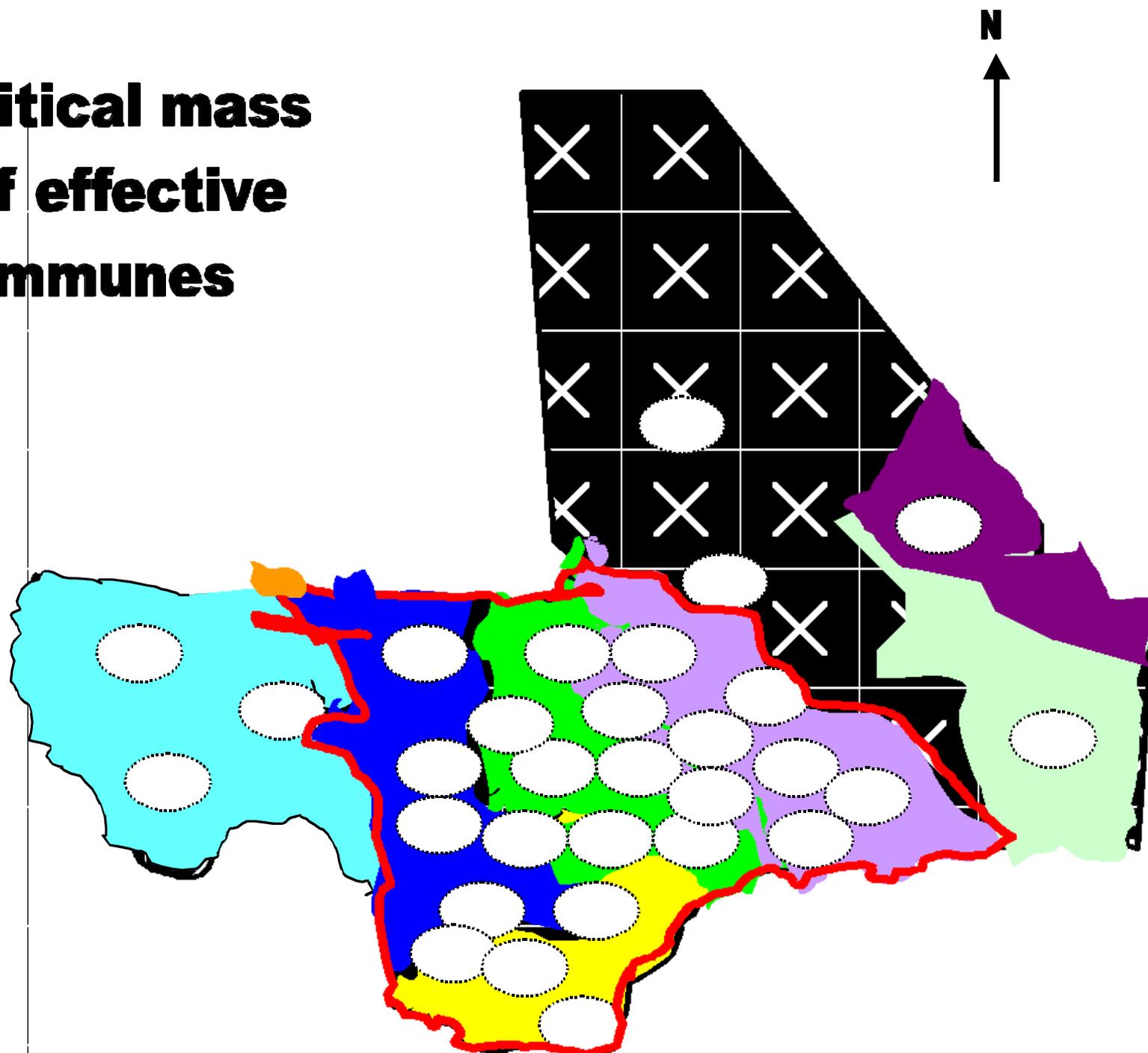
The need for synergy focuses first and foremost on the citizen in order to achieve sustainable human development.

Illustration T4 M3.3: Mechanism for remaking the state

This illustration in two different designs (1-2) can be explained as follows:

- Rural communes are composed of villages and “fractions,” while urban communes are composed of wards.
- Through free association, communes form “circles.”
- Also through free association, “circles” form regions.
- The regions form the state, i.e. the nation, through the interplay of a critical mass of effective communes.

Critical mass of effective communes



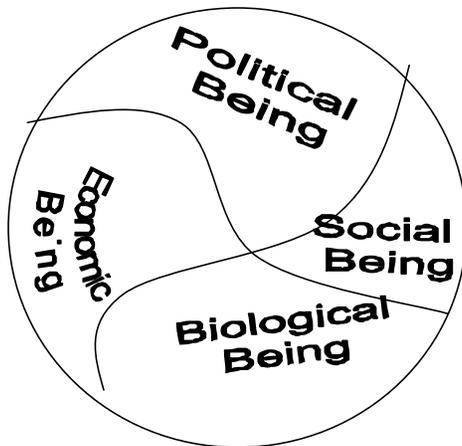
$T_4 M_{3.2}$

Illustration T4 M3.2: Republic of Mali: Critical mass of effective communes

- This illustration is a map of the Republic of Mali, within which effective communes have been indicated.
- The representation of effective communes is denser in the south. The majority of existing communes are located in the southern part of Mali.
- The choice of the program for four southern regions should produce a certain impact; a significant cluster of effective communes can lead to sustainable human development within a framework of democratic governance.

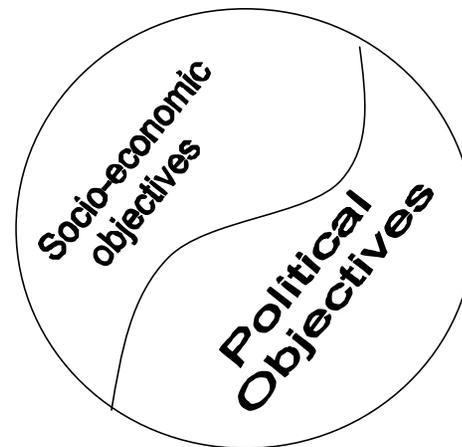
Level of synergy in the process of remaking the state

Citizens
Basic unit of synergy



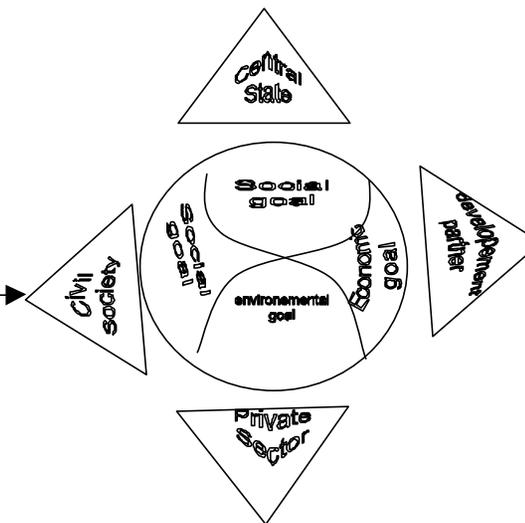
synergy between
- political being
- social being
- economic being
- biological being

Community Organization
Basic of Civil Society



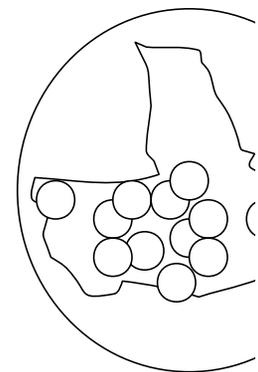
Synergy between
- socio-economic objectives
and
- political objectives

Effective Commune
Locus of sustainable development & governance



Synergy among partners working for sustainable local development

Remaking the State
- Synergy of sectors
- Synergy of partners



Synergy among partners is a critical mechanism for effective community development

Illustration T4 M4.2: Level of synergy in the process of remaking the state

This illustration indicates the main levels of synergy, from the citizens to the national level.

- The citizen must achieve synergy among his or her four beings: Political, social, economic, biological.
- The community organization = synergy between socio-economic objectives and political objectives
- The effective commune = synergy among partners working for sustainable local development
- Nation = synergy among a critical mass of effective communes

Successful synergy at these levels should lead to sustainable human development.

Illustration T4 M1.6: The Commune and Its Environment

- This illustration is another representation of the commune and its actors. “The commune is located at the center of a significant web of relations which it must guide and encourage to the benefit of its citizens.”

Commune actors and their roles

Actors	Actions/roles
STATE	<ul style="list-style-type: none"> - guarantor – decision-maker – executor – overseer – catalyst - information and support/advice – arbitrator - define the institutional and legal framework - provide coordination - definition, planning, orientation, oversight of overall development - guarantor of the democratization process (definition of the rules of the game, protection of rights, creation of conditions for complying with the rules of the game and freedoms) - defend territorial integrity, national unity and social cohesion - encourage private initiative - encourage other development actors
TERRITORIAL COLLECTIVITIES	<ul style="list-style-type: none"> - identify needs - develop programs - plan – oversee and manage – raise funds - award contracts - evaluate actions
PRIVATE OPERATORS: NGOs, ECONOMIC INTEREST GROUPS, CONSULTING FIRMS, ENTERPRISES, ETC. SERVICE PROVIDERS	<ul style="list-style-type: none"> - various support - mobilization - education, strengthening of civil society - on-going study and inquiry - pressure group and counterbalance - catalyst - training and intermediary - information, awareness – raising - technical and financial assistance - strengthening of the democratization process - manage activities - carry out activities, inform, implement, finance, provide technical support, train
ASSOCIATION/POPULATIONS	<ul style="list-style-type: none"> - mobilization - counterbalance - decision-maker - manage activities - carry out activities, inform, implement, finance, provide technical support, train
NORTHERN DEVELOPMENT PARTNERS DONORS	<ul style="list-style-type: none"> - financial and technical support - support for program implementation

This table shows the various actors of the commune and their respective roles.

INSTITUTIONS OF THE REPUBLIC OF MALI

Institution of the Executive Branch	Institution of the Legislative Branch	Institutions of the Judicial Branch	Consultative Institutions
<ul style="list-style-type: none">- President of the Republic- Government-	<ul style="list-style-type: none">- National Assembly	<ul style="list-style-type: none">- Supreme Court- Constitutional Court- High Court of Justice	<ul style="list-style-type: none">- High Council of Collectivities- Economic, Social and Cultural Council

THE COMMUNE AND ITS ENVIRONMENT

