



# A Users' Guide to **Measuring Local Governance**







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# Acronyms



CRC	Citizen Report Card
CSO	Civil Society Organization
DFID	Department for International Development
FAO	UN Food and Agriculture Agency
GOFORDEV	Governance for Local Development
GGI	Good Governance Index
GOFORGOLD	Good Governance for Local Development
IDEA	International Institute for Democracy and Electoral Assistance
LGB	Local Governance Barometer
LGPMS	Local Governance Performance Management System
LGSA	Local Governance Self-Assessment
LGU	local government unit
MCA	Minimum Conditions of Access
MDG	Millennium Development Goal
NGO	Non-Governmental Organization
NSO	National Statistical Office
OECD	Organisation for Economic Cooperation and Development
OECD-DAC	OECD-Development Assistance Committee
OGC	Oslo Governance Centre
OSI	Open Society Institute
PBGS	Performance Based Grant System
PM	Performance Measure
RRA	Rapid Rural Appraisal
UCLG	United Cities and Local Governments
UGI	Urban Governance Index
UN	United Nations
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme
UN-HABITAT	United Nations Human Settlements Programme
USAID	United States Agency for International Development

# Introduction



This Guide is intended to respond to an increasing demand from UNDP Country Offices and a wide range of national stakeholders for guidance on the multiplicity of tools and methods that are being used to measure, assess and monitor governance at the local level. The Guide uses the term 'local governance' to cover the range of governance issues that exist at the local level, including decentralisation of policies and processes, the roles and inter-relationships of different actors and institutions, local democracy and local government performance.

The Guide combines a discussion of theoretical/conceptual issues relating to local governance with a review of past and ongoing local governance assessment initiatives. The proliferation of different assessments and indicators has resulted in some confusion about which tools to use, how they should be applied and their weaknesses and strengths.

The Guide is essentially made up of two parts; the first part outlines what is meant by local governance and describes the kinds of issues, concepts and priorities for local governance that existing measurement and assessment tools tend to focus on. This first part also provides guidance on challenges and opportunities for assessing local governance. The guidance is based on direct feedback from users of assessment tools, a distillation of good practices, and four illustrative case study examples.

The second part is the Source Guide, which is an inventory of existing assessment tools and

methodologies. At present, there is no resource that offers a global overview bringing together all existing approaches, tools and methods in this area. The Source Guide is structured in a way to provide detailed information on each tool, including: history, objectives, applicability, the types and sources of data used, methodology used, key actors/stakeholders involved, the results reporting format, the gender and poverty focus (if it has one), strengths and weaknesses, the coverage, timeline, the assumptions in the method, contact details and any supplementary tools/guidelines related to the particular instrument. The purpose of compiling and organising this information is to provide local governance actors and other stakeholders engaged in strengthening governance at the local level with a resource that can be drawn on for developing new assessment tools or adapting existing assessment approaches to their specific contexts. It is important to note that the Guide does not provide a new measurement or assessment methodology and it does not propose any kind of a blueprint.

The Guide is an important component of UNDP's body of guidance on measuring and assessing democratic governance, developed as part of UNDP's programme on Governance Assessments.<sup>1</sup> This programme supports nationally owned processes for assessing and measuring democratic governance and aims to facilitate the development of tools which have broad-based national ownership, are pro-poor and gender-sensitive, and are designed to identify governance weaknesses and capacity gaps.

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<sup>1</sup> [http://www.undp.org/oslocentre/flagship/democratic\\_governance\\_assessments.html](http://www.undp.org/oslocentre/flagship/democratic_governance_assessments.html)

### **What is the purpose of the Guide?**

The purpose of this Guide is to compile existing knowledge on decentralization and local governance measurement and provide a platform for understanding and navigating the array of assessment tools that exist, focusing on particular issues such how to select amongst the existing (or decide to design a new set of) local governance indicators; how to deal with the preparation and launching of an assessment; how to ensure the most inclusive process in implementing an assessment; how to ensure that the assessment is rigorous and scientifically sound; what to do with the results; and how to address problems of sustainability.

### **Who is the Guide for?**

This Guide is primarily for local and national stakeholders that are involved in local assessment initiatives, and those who are working for relevant international, national and local development partners involved in such endeavors.<sup>2</sup> These include government officials, civil society organizations, media organizations, and multilateral and bilateral agencies.

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<sup>2</sup> A particular category is the one including various researchers and analysts. As our analysis indicated, depending on the case and their personal competencies, they can be considered specialist and/or simply more actively involved stakeholders. For instance, some of them are involved in data collection and analysis, but either through group discussions or by compiling existing data – none of which requires deep knowledge and understanding of complex research techniques. Therefore, it is up to each one of them to evaluate the value of this Guide for their current and future work.



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# Assessments of Local Governance



# Assessments of Local Governance

## 1.1 What is local governance?

Governance is about the processes by which public policy decisions are made and implemented. It is the result of interactions, relationships and networks between the different sectors (government, public sector, private sector and civil society) and involves decisions, negotiation, and different power relations between stakeholders to determine who gets what, when and how. The relationships between government and different sectors of society determine how things are done, and how services are provided. Governance is therefore much more than government or 'good government' and shapes the way a service or set of services are planned, managed and regulated within a set of political social and economic systems.

In the last decade, the concept of 'democratic local governance' has become an integral part of local development approaches, and has provided a basic rationale for donors' support to decentralization reforms and local governments' capacity building. The very concept of 'good governance' at local levels denotes quality, effectiveness and efficiency of local administration and public service delivery; the quality of local public policy and decision-making procedures, their inclusiveness, their transparency, and their accountability; and the manner in which power and authority are exercised at the local level.

While local government is the essential institutional building block for local governance, the wider governance sphere comprises a set of state and non-state institutions, mechanisms and processes, through which public goods and services are delivered to citizens and through which citizens can articulate their interests and

needs, mediate their differences and exercise their rights and obligations.

The concepts of local governance and decentralization, at times used interchangeably, are related but different concepts. Decentralization is primarily a national political, legislative, institutional and fiscal process. While local governance can be affected by decentralization processes - for example, if local governments are expected to provide services formerly offered through national organisations - it may or may not be accompanied by decentralization, representative or participatory democratic processes, transparency, accountability or other defining characteristics of 'good' local governance.

Local governance and decentralization evolve in a constantly shifting political and social context. Holistic methods of analysis—such as the *open systems approach* - can yield a sense of how many different elements interact and affect each other. This approach entails prioritizing political analysis; drawing connections across different aspects of local governance and decentralization, as well as to related political and public reform processes; and encouraging coordinated action by development partners.<sup>3</sup>

UNDP has a holistic approach to defining the field of local governance and decentralisation by using the concept of *decentralized governance for development*.<sup>4</sup> Decentralized governance is not a panacea or a quick fix. The key to human development-friendly decentralized governance is to ensure that the voices and concerns of the poor, especially women, help guide its design, implementation and monitoring.<sup>5</sup>

<sup>3</sup> "A Guide to Local Governance and Decentralization: Programme Experiences and Strategies from a UNDP E-Discussion", UNDP (draft 2008)

<sup>4</sup> "Decentralized Governance for Development – A Combined Practice Note on Decentralization, Local Governance and Urban/Rural Development", UNDP, 2004

<sup>5</sup> ""Decentralized Governance for Development – A Combined Practice Note on Decentralization, Local Governance and Urban/Rural Development", UNDP, 2004

Decentralized governance for development is considered to be a key area of democratic governance which in turn is crucial to attaining human development and the Millennium Development Goals (MDGs). For development and governance to be fully responsive and representational, people and institutions must be empowered at every level of society – national, provincial, district, city, town and village.<sup>6</sup>

## 1.2 Universal priorities for local governance

There is growing interest among local authorities and international organizations in the definition of universal principles that can serve as a reference for decentralisation and local governance reform on a worldwide scale.<sup>7</sup> These universal principles and positions are salient to the development and application of assessments in this area.

The approval by UN Habitat of the *Guidelines on Decentralisation and the Strengthening of Local Authorities* in April 2007 was a major step forward in this direction. The Guidelines draw their inspiration from the *European Charter of Local Self Government* (1985)<sup>8</sup> and recognize that sustainable development is made possible by “the effective decentralization of responsibilities, policy management, decision-making authority and sufficient resources, to local authorities, closest to, and most representative of, their constituencies.”

The guidelines integrate notions of governance and democracy, representative democracy and participative democracy; they define the principles that govern the mandate of locally elected authorities and the powers and responsibilities of local authorities, based on the principle of subsidiarity. In particular, it is stated that:

- The process of decentralization requires concerted efforts in *capacity-building and institutional reform* and should therefore be associated with the strengthening of local authorities.
- *Participation* through inclusiveness and *empowerment of citizens* shall be an underlying

principle in decision-making, implementation and follow-up at the local level.

- Local authorities should recognize the different constituencies within civil society and should strive to ensure that all are involved in the progressive development of their communities and neighbourhoods.
- The principle of *non-discrimination* should apply to all partners and to the collaboration between national and regional governments, local authorities and civil society organizations.
- *Representation* of citizens in the management of local authority affairs should be reinforced by participation at all stages of the policy process, wherever practicable.
- With a view to consolidating *civil engagement*, local authorities should strive to adopt new forms of participation such as neighbourhood councils, community councils, e-democracy, participatory budgeting, civil initiatives and referendums in as far as they are applicable in their specific context.
- Records and information should be maintained and in principle made *publicly available* not only to increase the efficiency of local authorities but also to make it possible for citizens to enjoy their full rights and to ensure their participation in local decision-making.
- An increase in the functions allocated to local authorities should be accompanied by measures to build up their capacity to exercise those functions.

These universal and internationally recognized imperatives for local governance reform should act as a major anchor and reference for any assessment tool that purports to assess governance at the local level. The following sections explore the opportunities to meet this challenge.

<sup>6</sup> “Decentralized Governance for Development – A Combined Practice Note on Decentralization, Local Governance and Urban/Rural Development”, UNDP, 2004

<sup>7</sup> “First Global Report on Decentralization and Local Democracy”, United Cities and Local Governments (UCLG) 2007

<sup>8</sup> The Charter was adopted in 1985 by the Council of Europe and is ratified by 46 countries. It is the first document of a legal nature at an international level concerning the status and rights of local authorities.

### 1.3 Measuring local governance

There has been a significant growth in the types of methods and tools that can improve understanding of governance deficits and weaknesses and their relationship to development outcomes.<sup>9</sup> Local governance is not immune from this development and the Source Guide provides an overview of 22 globally applied tools focused on the field of local governance alone. These include assessment tools with complex sets of indicators, as well as less structured assessments of a more descriptive nature.

Assessments in general can be an important tool for systemising information and data on a local governance issue in particular or on the quality of local governance in general. Furthermore, assessments provide a foundation for evidence based policy making and can empower reformers within local government and civil society to mobilise public opinion for reform.

It is important to understand that assessing local governance is not simply a subset or a disaggregated form of national governance assessments. Assessments of local governance provide important information on issues specific to the local level, such as policies vis-à-vis decentralisation, participation and local accountability. One of the main differences between a national and local governance assessment is the greater proximity to the real-world issues. In contrast to national governance which often deals with systemic policies, the local level is in a daily and intensive interaction with the citizens. Therefore, local assessments need to be much more sensitive to the particular needs of groups of stakeholders and certain segments in the local community.

### 1.4 Why assessing local governance?

The *purpose* for undertaking an assessment of local governance is of utmost importance as it is the purpose that decides the scope of the assessment, the methodology and the indicators to be applied, and not vice versa. Conducting an assessment with vague objectives fails to provide proper development outcomes and can be a waste of time and resources.

Assessments of local governance are undertaken for multiple purposes and reasons:

- To identify potential gaps and constraints in local policy implementation;
- To identify specific capacity development needs and to monitor the results of capacity development efforts;
- To formulate change plans and solicit donor or peer assistance for improving specific aspects of local governance;
- To engage civil society and private sector in local governance; and
- To provide an objective account of achievements of local elected leaders (especially at times of re-elections), and thus building accountability.

There are four main *objectives* to undertaking an assessment of governance at the local level:

- 1 *Diagnostic*: an assessment will be done to identify a problem and its scope;
- 2 *Monitoring*: an assessment will be done at regular intervals to keep a check on the success or failure of an initiative, policy or programme;
- 3 *Evaluation*: an assessment will be done to assess whether an initiative, policy or programme has achieved its pre-defined results and outcomes;
- 4 *Dialogue*: an assessment will also serve to engage citizens and communities in informed discussions about shared goals and priorities.

Related to this, there are also different approaches in the use of an assessment. Some assessments are based on an index in which dimensions or aspects of local governance are measured, aggregated, weighted and recorded in an index. Multiple municipalities might be included in an index and can then be compared with each other. A useful example of this can be found in Indonesia's Governance Index calculated for each province (see page 81 of the Source Guide).

There are trade-offs with the different approaches. A significant trade off is between comparability

<sup>9</sup> Christiane Arndt and Charles Oman, "Uses and Abuses of Governance Indicators", Development Centre Studies, OECD, 2006

and local specificity. In order to assess multiple municipalities on the same indicators, there is a risk that the common indicators do not reflect or address issues that are particular to specific municipalities. However, a significant advantage with comparability is that it can act as a driver and an incentive for municipalities to outperform each other and for pooling of know-how and learning.

### 1.5 What can the assessment focus on?

In terms of measuring local governance, there are four broad focus areas which an assessment might address: local governance, decentralisation processes; local democracy, and local government.

- *Decentralization* indicators cut across quite different issues reflecting the different kinds of decentralisation processes and the varying degrees of devolution, deconcentration and delegation that are related to those processes. For example, there are indicators for measuring fiscal and administrative decentralization, indicators for measuring political decentralisation and indicators focused on the enabling environment for decentralisation (institutions, actors, laws and policies). The *Guidelines on Local Governance and Decentralisation* is a key reference document for creating and formulating indicators on assessing decentralisation.
- *Local governance assessments*, especially the examples included in the Source Guide, aim to be comprehensive in capturing the principal dimensions and determinants of governance at the local level, such as the local political system (elections, human rights, rule of law, civil society, freedom of information), institutional issues (corruption, public administration, financial management, public procurement, etc); social and cross-cutting issues (the policy process, the budget process, revenue mobilization, service delivery, gender, environmental sustainability etc) and the business/trade environment.
- *Local democracy*, or democracy at the local level, is a concept to be understood in two ways – “in the institutions of local government, such as mayors, councils, committees, and administrative services; and in the organizations and activities of civil society.”<sup>10</sup> It is characterized by regular and genuine elections, the rights of majority, minority and opposition groups to influence policy-making processes, and respect for basic civil and political rights. The two major forms of local democracy are participatory (or direct) democracy, and representative democracy. Local democracy measurements should include both the formal mechanisms that are in place for enabling transparent, representative and accountable government, and the experiences and perceptions of citizens on these issues. Most of the existing measurement frameworks (see the Source Guide) are still not supported by tested, verified and widely used methodologies. In many cases these are basically a variant of broader (global) democracy indicators, disaggregated to apply to the local level.
- *Local government and local government performance* usually refers to outputs or results achieved by local governments in service delivery, income and expenditure. Along those lines, measuring municipal performance means assessing how well a municipality performs when delivering goods and services to the public. The performance measures often include the volume, quality, efficiency and outcomes of providing these goods and services<sup>11</sup>. They might also include measures focused on the institutional, financial and human resource capacities to develop, implement and monitor/evaluate its policies and programmes. Some of the measures may address “multi-sectoral” aspects of performance, while others focus on particular sectors (the first category being much more used around the globe). There are numerous assessment tools for assessing local government performance, service delivery and benchmarking.<sup>12</sup> While there is a large volume of information available on these approaches, these represent a totally different area of work from the work on indicators of decentralization and local democracy.

<sup>10</sup> International IDEA: “Democracy at the Local Level - The International IDEA Handbook on Participation, Representation, Conflict Management, and Governance”, 2001

<sup>11</sup> Bracegirdle: “International Experience in Municipal Performance Measurement”, 3rd International Conference on Decentralization, Manila, 2003

<sup>12</sup> A number of these initiatives are listed in the paper titled “International Experience in Municipal Performance Measurement” by Peter Bracegirdle.

### Box 1. Financial performance systems in the Philippines

The Philippines intends to roll out a national Local Governance Performance Management System and a Local Government Financial Performance Management System. The first is a web-based, self-diagnostic tool with 107 indicators covering good governance, administration, delivery of social services, economic development and environmental management. The financial performance system has 14 indicators covering the quality and efficiency of revenue generation from both traditional and non-traditional sources, the quality and sustainability of expenditures, and debt management.

### Box 2. Measuring responsibility, transparency and accountability at municipal level in Macedonia to combat corruption<sup>13</sup>

In Macedonia, a methodology for measuring responsibility, transparency and accountability in the local self-government units was developed with the support of UNDP. This instrument assesses the “vulnerability” of local governments to unethical and corrupt practices by measuring their resistance to such practices. Compared with ‘traditional’ local corruption assessments measuring the incidence of corrupt practices, which is both politically sensitive and methodologically challenging, the Macedonian instrument diagnoses the effectiveness of anti-corruption mechanisms in three main areas of competence of local governments: 1) financial management, 2) urban planning, and 3) public procurement. The data generated is therefore highly “actionable” and policy relevant, which makes it attractive to local policymakers.

Local stakeholders with responsibility and/or power for tackling corruption had a key role to play in the design of the instrument. This early involvement of relevant stakeholders was instrumental in securing their ownership of the assessment process and of the data generated, and in ensuring uptake of results in local policy-making.

Users of public services, including citizens and CSOs, were also consulted in the process of designing the instrument, to identify corruption “hot spots” based on their experience and perceptions of corruption. Such inputs by citizens in the design phase allows for the instrument to have a focus on poverty and gender, through the identification of corruption hot spots of particular relevance to the poor, women and vulnerable groups. Citizens’ participation also enhances the potential for the assessment to serve as an effective accountability mechanisms between local governments and their constituencies.

Finally, an assessment of local governance might focus on a *specific sector* (health, education, business environment) or on a *specific theme* (human rights, corruption etc). Although these assessments might not be holistic in covering the full scope of local governance issues, many of the good practice principles, in terms of method and approaches outlined in this Guide, are still relevant.

#### 1.6 Understanding the normative foundation of assessments

A governance indicator is a measure that shows the degree of alignment between the actual state

of governance at one point (baseline) and its desired state at another point (target). In that regard, indicators are used when there are two things to compare: what is happening now and what *should* be happening. Every governance assessment is therefore based on certain assumptions about what is good and what is bad. This normative bias becomes clear after carefully examining the emphasis the assessment puts on different governance principles (e.g. equity, transparency, accountability) over other governance principles.

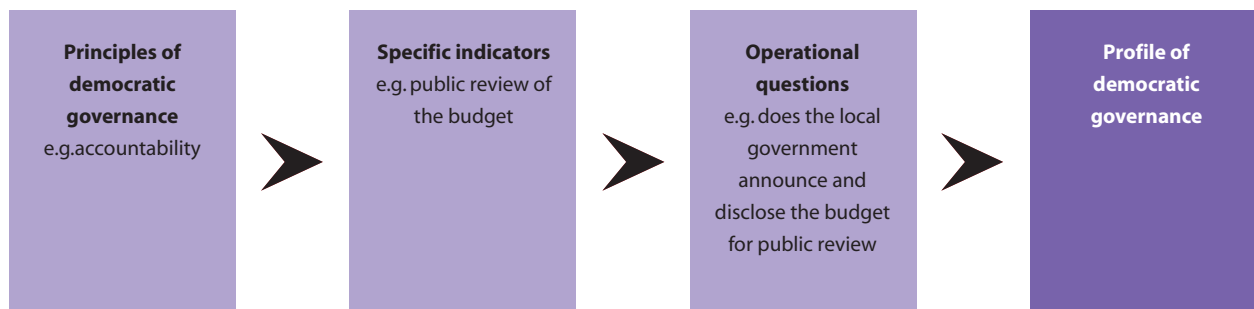
<sup>13</sup> Methodology for Measuring the Index of Responsibility, Transparency and Accountability at Local Level, UNDP Macedonia, 2009 (<http://europeandcis.undp.org/governance/show/E0665B63-F203-1EE9-B2237737A3E4BC48>)

A critical step in developing an assessment is to transform valued principles into actual measurable indicators and operational questions, as shown in Figure 1 below.

It is important that governance assessments make explicit and clear the normative assumptions that underpin them so that users may understand how the concept of “good” or “democratic” governance is being addressed. This clarifies the discourse and encourages informed dialogue with partners, other agencies and academia about the pros and cons of different approaches to governance assessments.<sup>14</sup> It also enables end-users to ascertain what assessments are actually saying – and what they are not.

The norms that underpin UNDP’s governance assessments include principles of democratic governance (transparency, accountability, participation) and also a concern with the rights, needs and interests of the poor, women and other vulnerable groups. The detailed and context-specific nature of local governance assessments provide a mechanism for identifying the obstacles that hinder the economic, political, social and cultural advancement of the poor, women and other vulnerable groups. In addition, the use of participatory methods of data collection, by giving voice to the poor, women and other vulnerable groups, can draw attention to governance issues that had previously been ignored.

**Figure 1. Operationalising principles**



### Box 3. The normative basis of an assessment

All local governance assessment frameworks are based on normative, value-oriented, prescriptive principles. To date there is not one integrated framework for “good” local governance, and the priority for each particular assessment is to endorse a combination of normative principles that will guide it. The examples below illustrate the guiding values and principles that form the basis of selected assessment frameworks that can be found in the Source Guide.

#### *International IDEA Democracy at the Local Level*

- 1 Representative Democracy (equality, equity)
- 2 Participatory Democracy (openness, fairness, transparency, responsiveness, accountability)

#### *Good Governance for Local Development – GOFORGOLD*

- 1 Representation
- 2 Participation
- 3 Accountability
- 4 Transparency
- 5 Effectiveness
- 6 Security
- 7 Equity

#### *Local Governance Barometer (LGB)*

- 1 Effectiveness
- 2 Transparency and Rule of Law
- 3 Accountability
- 4 Participation and civic engagement
- 5 Equity

#### *UN-HABITAT Urban Governance Index*

- 1 Effectiveness
- 2 Equity
- 3 Participation
- 4 Accountability

<sup>14</sup> Donor Approaches to Governance Assessments, DAC Network on Governance, OECD, June 2008 (final draft)

#### **Box 4. The Normative basis of the Good Governance for Local Development (GOFORGOLD) tool in Afghanistan**

The GOFORGOLD tool (see page 66 of the Source Guide) aims to provide a snapshot of governance at the sub-national level, and more specifically, to help in monitoring the governance situation in the provinces, districts, municipalities, and villages against benchmarks and governance indicators.

The GOFORGOLD indicators and reporting system is based in large measure on the UN-Habitat Urban Governance Index (UGI), but has been customised in order to respond to the current national and local governance context in Afghanistan. It is composed of 25 indicators, grouped under seven principles of good governance (representation, participation, accountability, transparency, effectiveness, security and equity). These principles have been adopted by Afghanistan's Independent Directorate for Local Governance as part of its strategic framework. The overall conceptual framework is provided by the MDGs.

#### **1.7 Ensuring multi-stakeholder participation**

Assessments differ considerably in regard to the actors involved, as well as their different roles and responsibilities in phases of the assessment process. These phases are outlined in Box 5. Stakeholders will be more active in some phases than in others, depending on the assessment approach and the origins and purposes of the assessment. For each assessment tool in the Source Guide, there is a description of the main stakeholder roles.

Common stakeholders in most assessments of local governance will include:

*Local government representatives:* local political and administrative leaders are crucial for launching, implementing and using governance assessments. In many cases, local government will be in the driving seat of the assessment process. Local government representatives are especially active in the partnership promoting, development, action planning/dissemination and policy implementation phases.

*Central government representatives:* central government (e.g. the ministry/department responsible for local government) is important in assessments as it has a significant role to play in capacity development of local authorities including in the setting and maintaining of standards of performance, monitoring, ensuring the establishment of mechanisms of accountability, and in the formulation and approval of local government policy frameworks. The central government may be especially active in the policy implementation phase, integrating the assessment

results into its local government monitoring mandate.

*Local government associations:* these are comprised of local councils and express their collective voice in the national arena. Some illustrative examples of their roles and objectives include: shaping public debate on local government issues, influencing policy at the national level, supporting capacity development that enables councils and their partnerships to deliver services, and working to enhance democratic accountability and transparency in local government institutions. Where these exist, they represent an important stakeholder in assessments, especially in the partnership promotion, development and policy implementation phases.

*Civil society organisations:* the existence of a vibrant and diverse civil society is an important indicator of good local governance. CSOs also need to play a role in the assessment process including identifying and drawing attention to local governance deficits as well as using their expertise in data collection and analysis in the implementation of the assessment. CSOs are potentially active in every phase of the assessment process.

*Community based organisations (CBO):* these are a form of organised citizens and have a role in mobilising local people around community development actions and to act as a watchdog. CBOs are also important for reflecting the views, rights and interests of vulnerable or marginalised groups in communities.

## Box 5. Key phases in a governance assessment

*Preparatory phase:* Identifying and recruiting the team that will carry out the assessment and develop a detailed work programme. The team should be as broad-based as possible in terms of gender, ethnicity, age and social background. It is particularly important to have a strong presence of community workers. The detailed work plan should include the 'communication of results' phase.

*Partnership promoting phase:* Promoting and facilitating coordination of different local stakeholders involved in the process. The team should seek the broadest possible local 'sponsorship' of the assessment. Important stakeholders not attending an initial planning meeting should be followed up. During this phase every effort should be made to widely publicise the forthcoming assessment in order to avoid any future misunderstanding with regard to its purpose. A supervisory committee should be established with representation from a wide range of stakeholders. In order to ensure sustainability, a central task of this committee should be to monitor the implementation of the action plan arising from the assessment results.

*Development phase:* Designing the assessment scope and focus areas (including selection of indicators) and developing the tools to be used to collect the governance information. When carried out in a highly participatory manner, the detailed discussion over the selection of indicators to be used provides an excellent opportunity to actively involve a broad range of stakeholders in the assessment as well as to create the 'team spirit' needed to break down any mutual suspicions of different stakeholders and so help to carry forward the initiative.

*Fieldwork phase:* Data collection. It is essential the data collection team is fully briefed about and committed to the underlying normative assumptions of the local governance assessment. They should also be preferentially selected on the basis of their knowledge of the local area and ability to speak languages of different communities.

*Analytical phase:* Analysing the data. Data analysis is the process of summarizing data and interpreting the findings in a way that develops conclusions. The analytical phase also includes discussions of the findings/conclusions.

*Action planning and dissemination phase:* Developing an action plan through consultations with different stakeholders and disseminate the results of the analytical work and launch the action plan. Right from the start of the initiative, the initiators of the assessment need to develop a clear strategy for communicating the results, rather than leaving the design of such a strategy until after the results are available. This strategy should be innovative, identifying and prioritising the 'multiple points of entry' by which the results can impact on opinion shapers and policy-makers – the plurality of local political organisations, social groups and civil society organizations etc.

*Policy implementation phase:* Implementing the action plan and monitoring progress. Monitoring of the action plan is a crucial element to ensure the sustainability of the governance assessment. For this reason, it is suggested that this should be a major responsibility of the supervisory committee established during the partnership promoting phase.

*These key phases have been adapted from 'Governance Diagnostic Capacity Building: The Methodological Approach', World Bank Institute.*

*Traditional leaders/institutions:* by virtue of their powerful influence over local people they have a responsibility and a capacity to stimulate popular participation in the assessment process. Traditional leaders are important to engage in the development, fieldwork and dissemination phases of the assessment.

*Local businesses:* the private sector has an economic role to play by providing goods and

services to the market and creating employment. Its role is circumscribed by the environment created by local and central government.

*Ordinary citizens:* in most cases, organisations and representatives of elected bodies will be acting on citizens' behalf but this does not mitigate the responsibility of ensuring that citizens have access to information concerning the assessment process and the assessment results. Building relationships

### Box 6. Different stakeholder roles in the Local Governance Barometer (LGB)

A lead organisation is identified in the initial stages of the assessment process for implementing the Local Governance Barometer (see page 60 of the Source Guide) which is a tool to assess the quality of local governance across five areas (effectiveness, rule of law, participation/civic engagement, equity and accountability). This organisation plays a vital role throughout the process, particularly in informing and involving various actors, and in processing the data. Other stakeholders involved in this process include:

- The 'client' (i.e. the local government), also the chief beneficiary. The client defines the assessment's objectives, and is responsible for defining priorities as well as drafting the main questionnaire.
- The 'technical partners', local actors working in close collaboration with the lead organization. Their role is critical, particularly in information collection, processing, and validation of results.
- Representatives of municipal officials, civil society, the public and private sectors, consultants, various other agencies and community/traditional leaders, who are involved in the conceptualisation and development of questionnaires.

On the basis of the LGB results, local actors are expected to start a participatory process of drafting the action plan and capacity building designed to improve the quality of local governance.

with the media so that there is media coverage of assessments is a useful way of informing the public as is ensuring that the assessment report and notifications and minutes of meetings are accessible on the Internet.

#### *What are the challenges of inclusive participation?*

There can often be trade-offs between inclusive and participative approaches, and minimizing costs and time in getting the assessment completed. However, inclusive and participative approaches tend to generate more ownership and buy-in amongst stakeholders as stakeholders feel more invested in the results and the results can also be more sustainable as they have potentially been subjected to a more rigorous and contested process.

The selection of stakeholders can also be challenging. This is especially so when selecting amongst different CSOs that might be perceived with suspicion by other stakeholders, particularly by government.

Given the large number and diversity of potential stakeholders (in terms of capacities, interests and mandates) it is recommended that priority is given to mutually understanding stakeholders'

respective roles and expectations, and agreeing on the 'rules' of stakeholder engagement, including on such issues as information sharing, the agendas of meetings, the allocation of roles for meeting facilitation, the rules for the adoption of decisions and timeframes for milestones. These measures can mitigate the potential risk of local elites or other stakeholder groups 'capturing' the assessment process.

### 1.8 What kinds of indicators should be used?

Indicators can yield both quantitative and qualitative data. Governance indicators can be classified in many ways. Most researchers and practitioners work with national governance indicators that measure dimensions such as inputs, outputs, processes, outcomes, and impact. The same is true of local governance indicators.

The typical categories of indicators are:<sup>15</sup>

- *Input indicators* measure the financial, human and material resources required to produce outputs, and the institutional environment in which the organization functions.
- *Process indicators* include the procedures adopted and actions undertaken in order to

<sup>15</sup> UNDP: "Governance Indicators: A Users' Guide", 2006; Fonseca: "Indicator Tools for Assessment and Analysis of City Governance", 2000

achieve the results. These can include the functioning and quality of administrative systems, planning and policy-making procedures and implementation mechanisms. However, measuring the processes (and quality) of engagement between the state, civil society and private sector, including aspects such as participation, transparency and accountability, or equity, is easier said than done.

- *Output indicators* show the externally visible results of the inputs and processes. These include goods and services that satisfy citizen needs, for example, water stand-pipes installed, information counters, number of permits processed, etc. Input and output indicators do not assess the behavioural or procedural aspects but focus on the investments made and the results achieved.
- *Perception indicators* assess the citizens' perceptions or opinions on various issues such as basic services delivery, accountability, responsiveness and corruption.
- *Outcome and impact indicators* measure the long-term goals achieved or benefits derived from a process, usually in the form of satisfied needs, or achievement of broader development goals.

There are a number of alternative ways of collating, analyzing and presenting data on governance indicators. They range from a simple scorecard to a scale, and an index. Each has its strengths and limitations.

A *scorecard* answers "yes or no" to a series of questions, each of which captures a different dimension of the characteristic or component to be measured. However, it does not differentiate between different types of improvements and may also fail to capture temporal variations.

A *scale* is a rating device that presents a range of responses from excellent/high at one end of the scale to poorly done/low at the other end of the scale. While such a tool can be used to gather information on "soft" dimensions of local governance, it represents the views of individuals, which makes the results quite subjective.

An *index* is constructed by combining individual ratings on several different scales into one number. Constructing meaningful indexes can be difficult because the number of components to include, how they are to be weighted and combined, influences the final index. Also if an index uses complex formulas, it leaves little room for adaptation or variation of indicators.

Regardless of the form of analysis and the manner in which results are presented, the local governance assessment must be used to inform policy, build capacity and empower the community. For example, data related to the existence of citizens' charters for public services can lead to (a) a demand for citizens' charters where they do not exist; (b) greater awareness about the existence and the importance of citizens' charters, where they do exist; and/or, (c) a demand for increased compliance with the provisions of the citizens' charter, as well as more accountability.

Most assessments use a mix of different approaches. *Cross-fertilization* is, thus, an important principle to be used when designing a methodology. For instance, combining input-based and output-based indicators is always much more effective than using only one of those two. Integrated assessment strategies always provide a stronger factual basis and a much more sound foundation for development planning, and policy making than an assessment with a strict emphasis on only one type of indicator or only one measurement approach.

### 1.9 Selecting gender and poverty sensitive indicators

Indicators that capture the perspectives, needs and rights of poorer groups in society, as well as vulnerable groups such as women, are critical in informing not only policies relating particularly to these groups, but also promoting equity, enhancing participation and building greater inclusiveness at the local level.

There is a growing emphasis on understanding poverty as a direct result of inadequate policies and ill-designed development programmes, such as those preventing sustainable access to social services or control over productive assets (e.g. land

and financial resources) and those hampering political empowerment.<sup>16</sup>

This has two implications: the first is the importance of governance assessments for providing a much better information base on the situation of the poor so as to feed into policy and decision making. In order to be effective, policies have to combine sound technical analysis with the political support and legitimacy that emanates from the poor themselves.

The second implication is the need for governance assessments to explicitly include measures and indicators that will capture the specific governance deficits that adversely impact the poor. In this regard, there are three major dimensions of poverty that assessments of local governance should try to address through the design and selection of appropriate indicators:<sup>17</sup>

- 1 *Poverty as a lack of power* – this refers to the lack of a voice in decision making and public policy choices and in the access to resources required to rise out of poverty; lack of basic political freedoms; social exclusion and lack of social rights; and limited capacity to access and influence state institutions and/or social processes.
- 2 *Poverty as inadequate access to social services* – This form of deprivation is characterized by poor access to services (such as education and health facilities).

- 3 *Poverty as insecure livelihood and vulnerability to environmental risks and poor access to infrastructure.* The general concept of 'insecurity' refers to insecure access to, use of and control over productive resources and income-generating activities. This dimension of poverty, which is characteristic of rural areas, basically concerns assets (i.e., tangible and intangible stores of wealth) and commodities (i.e., products which are exchanged or sold) as well as poor access to basic infrastructure (such as markets, roads, etc.).

Box 7 below provides some examples of pro-poor measures in assessments.

Unfortunately very few assessments of local governance, including those in the Source Guide, use measures that are explicitly focused on the poor. For example, the *Urban Governance Index* (see page 56), includes just two out of 25 indicators ("existence of a pro-poor pricing policy for water" and "incentives for informal business") that explicitly focus on the poor. Several of the sources in the Source Guide have broad stated aims of promoting local development and alleviating poverty but do not reflect or integrate this concern by selecting indicators focused on the poor. That being said, most of the sources do allow for the data to be disaggregated by income levels to provide information on the relationship between poverty and local governance but this is not the same as indicators that are specifically selected or defined around the poor.

### Box 7. Examples of pro-poor measures in assessments

#### Example indicator

- Number of non-governmental organizations active in the poorest districts
- Evidence of local policies targeted at the poor, e.g. employment programmes, improved access to basic services
- Perceptions of poor respondents on whether they believe there has been an improvement in the provision of public services because of decentralization

#### Data source

- Administrative data on number of registered NGOs at district level
- Analysis of local government policies
- Survey data

<sup>16</sup> Angelo Bonfiglioli 'Empowering the Poor Local Governance for Poverty Reduction' UNCDF (2003). UNCDF

<sup>17</sup> Angelo Bonfiglioli 'Empowering the Poor Local Governance for Poverty Reduction' UNCDF (2003). UNCDF

Gender-sensitivity in governance is intended to increase women's participation in politics – not only in formal political structures but also in civic engagement. It is also meant to strengthen gender awareness and capacities among both male and female politicians and civil servants; deliver services addressing the specific needs and interests of women and men in the community and create awareness of women's rights. Gender specific measures are therefore an important part of governance assessments including local assessments.

The most common gender sensitive measures in governance assessments are ones based on the number of women in a specific office (e.g. The Local Democracy Assessment Guide by IDEA on page 70 proposes to measure the percentage of women candidates in elections and gender representation in voter turnout. Similarly, the MIDAMOS initiative in Paraguay on page 86 proposes an indicator measuring whether there is "at least 30% of women amongst municipal officers."). An important resource for these kinds of indicators is the United Cities and Local Governance (UCLG) programme's database on women in local decision-making, which provides an overview of the percentages of female elected representatives at global, regional and national levels in 54 countries.<sup>18</sup>

However it is arguable whether female politicians and civil servants do automatically give priority to gender issues and so increasingly more attention is being given to the role of organizations that

facilitate women's participation and stimulate the defense of gender interests. This approach emphasizes an important role for civil society in promoting gender-sensitive local development and governance and highlights the need to look deeper for operational measures beyond simply numbers of female representatives in public institutions. Gender analysis of the budget process at the local level is also an area around which gender specific measures in a governance assessment might focus. Box 9 provides some examples of gender sensitive indicators in assessments.

### 1.10 What kinds of data should be used?

The choice of an assessment methodology is influenced by the availability of data. Even the best methodology is meaningless if the data required for the indicators is not available – or although available but not in the form required by the methodology (e.g. when it cannot be properly disaggregated).

There are many kinds of governance data including:

- Fact-based evidence: policy and legal documents (including legally defined competences, institutional framework and performance standards); organizational set-up and management systems (including consultative mechanisms and decision-making);
- Statistical data and various indexes; expenditure tracking and budgetary information; previous organizational audit report; etc.

## Box 8. Developing poverty profiles in Colombo

In Colombo, Sri Lanka, citizen report cards on poverty and governance were developed by the Sevanatha Urban Resource Centre and the Colombo Municipal Council (CMC) that provided the basis for the poverty reduction strategy of the city. Sevanatha successfully used a report card method to conduct a citizen survey based on carefully defined determinants of poverty. The report card highlights the poverty situation of low-income settlements in Colombo and was found to be an effective method to show the problems as well as the positive experiences of people - enabling the measurement of levels of community satisfaction with services provided by the Municipality. Furthermore, the survey has created a useful database for the Colombo Municipality, and also influenced CMC staff to work in partnership with civil society organizations and be responsive to needs identified through a participatory process.

<sup>18</sup> [www.cities-localgovernments.org/uclg/index.asp?pag=wldmstatistics.asp&type=&L=EN&pon=1](http://www.cities-localgovernments.org/uclg/index.asp?pag=wldmstatistics.asp&type=&L=EN&pon=1).

- Perception-based evidence: individual, households, and other kinds of surveys; report cards; etc.
- Mixed evidence: information from interviews, focus groups and consultations; quality and performance evaluation, etc.

In general though, local governance data, like other governance data, can be obtained in two ways – first-hand or primary data, which are generated especially for the indicators developed (through individual, family/household, or institutional surveys, report cards, or focus groups/community dialogues that discuss issues such as participation, responsiveness and accountability of local governments, for example); and second-hand or secondary data, which utilize already collected and published information (for instance, those produced by various local government departments, service providers such as water supply boards, local NGOs, local arms of national bodies such as the census office, the election commission, etc.)

Most of the sources included in the Source Guide utilize *secondary data* already available. However, information on citizens' attitudes and perceptions, expectations, and levels of satisfaction and trust may not be available from secondary sources. To obtain these, well-designed focus groups or community dialogues should be used, involving a small number of representatives from the general public and/or key informants who would come together to discuss various issues. (UN-HABITAT 2007; UNDP and University of Essex 2007).

Participatory ways of collecting data are extremely important for assessments of local governance. At the same time, they pose enormous challenges for local government officials and civil society organizations, which may not have the requisite

skills for conducting such activities. To overcome these constraints, International IDEA proposes that small teams be established for their local democracy assessment (see page 70), consisting of a representative of the national association of local municipalities, a member of the local authority, an academic with an expertise in public administration, and an individual from civil society.

UN-HABITAT also recommends the establishment of a core group of individuals who would lead the process of data collection, analysis and report writing, comprising representatives of the local government, civil society and research organisations.

**A major challenge is the lack of local capacity for data production and collection.** Beside weak statistical systems, there is often a lack of specialised capacity in conducting particular data collection through surveys and facilitating focus groups. When particular data is not available, there are three possible remedies:

- 1 Introduce capacity development measures prior to the implementation of the methodology
- 2 Adjust the initial methodology to the possibilities for data collection – and modify the expectations
- 3 Introduce new and innovative methods or shortcuts in data collection. An example of such a method is Rapid Rural Appraisal (RRA)<sup>19</sup> which consists of a series of techniques for “quick and dirty” research that can generate results of less apparent precision, but greater evidential value, than classic quantitative survey techniques. RRA activities can include review of secondary sources, observation, group interviews, workshops.

### Box 9. Examples of gender sensitive indicators in assessments

- Is gender sensitive budgeting practiced at local level?
- Are local civil servants and local government Ministers accountable to local assemblies/councils?
- How many local authorities had staff who undertook gender-sensitivity training in the last 12 months?
- Are pro-poor and gender sensitive non-governmental organizations active in the poorest districts?
- Are women adequately represented among members of local assemblies/ councils, senior office holders in local government and the civil service at local level?

### 1.11 Key contextual factors influencing the policy impact of assessment results

The collection, assembly and publication of results for local governance performance serve little purpose if they do not have an impact on public policy-making at the local (and national) level. If it is exclusively donor-driven, there is the real danger that such an initiative will be reduced to a one-off exercise. But even when there is an element of local financial support, the issue of policy uptake and sustainability is still a serious challenge. This section examines the contextual factors that need to be considered in order to ensure that policy uptake occurs and that this uptake is sustainable.

The context of the assessment varies greatly across countries, according to three main factors<sup>19</sup>: i) the main agent that carries out the assessment, ii) the relative openness of the political process to reform, and iii) the voice that the assessment achieves in the local public domain. Differences across these contextual features of each assessment will have an impact on the character of the assessment itself and the degree to which local governance reform is possible in the future.

First, the nature of the main agent carrying out the assessment initiative is of major significance. The key distinction is between those assessments that are government-led and those that are civil society-led. Government endorsement adds official legitimacy to the exercise but in some contexts may negatively affect perceptions of its independence and validity. In addition, there are related issues, particularly in deeply divided societies, concerning the ideological or political affiliation of the agent, the composition and the representativeness of the team actually carrying out the assessment. Clearly, in order to maximise the political space for influencing policy uptake, an assessment team should be as broadly based as possible in order to bring all major local stakeholders and different sets of interests on board. A team that is too narrow or one that is unbalanced or biased in some way can affect the legitimacy of the assessment and ultimately the possibility for reform.

Secondly, the more the local governance system in general is open to reform the more likely will the particular assessment proposals themselves be better received and the reform process itself will be easier to initiate, implement and maintain. The impulse to carry out a local government assessment is often associated with some sort of crisis of governability, popular dissatisfaction or disquiet about the political status quo. In many countries, the 'trigger' for carrying out an assessment is precisely the recognition that a recent decentralization programme has not generated the expected improvements in local governance and service delivery.

While the above two contextual factors influencing the probability of an assessment leading to significant reform are relatively rigid, the third factor – the relative public presence that the assessment itself achieves – provides the agent carrying out the assessment with greater possibility of direct influence on policy uptake.

There is a growing recognition that the failure of research to influence policy formulation is often the result of the absence of a clear communication strategy targeted at policy-makers. This is as true of local governance performance measurement as of any other area of research in the social sciences. For this reason, right from the start of the initiative, the agent carrying out the assessment needs to develop a clear strategy for communicating the results, rather than leaving the design of such a strategy until after the results are available. This is because working with communications organisations, networks, and knowledge brokers early on increases the likelihood of take-up by target stakeholder groups later on. This strategy should be innovative, identifying and prioritising the 'multiple points of entry' by which the results can impact on opinion shapers and policy-makers – the plurality of local political organisations, social groups and civil society organizations, secondary schools and universities, as well as print media outlets, local television and community radio stations and via the Internet (webpage, blog, youtube, etc). This strategy should also include an agreed minimum spend in the overall budget on research communication.

<sup>19</sup> See the UN Food and Agriculture (FAO) website for resources related to RRA - <http://www.fao.org/docrep/W3241E/w3241e09.htm>.

<sup>20</sup> From "Assessing the Quality of Democracy – A Practical Guide", Part 4: From Assessment to reform: influencing the democratic process, IDEA (2008)

### **Box 10. Self assessing local governance in Bangladesh**

In Bangladesh, a Local Governance Self-Assessment (LGSA) has been developed and applied in a number of geographical areas in Rajshahi and Sunamganj. The programme aims to reduce poverty through participatory and accountable local governance. The tool is intended to have an educational value for citizens who participate, in order to understand better what local governance is concerned with. Furthermore, it allows the participants to voice their opinion in regard to the current situation of governance in their Union and finally encourages the citizens and the Union Parishad to take action to improve on the current situation of local governance functioning. The main objective of the community level local governance-assessment is an educational one. However, the Self-Assessment exercise is also meant to mobilize the people and contribute to better functioning of governance in their Union. Evaluation of local governance issues at both the community and province levels takes place in small groups of maximum 8 persons. Such assessment is undertaken against a set of core key issues (20 for the community LGSA and 28 for the Union LGSA organised into the demand and supply sides of local governance). Once participants in each group all agree on what the question means and what the ideal situation would look like, they make their individual ranking regarding the current situation. The ranking is done on a common poster paper on a score from 1 to 6.

### **Box 11. The use of household surveys for local governance assessments in Bosnia and Herzegovina**

The Social Audit of Local Governance, a tool introduced in Bosnia and Herzegovina through World Bank support, collects information on local governance through household surveys focusing mainly on respondents' experience of 10 essential public services (housing conditions, local roads, transport, waste removal, water supply, sanitation, heating of households, electricity, health facilities, education – including preschool education); and on citizens' participation in the area under consideration. The queries focus on the technical details of each service, citizens' access and usage and citizens' satisfaction with the quality of services.

Of course, in many countries the concentration of media ownership, underdeveloped civil society organizations, and concentrated areas of political power and deep patron–client networks, necessarily limit the 'political space' for disseminating the assessment results. For this reason, there is often an implicit trade-off when contemplating the policy uptake of a local governance assessment. On the one hand, official government-led assessments may have more formal voice, but they need to be careful to ensure that they are representative, valid and legitimate exercises that include broad representation of key stakeholders. On the other hand, assessments led by civil society organisations or academic/think-tanks may benefit from a certain autonomy, independence and validity, but may well have to compete for control of the public space in communicating their results and will need to achieve consensus with government actors in order to bring about a reform process.

There are different potential audiences for the results of a local governance assessment. There is the danger of limiting the target audience to 'the usual suspects', namely influential citizens and stakeholder organisations in the private and public sector, as well as representatives of international non-governmental organizations, many of whom may well have been involved in the assessment itself. This comprises that 'typical' audience that will be exposed to the final outputs through report launches at large public events, official speeches, media interviews. However, it is essential to communicate the results beyond 'the usual suspects' to as diverse and broad an audience as possible. This will often require innovative repackaging of the results in a more easily understandable and accessible format and the use of spots on community radio in order to communicate with low-income citizens. These mechanisms should incorporate concrete proposals for governance reform that draw on the

findings of the assessment in ways that emphasise local ownership of the reform agenda.

### **1.12 Using assessment results to strengthen downward and upward accountability**

There are several broad areas in which the tools for comparative performance measurement of local governance can be 'operationalised' by using the results to impact on public policy formulation and implementation. What they have in common is that they all seek, in different ways, to activate and/or strengthen the various accountability mechanisms that are implicit in a devolved system of local government – downward accountability to citizens and upward accountability to central government.

#### ***Strengthening the downwards accountability of local government to its citizens***

The assembly and dissemination of comparative local governance performance data can be used to strengthen the downwards accountability of local government to its citizens by seeking to influence the very basis on which citizens make their voting decisions.

In the Philippines there is a longstanding 'non-programmatic' political culture rooted in populism and clientelism through which politicians are re-elected despite poor governance performance. Here the national statistical office (NSO) computed a province-level Good Governance Index (GGI), comprising a range of indicators grouped under administrative and economic themes. The GGI – at the start (2000) and end (2003) of the term of office of provincial governors – were then compared and used to rank all 81 provinces from "best" to "worst" and also "best performing" to "worst performing". Best provinces were classed as those with the highest GGIs and Best Performing Provinces were those with the highest differences between the 2003 GGI and the 2000 GGI. The NSO then widely disseminated a list of the "best – or worst – performing provinces" indicating for each province the variation (positive or negative) in performance from start to end of term. A study of the 2004 provincial elections showed that although most of the governors of the "best" and "best performing" provinces were re-elected, this was also true of the governors of the "worst" and "worst performing" provinces. In order to raise voter awareness of this 'contradiction' the NSO then constructed a "Voters' Index" that aimed to measure the "wisdom" of

voters in selecting candidates (to assess whether or not governors of poor performing provinces were indeed being 'kicked out', and vice versa.) The 2004 voters' index revealed that voters were not in fact making "informed" decisions and that they were re-electing poorly performing governors. Recognizing its importance in strengthening good local governance, the NSO began to disseminate the GGI scores & underlying data in close partnership with the media. As citizens start to recognise that their voting patterns did not match the change in the provincial GGI scores, it is forecast that there will be a greater emphasis on 'programmatic' considerations in future voting patterns. By strengthening the accountability of elected officials to the electorate, this will enhance local governance (Virolaz, 2006).

#### ***Strengthening the upwards accountability of local government to central government***

The assembly and dissemination of comparative local governance performance data can also be used to strengthen the upwards accountability of local government to central government by influencing the allocation of the fiscal transfers from central to local government. Ideally, the allocation of central government transfers between municipalities is based on a formula that seeks to calculate relative need, by the use of demographic and poverty-related indicators. In some countries these formulas also incorporate indicators that seek to reward efforts in local own-revenue generation. However, local governance performance in general, rather than simply local revenue generation performance, may also be used as criteria for allocating central government fiscal transfers to local government. The justification for linking fiscal transfers to this wider local governance performance is simple – the better is the local governance performance in general, the greater is the probability that the transferred funds will be used effectively, irrespective of whether they are ear-marked or not.

At the most basic level, local governance indicators could be used for calculating a minimum set of preconditions for access to such fiscal transfers from central government. In several countries scoring on governance indicators is used to calculate Minimum Conditions of Access (MCA) as a precondition for local government to be able to receive funding from central government. Such is the case in Bangladesh, where the MCA developed

## Box 12. Communicating research

Research on its own cannot bring about change. Research must be communicated in an appropriate form if new knowledge is to bring about improvements in the lives of the world's poorest people. The research must also be useful and accessible to people, who may require additional skills and capacity to enable this. Experience tells us that unless communication of research is planned for throughout a research programme, including once it's completed, then research uptake and impact may be limited<sup>21</sup>. A top-down, linear approach to communication, where a homogenous group of end users receive information, is unlikely to lead to change. Communication of research should be an iterative, interactive and multi-directional process that involves a wide range of stakeholders from planning, through to design, implementation and monitoring and evaluation. The shortcomings of the linear model are widely recognised, and the question that is asked instead concerns research uptake pathways: 'Why are some of the ideas that circulate in the research/policy networks picked up and acted on, while others are ignored and disappear?' Or, to phrase it from the perspective of those engaged in research: 'How can we market our ideas so that they are noticed? What do we have to do to influence policy in a pro-poor and evidence-based direction?

## Box 13. Translating assessment results into recommendations

Here are six pointers for translating assessment results into recommendations for improvements in local governance:

- 1 Identify the most urgent priorities for making improvements in local governance and craft recommendations that can help address these most urgent issues from an immediate, medium-term and long-term perspective.
- 2 Isolate those aspects of local governance which municipal authorities and administrators can address on their own and those that require the involvement of other stakeholders (such as national or regional officials).
- 3 Build on the strengths that are identified in the assessment and do not focus only on the shortcomings that the evaluation has brought to the surface or highlighted.
- 4 Separate out problems that require major institutional change, those that involve personalities or individuals, and those that can be addressed through policy change.
- 5 Develop an approach to making recommendations that links systemic problems with an integrated effort to ameliorate them over time. That is, rather than developing a simple list of things that could be done to improve local level governance, participants are asked to think through a strategy that first addresses why the problems have occurred and then comes up with a series of steps involving political leaders, civic actors and citizens.
- 6 Sketch out a way in which these steps can unfold over a defined period of time (with the most critical concerns addressed immediately while at the same time developing a longer-term approach) and identify methods for monitoring progress on improving democracy.

*Source: Adapted from IDEA (2002) Local Democracy Assessment Guide*  
[http://www.idea.int/democracy/upload/Local\\_Dem\\_Assessment\\_Guide.pdf](http://www.idea.int/democracy/upload/Local_Dem_Assessment_Guide.pdf)

<sup>21</sup> From United Kingdom Department for International Development (DFID) Research on Communication and Getting Research into Use <http://www.dfid.gov.uk/consultations/crd/section5.pdf>

for *union parishads* (UPs) comprise a range of governance indicators, as shown in Table 1.

However, more commonly MCAs can be matched with performance measurements (PMs) as a twin element in tying funding to performance. Rather than determining absolute access, PMs determine supplements to (or subtractions from) the basic allocation amount, based on more qualitative measures of past performance. UNCDF experience has shown that the use of PMs can provide a powerful incentive for building LG capacity and improving LG performance. A good example is Uganda, where a transparent formula, based on eight performance measurement themes (such as “Communication and Accountability Performance,” “Gender Mainstreaming Performance,” “Procurement Performance,” etc.) comprising 24 indicators was used to allocate central government grants to local governments. Performance on each set of indicators is scored and used to determine whether the local government is eligible for a 20% top-up, a 20% reduction, or simply the basic allocation derived from the formula (see page 124 of the Source Guide).

The measurement of governance performance also helps to identify deficiencies in the internal management of local government. Such measures provide a practical means to identify those local governments in need of special assistance in capacity building. In many countries central government support for capacity-building in local governance is limited by shortage of financial and human resources. Such measures enable training

bodies to allocate these limited resources in a more efficient manner by concentrating efforts on the poorer performing local governments. Such assessments also provide evidence to identify those high-performing local governments, which may play a supportive role in ‘knowledge transfer’ and technical assistance to their weaker counterparts.

### 1.13 Institutional opportunities for policy uptake

Irrespective of the particular area for which the results of an assessment may be used, reformers face a major challenge to ensure that policy uptake actually occurs and that it is sustained. They must ensure that the political space is secured for these new policy initiatives, that they are not seen as threatening to powerful stakeholders, so that they can be endorsed. UN-HABITAT<sup>22</sup> has identified a range of institutional mechanisms that strengthen local governance by promoting transparency and accountability. Some of these provide convenient ‘entry points’ by which the assessment results of local governance performance can be fed into the policy-making arena. These include:

*Public meetings and public hearings:* In some countries, especially in Latin America, the local government executive head is required by law to convene open public meetings as a mechanism to improve downward accountability. Regular public meetings tend to focus on budgetary concerns while public hearings may be convened to debate issues for which controversy exists, such as new municipal investment projects. As well as

**Table 1: Minimum Conditions of Access (MCA) in Bangladesh**

Minimum Conditions of Access	Indicators
Transparency, Accountability & Fulfilment of Basic Functions	<ul style="list-style-type: none"> <li>• UP meetings held in UP offices (not chairperson's house!)</li> <li>• Past FY accounts inspected and approved</li> <li>• Minimum effort at local tax collection</li> </ul>
Involvement of Elected Women Members	<ul style="list-style-type: none"> <li>• Women members invited to UP meetings and involved in UP committees – LG circular</li> </ul>
Project-Specific Conditions	<ul style="list-style-type: none"> <li>• Establishment of ward &amp; union development committees to widen public input into UP planning, budgeting and monitoring</li> </ul>

*Source: Shotton (2005) Delivering the goods: Building local government capacity to achieve the Millennium Development Goals. A practitioner's guide from UNCDF experience in least developed countries.*

imparting information, these meetings also serve as an important mechanism to solicit the views of the public on issues of importance to local government. Such meetings may help both to disseminate governance assessment results and to provide a mechanism for citizens to draw attention to deficiencies and to propose measures to raise governance performance.

*Oversight committees and citizen advisory boards:*

Oversight committees are external committees that oversee the operations and activities of specific local government committees such as finance, public works, health and education. These committees perform an important role in gathering information on the functioning of individual departments and ensuring, through their oversight and questioning of management officials, that corrupt practices do not take place. Citizen advisory boards are also structured around specific issues but have a looser advisory role than the more formalised role of the oversight committee, with members who are less likely to be employees of the authority. Members of these committees and boards combine relevant expertise of the subject with active participation in the local community. For these reasons, they are ideally suited to dissemination and response to governance assessment results.

*Local Anti-Corruption Agencies:* In response to the growth of local government responsibilities associated with decentralization programmes, anti-corruption agencies have often been created at the local level. These can serve as watchdog for local government entities; to provide an effective vehicle to disseminate information regarding the ethics rules and regulations pertaining to government employment; to study and draft good governance policies and to ensure that those in government who breach the public trust are held accountable for their actions. A proactive

community/grassroots outreach programme is a key element of such local anti-corruption agencies. The dissemination by such agencies of the results of governance assessments can play a major part in raising citizen awareness of major deficiencies in local governance.

*Participatory Budgeting:* Participatory Budgeting is a significant innovative practice that can help to enhance participation and improve downward accountability in the administration of financial matters. In particular, by raising citizen participation beyond the electoral process through the mechanism of thematic and neighbourhood meetings, participatory budgeting can help to enhance local democratic culture, nurture civic engagement, and stimulate the development of social capital. Although concerned primarily with ensuring that there is a better fit between the allocation of local financial resources and citizens expressed needs, the participatory mechanisms employed can also help to address deficiencies as expressed by the results of local governance performance assessment.

This chapter highlights the most pressing issues that users of assessments of local governance have identified. Its content is based on telephone interviews with more than twenty representatives from the practitioner community, including intergovernmental, donor, government, research and civil society communities (see interviewees' list in acknowledgements section). The semi-structured interviews covered the assessments and indicators that they made use of, the role of these in development policy and planning processes, and their major strengths and weaknesses. Six major issues were highlighted by the interviewees and are presented here, in each case with an associated checklist of 'good practice' guidelines.

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<sup>22</sup> From *Framework for Promoting Transparency at the Local Level*, UN-HABITAT <http://www2.unhabitat.org/cdrom/TRANSPARENCY/html/transpl.html>

#### Box 14. Short-, Medium- and Long-Term Options

Local government will appreciate recommendations that are grounded in the findings of the assessment and practice-oriented in their application. Recommendations should be feasible, that is, they should be clearly defined in terms of their duration, complexity, outputs and cost. In this regard, it may be helpful to separate out the recommendations in the following way.

- *Short-Term Options:* Those steps or actions which are simple and low-cost, require few major policy or statutory changes, and are immediately feasible in the current context.
- *Medium-Term Options:* Those steps which may require reforms of existing policies and laws, that require major administrative changes, or for which substantial resources will need to be rallied.
- *Long-Term Options:* Those that require significant reform or restructuring of city-level institutions, significant cost, national approval, or major administrative or financing reforms.

*Source: Adapted from IDEA (2002) Local democracy assessment guide*  
[http://www.idea.int/democracy/upload/Local\\_Dem\\_Assessment\\_Guide.pdf](http://www.idea.int/democracy/upload/Local_Dem_Assessment_Guide.pdf)



2

## Voices from the Trenches



# Voices from the Trenches

## 2.1 Choosing an appropriate assessment framework

The most common issue raised by almost all of the interviewees is the limited number of assessments carried out to date and the associated lack of a robust, comprehensive and tested methodology for local governance assessment. There was a consensus that the frameworks currently used for local governance assessments are not really normative systems for “good” or “democratic” local governance. Instead, there are diverse and sometimes weakly integrated “compilations of preferences and values”. Despite an increasing emphasis on democracy in the discourse on local governance, there is still an absence of tested indicators for the organization of political parties and for mechanisms of accountability and responsiveness at the local level. It is noteworthy that most national associations of local governments do not yet promote particular normative frameworks that would serve as the foundation for their development work at the local level.

### Good practice checklist

- Define the specific purpose, focus and expected scope of the entire assessment process.
- Map key stakeholders and identify their needs, preferences and interests in local governance assessment.
- Ensure focus, while facilitating incorporation of a holistic concept of governance (i.e. not only formal structures and services, but also on processes and relationships).
- Derive the assessment objectives from the local development needs and the strategic policy agenda.
- Ensure that there is a focus on the needs of the poor, women, children and other disadvantaged groups. Use all opportunities (and create new ones) for integrating pro-poor and gender-

sensitive measures – without which the assessment will not serve as a basis for equitable local development.

## 2.2 Dealing with complex methodologies

There was widespread concern amongst those interviewed that there are “too many indicators floating around” and “too many offers to local authorities”. The proliferation of indicators created a situation in which local stakeholders are flooded with proposals for different assessments. Each time there is an argument that a particular set of indicators is the most important and that its application should be prioritized over all other governance assessments. Experts and international organizations also often send mixed signals on what the very notion of governance represents. As a result, local stakeholders may find it difficult to reconcile between different approaches and derive meaningful conclusions for follow-up actions and development strategies. The multiplicity of sources of indicators and the relative divergence of methodological approaches sometimes lead to confusion, inefficient use of scarce capacities and “fatigue” with governance assessments.

Sometimes, when concepts related to governance are explained in a too simplified manner there is a danger that local stakeholders start to believe that “almost anything can be assessed” (and, primarily, by quantitative measures). The challenge of agreeing on what to assess is also connected to the complexity of the concept of governance. The focus can be placed on outputs, relations, perceptions, means and tools for service delivery. Nevertheless, assessments often need to incorporate a combination of different focuses. A critical challenge is to agree on what dimensions (or combination of dimensions) should be considered relevant and prioritised.

The most successful methodologies are those that have a high degree of transparency: in the process

of design, implementation and dissemination of results. This is usually enabled by regularly informing all stakeholders on procedures, indicators and measurement tools as well as by involving the media throughout the process. Indicators are more reliable when the methodology used to devise them is transparent.

Data collection is another challenge. Weak statistical capacity of municipalities (and even national institutions) makes data collection time-consuming. Often the necessary data either does not exist or is not well structured, disaggregated and/or systematized. The capacity of local data collectors is rarely adequate because the existing organizations rarely possess the technical skills and are not networked. This situation is particularly problematic when assessments are being done in more than one municipality (region) at the same time. Therefore, it is sometimes more effective to invest resources into training existing individuals (researchers, officials or activists) or organizations and so ensure more credible data collection and analysis.

#### **Good practice checklist**

- Make your methodology as transparent as possible.
- Identify data requirements in advance and address data problems before they take place by investing in capacity development or by adjusting indicators.
- There will never be enough time, money and people so be cost-efficient and adjust ambitions to the capacities available.

### **2.3 Adapting tools to local contexts**

Methodologies that are applied through rigid procedures (in particular, global indexes that have not or cannot be adapted to the local context) usually result in “great measurement errors” and do not give workable results. For this reason, interviewees highlighted the importance of continuous adjustments and improvements of methodologies to the local context – even during the implementation phase. Appropriate methodologies are usually those that derive from “localized solutions” which are based on identification of well defined characteristics of local governance that should be measured. For instance, in the *Local Governance Barometer* (see page 60 of the Source Guide), a “universal model” is transformed into a “local model” on the basis of a

particular understanding of good local governance by local stakeholders.

Another lesson learned is that the period of preparation and design (or customization) of a methodology should be sufficiently long. This phase should be used as an opportunity for learning and capacity development and it should involve as many as possible of the stakeholders to be later involved in its implementation. Consultative workshops such as those applied in the *Local Democracy Assessment* of International IDEA (see page 66 of the Source Guide) are a good method for facilitating design and incorporating local contextual factors.

#### **Good practice checklist**

- Map existing assessment tools (such as those included in the Source Guide) and select a methodology that is suited to the purpose of undertaking the assessment and the normative foundation.
- Weight pros and cons of different approaches to assessment regarding implementation arrangements (external, peer review, self-assessment) and decide which one is best suited.
- Never underestimate the need for customization and localization. Give priority to ensuring conceptual clarity and relevance of the normative framework to the context-specific local governance issues.
- Use more than one source of data and combine various types of indicators (input, output, process, outcome indicators). No one kind of data is sufficient to give information on such complex phenomena as local governance so integrate objective and subjective indicators from both primary and secondary sources.

### **2.4 Managing a multiplicity of purposes**

Identifying and ensuring consensus on the key purpose of an assessment is a significant challenge. Often there is a multitude of different and sometime conflicting purposes due to the variety of needs of the numerous stakeholders. Groups consisting of representative of international organizations, national governments, local

governments, and representatives of civil society may face a major challenge in formulating one or more clear objectives of the assessment that would come out of a shared understanding of the objective.

Most practitioners and experts strongly promote the idea that an assessment is a development tool and not merely a technocratic exercise in operationalising a set of indicators. In that sense, the assessment should inform development plans and strategies, identify capacity gaps and areas for governance reform, and set a factual baseline for policy analysis. Moreover, assessments should be used for social and resource mobilization, raising awareness of stakeholders, advocacy, and facilitating a consensus on future priorities.

In cases when local governance indicators are applied for comparing the quality of local governance across different localities, success was ensured when the following conditions exist:

- 1 There is a clear normative framework for the assessment that is agreed by all involved local governments / communities and that is then sufficiently institutionalized.
- 2 There is a shared agreement that comparisons should facilitate exchange of experience amongst municipalities to promote policy and institutional change through raising awareness – not merely for the purpose of ranking. In this case, citizens need to also mobilize to put pressure on their municipalities to generate a wide popular support base for using assessment results for concrete follow-up actions.

#### **Good practice checklist**

- Secure common understanding and sound consensus on the purpose of the assessment.
- Make the assessment purpose – oriented. The expected results should be the main reference framework for the organization and implementation of the methodology.
- Maximise the credibility, relevance and usability of the assessment by enabling a comparison between the current state of affairs and a preferable one in the future.

## **2.5 Maximising participation in assessments**

Governance assessments in general (both the processes and the results) can be threatening to many stakeholders, especially those stakeholders who are resistant to change. Assessments of local governance can be particularly politically sensitive. Several interviewees suggested that emphasis needs to be placed on working with local authorities to reduce their fears and to mobilize the support of officials. Being much closer to citizens and under potentially more intensive scrutiny, local political leaders realize that the assessment can have a major impact on the local community. In this respect, there is a greater need to invest in building partnerships, trust and understanding at the outset of an assessment process. A minimal, basic capacity in local government for local governance assessment is sometimes not available. Finding even one person to talk to in depth about governance indicators remains a challenge in many municipalities around the world. Therefore, the search for a “champion” who would later create a critical mass of supporters (and “believers”) should be a top priority.

The number of stakeholders involved as well as the identification of their respective roles and responsibilities are also major issues. A crucial question is which stakeholder should lead the process. Practical experiences indicate quite different answers. While almost all interviewees argued that the central actor should be local government, some thought that it should not implement the assessment due to a potential conflict of interest. Similarly, while there was a consensus view that civil society organizations must play a key role, some argued that they should not conduct assessments without strong backing from the local government. Several interviewees also agreed that there should be a role for central government – but not a leadership one. Central authorities are considered very important, in particular when the issues addressed in the assessment refer to a framework broader than one municipality (e.g. decentralization).

So who should lead the assessment process? Some interviewees proposed associations of local governments as the most appropriate organization due to their wide network, their

overview of the scope of local governance issues, their level of capacity, and their potentially more independent posture. However, it was argued that assessments led by local government associations are most effective when these have sufficient influence over and credibility amongst local and national authorities. International organizations and other external actors also have an important role to play in promoting, advising and actively supporting local governance assessments. This is especially true of those organizations continually present on the ground and/or those with large international and regional networks (e.g. the United Cities and Local Governments and the world and regional networks of Local Governments Associations).

#### Good practice checklist

- Identify 'champions' who create enthusiasm and commitment for the assessment. The champion is the engine behind the whole exercise and s/he has to be able to work with all different actors and keep them committed to the original purpose of the assessment, so preventing anyone "going astray".
- Pay sufficient attention to targeting political leaders to ensure the political will and support for the success of an assessment.
- Promote active participation by assigning particular roles and responsibilities to each group of stakeholders involved.
- Be as inclusive as possible by including all relevant organizations and individuals – even those that might not be the usual partners in governance assessments (e.g. religious and youth organizations, foreign investors, the media).
- The lack of adequate understanding of the purpose of the assessment and lack of shared norms related to local governance are often major impediments to stakeholder involvement so invest time and resources in awareness raising and capacity development of targeted groups through appropriate communication strategies.

## 2.6 Incentives and sustainability

Many of those interviewed considered that financial and capacity development incentives were a *sine qua non* for a successful assessment because they have a major influence in ensuring both the launch of an assessment and the active involvement of key stakeholders. Without incentives geared towards the needs and interests of particular stakeholders, it is difficult to ensure buy-in, support and ownership. Such incentives may include financial support, development support and capacity development programmes. However, others considered that there is already so many financial and capacity development offers (particularly in large cities) that finance and development assistance no longer really represent major incentives.

The commitment of political and civil society leaders has been greatest in those cases in which there has been a powerful demonstration of practical, tangible results and a clear political value of an assessment. Hence, it was suggested that a genuine understanding of the purpose and the method of assessment is the most critical incentivizing factor. Assessments should certainly not be initiated only as a result of donor-driven pressure or as another "check-mark or shopping list".

All interviewees agree that there needs to be at least a minimum continuity and that the periodicity with which assessments take place should be determined on the basis of the specificities of

particular aspects of governance being analyzed. If the result of an assessment is expected to induce immediate changes, subsequent exercises should be more regular and integrated into monitoring and evaluation systems.

Developing local capacities from the outset is crucial for ensuring that the assessment is repeated (to enable monitoring over time) and for ensuring its institutionalization. Capacity development should be integrated into the methodology even in the case of externally conducted assessments. It was recommended that concrete practical actions should take place during

the assessment – in terms of social mobilization, policy-making and consensus building – to ensure sustainability. Moreover, broad inclusion of local actors yield shared ownership which is a key driver for ensuring uptake of the assessment results. Upon the finalization of an assessment, a concrete and widely shared reform agenda should be based on a consensus of all those involved and broadly promoted in the local community. At the same time, information on the results of the assessment and the proposal for a follow-up should be disseminated to the largest number of stakeholders.

#### ***Good practice checklist***

- Ensure that incentives to stakeholders are positive, transparent and strong enough to mobilize engagement.
- Take care to ensure that any external assistance does not undermine the credibility of the results and that it does not impede the local ownership of the process.
- Ensure a sustained focus on developing local capacities.





# 3

## Case Studies



# Case Studies

The following four fictional case studies demonstrate key concepts and themes raised in earlier chapters of this Guide and cover such issues as:

- Facilitating commitment and involvement – the role of a local government official
- Moving from government to the concept of governance – the role of a civil society activist
- Balancing comparability with local relevance –

the role of a representative from a local government association

- Ensuring uptake of assessment findings in local policy-making – the role of a local elected government official

Although the names are fictitious, examples have been drawn to approximate real-life scenarios based on actual country experiences.

## Case study 1: Facilitating commitment and involvement: The role of a local government official

Svetlana has recently been appointed as the head of the policy unit in her municipality. She has a university degree in social sciences and has been working for an international development agency for a couple years. However, Svetlana has never been a local government official and her insight into the everyday practices and the specific organizational culture in the municipal administration was limited.

The major strategic responsibilities of Svetlana were to steer the development agenda, coordinate most critical policies and mobilize external resources. In her unit, there were only three persons and none of them had considerable experience in development cooperation.

After spending a couple of months trying to find her way through the rigid, poorly organized, and highly inefficient municipal administration, Svetlana decided to initiate an assessment of local governance for her municipality. The main purpose of the assessment was to identify development needs, mobilize support from civil society organizations, and set a factual foundation for more strategic organizational change. She prepared a brief for the president of the municipality and managed to secure the participation of all key local officials at the initial meeting.

The meeting ended up quite differently from Svetlana's original expectations. First, few officials understood the notion of governance. She spent most of the time trying to explain to them that local governance is not only about how much money central level transfers, the cost of particular local public services, division of post in the local assembly, etc. but also includes capacity development and empowerment of local communities, and facilitating the participation of citizens and groups in decision making.

Second, she faced great resistance from those that became concerned that conducting an assessment would produce a bad image of local officials. They argued that providing the local community a chance to express their concerns would publicly expose "dirty laundry" as well as weakness and failures of the local administration. Finally, Svetlana was strongly criticized for not being able to say "how much money this would bring us" and what other concrete benefits would come from conducting such an assessment.

### **Case study 1: Facilitating commitment and involvement: The role of a local government official** (continued)

Frustrated with the reactions from her colleagues, Svetlana decided to build a “coalition of willing” partners for local governance assessment – this time starting with external stakeholders. Moreover, she decided to combine positive incentives with public pressure to ensure the commitment and involvement of local officials.

Svetlana paired up with a local NGO that promotes poverty reduction and social inclusion. They decided that the NGO will use a part of the funds from an ongoing project to organize a public campaign. The campaign would steer public pressure for addressing most critical weaknesses and problems in local governance. At two public workshops, various organizations would have a chance to discuss the overall governance performance (not only that of the local government) and propose possible new solutions.

At the same time, Svetlana contacted her previous employer – the international development organization – and managed to persuade them to bring in two municipal representatives from another country where a successful local governance assessment had just been finalized. That case study would be presented at a large conference.

Svetlana also organized her staff to conduct research into the existing methodologies of local governance assessment. They used internet sources and also contacted people in regional and global think-tanks that deal with good governance.

After all that, and close to the mid-year period when budgets are being prepared for the following year, Svetlana organized a conference and ensured wide media coverage. Participants included local officials, representatives of civil society organizations, representatives of international and bilateral development agencies, key local and regional businesses, and officials from central government agency dealing with decentralization.

The conference started with a speech by the president (actually the one already used in the previous elections) on the need for democratization and sustainable development of the local community. Central government officials briefly informed the audience about the agenda for decentralization and Svetlana’s staff made a presentation of comparative methodologies on local governance assessment. After a very heated discussion amongst civil society organizations and local officials, the case study of a successful assessment from another country was presented. Finally, a representative of a bilateral development agency (eager to re-active an old project) pledged funds and advisory support for implementation of the assessment.

The conference had a great impact. The local government endorsed Svetlana’s plan for local governance assessment. A bilateral donor provided the resources, and a local expert group was formed with the involvement of Svetlana’s staff, two international advisors, one representative of the municipality where an assessment was conducted successfully, and the local (umbrella) policy-advocacy NGO. Moreover, an advisory group was established with participation of all relevant civil society organizations, representatives of the private sector and media, one official from central-level government and several local officials. Finally, there was a public commitment that, if the assessment was conducted successfully and if its results were integrated into a new local development strategic plan, considerable financial support would be provided for future development projects.

## **Case Study 2: Moving from government to the concept of governance: The role of a civil society activist**

Mehtab is the director of an organization promoting local economic development that operates in a medium-size municipality. He returned from an international conference on good local governance where he had been very inspired by a speech on the link between governance assessment and development planning. Upon his return, Mehtab decided to initiate a comprehensive assessment in his own municipality.

Using contacts that he had established at the international conference, Mehtab managed to collect several documents that present different cases and different methodologies for governance assessment. On the basis of those, as well as in consultations with his colleagues, he designed a project proposal and presented it to a development foundation. His proposal was welcomed and financial resources were made available.

The main purpose of the assessment would be to build consensus on local development priorities through promoting the need for a more comprehensive local governance reform. Mehtab expected that, once everyone realized what the main problems were, an agreement on priorities would be much easier – maybe the priorities would even derive directly from the assessment recommendations.

Mehtab realized that a proper assessment would require a new kind of understanding amongst the local community and a new mindset that would be broadly shared. He did not want a “government,” but “governance” assessment – however, “governance” was an alien notion for almost everyone in the municipality. Therefore, Mehtab made a small flyer (cheap, but in many copies) where he presented some of the usual definitions of local governance as well as a particular one that he thought would be most appropriate for his municipality. Moreover, he included a couple of examples on good local governance in other countries and an explanation of the implications that the new concept would have on the existing structures, relationships and processes in the municipality. Most importantly, the flyer was written in the local language and used plain, simple words.

Another major issue was who should lead the whole assessment – an assessment of governance, not of government. This meant that the leadership of the process could not involve only local government officials. Moreover, the scope of the assessment included issues that are not the competence of any of particular civil society organization (there was no “NGO on good local governance”). A further problem was that many such organizations existed – and, normally, good local governance concerned all of them.

Mehtab organized a meeting with an advisor to the president of the municipality. They took the list of all local civil society organizations and agreed on a particular strategy. First, there would be an Expert Task Force comprising representatives of all civil society organizations that were directly related to the purpose of the local governance assessment. The Expert Council would be chaired by the president’s advisor and would meet on a monthly basis (plus, whenever there was a need for urgent consultations). The main role of the Expert Task Force would be to supervise the work of experts and consultants, discuss and decide upon methodological issues, monitor the implementation of the project, and endorse interim and final reports.

Second, there would be a Consultative Committee including all civil society organizations, as well as a representative of the local business association and several media representatives. It would be chaired by the president of the municipality and would meet only twice: at the beginning of the assessment and at the end. In addition, the members of the Consultative Committee would be kept informed about the progress of the assessment through brief monthly written updates.

While it was clear who should participate in the Consultative Committee, the problem with the membership of the Expert Task Force remained. There was no central organization that could select the members with sufficient legitimacy and credibility – and the whole point was that local government itself should not be leading the process (even though its representatives would chair the Task Force and the Consultative Committee).

## **Case Study 2: Moving from government to the concept of governance: The role of a civil society activist (continued)**

Mehtab suggested to map all civil society organizations using a specific matrix. The matrix would derive from concrete indicators of local governance assessment and would seek to identify which organizations had direct or indirect interest and an optimal capacity for becoming involved in the Expert Task Force. Such a selection method would be very transparent and would secure the credibility of the decision on the final list of members. Moreover, it would have an additional benefit - raising public awareness about the assessment itself.

A specific questionnaire was prepared – basically, a table with the list of indicators, on one side, and a limited number of answers, on the other. Each organization would be asked to identify the extent to which its activities were related to a particular indicator. Moreover, it would need to self-assess its capacity for assuming an active role (and responsibility) in the assessment.

Soon, the list was ready. There were a couple of organizations that did not qualify, but were of great relevance for the Task Force. Those included, amongst others, a local religious organization, an organization dealing with a small minority community, an organization for the disabled and handicapped, and a recent initiative providing counselling services to women affected by family violence. Including those additional organizations on the list of members did not present a problem, because it was fully justifiable and Mehtab and the President's advisor continued to act in a very transparent manner.

Although several of these organizations did not have the capacity to take on a leadership role in the Task Force, Mehtab and the President's advisor valued their engagement at a less active level. After all, by being part of the Task Force they would strengthen their capacity and be exposed to intensive learning.

At the end, Mehtab prepared instructions on how the work of the Expert Task Force and Consultative Committee should be organized. This document included a set of procedures (setting the agenda for meetings, invitation to and organization of meetings, discussion and decision-making rules) and this was approved at the first meeting of both the Task Force and the Committee.

Interestingly, one of the findings identified by the local governance assessment was precisely the lack of structures and capacities for continual consultations amongst local stakeholders. Given the effectiveness of the Task Force and the Committee, a plan was made to transform them into more institutionalized structures for local governance policy consultations and development planning.

### **Case Study 3: Balancing comparability with local relevance: The role of a representative from a local government association**

In the last couple of years there had been many different local assessments, evaluations and audits but Lia realized that something had to be done to make them more relevant for development purposes as well as the need to address their increasing conceptual and methodological confusion. She was working as a local government advisor for the local government association that covered the whole country. From her point of view, there was an urgent need for standardization and national coordination of various local governance assessments.

Establishing a methodology common to all sub-national units would produce many benefits. First, it would enable inter-municipal comparison and help identify systemic needs for the sub-national governmental system as a whole. Such an approach would also provide a sound factual basis for the design of new national and sub-national development projects, the promotion of comprehensive policies, and an enhancement of the legal framework.

Second, the opportunity to publicly present the results of the assessment of all sub-national units would enable the sharing of experiences and also enable benchmarking amongst sub-national units. Furthermore, it would mobilise public pressure for governance reforms and facilitate the sharing of knowledge and experience on standards of good governance.

Finally, the new initiative would help address the increasing confusion produced by the use of the different methodologies that various international and bilateral organizations applied. For instance, in several municipalities a team of international experts had conducted “assessment of accountable and responsive local government” based on public perception surveys. When the reports were finalised, the experts left and it became obvious that there was weak local ownership of the findings and even weaker capacity to deal with the recommendations.

Elsewhere, in selected municipalities, a regional institute funded by a bilateral donor had introduced an index on democratization. The methodology included some consultative workshops, but there were problems of localization of the global indicators. Many local stakeholders argued that the findings were either irrelevant for their local context or that they could not use them for development purposes. In addition, there were also several assessments focusing on local service delivery – but many of these were conducted without a clear normative framework for good local governance.

Lia received the endorsement of the leadership of the association to establish a new standing committee on local good governance. The standing committee was chaired by herself and comprised a representative group of sub-national units (from urban to rural, from small to medium to large population size, and from small to medium to large territorial size). Moreover, officials from central government ministries and agencies were included on a permanent basis. In addition, there were researchers and analysts from national non-governmental organizations dealing with decentralization and local development.

The committee prepared a work plan that included:

- Development of a national concept on principles and norms of good local governance – based on comparative research and localization of the existing universal “models” and frameworks used in other countries – as well as the previous indigenous practice regarding good local governance
- Mapping of all local governance assessments conducted in the previous three years (methodologies, reports, identification of weakness and strengths)
- Design of a standardized methodology for local good governance assessment

**Case Study 3: Balancing comparability with local relevance:  
The role of a representative from a local government association  
(continued)**

- Training of local stakeholders on the implementation of the methodology
- Creation of pool of permanent and “on-call” experts to coach and provide advisory services to sub-national units in the implementation of the methodology
- Introduction of a system for financial and non-financial incentives for sub-national units regarding implementation of an assessment
- Endorsement of an annual cycle for a local good governance assessment on a regular basis and for better coordination and alignment amongst assessments conducted in different sub-national units
- Establishment of a donor trust-fund for local good governance to coordinate and improve the cost-efficiency of different donor funds

The work plan was also endorsed by the national government and the international donor community.

Special emphasis was placed on the need to balance comparability and local relevance of assessments. The methodology had to be sufficiently standardized to reflect the agreed principles and norms of good local government in each particular sub-national case. Moreover, that concept needed to be aligned with international best practices and some of the existing normative frameworks.

At the same time, the methodology had to be sufficiently flexible to allow for incorporation of local specificities and to ensure relevance for local development planning and policy making. The differences between sub-national units were considerable, and the same framework could not necessarily be identically applied everywhere.

Therefore, it was decided to proceed on the basis on three principles:

- 1 First, standardized processes, procedures and roles and responsibilities
- 2 Second, a set of common indicators
- 3 Third, and most important, a national assessment framework, localized and customized through the use of particular sub-indicators. In other words, each sub-national unit was allowed to modify a limited number of indicators to reflect its particular local context. Moreover, if need be, sub-national units were allowed to add other indicators that they considered relevant. It was also important that, before application of the customized methodology, each sub-national unit sought endorsement by the committee for the proposed modification introduced into the standardized methodology.

Of course, Lia’s initiative was not flawless. However, in the course of three years, continuous modifications and enhancements brought about a framework that now satisfies a large set of objectives – including the balancing of national comparability with local relevance. Moreover, donor money is being spent more effectively and local assessments are now used for genuine developmental purposes.

#### **Case Study 4: Ensuring uptake of assessment findings in local policy-making: The role of a local elected government official**

Davron has recently been elected to the municipal council with responsibility for the promotion of local democratic governance. His first priorities were to better understand the relationships amongst the key stakeholders in local governance and to try to improve the local governance capacity for strategic planning and policy making.

At that time there was a new initiative developed by an international development partner for an assessment of local governance. Davron immediately understood that such an analysis would be perfect for setting a foundation for achievement of his priorities. However, Davron also understood from the comments of his more experienced colleagues that it would not be an easy exercise and that there had been failed attempts in the past. Therefore, Davron was cautious, but also proactive. He took on the role as focal point for the whole endeavor, as it offered him an opportunity to impact on the way that it was conducted and on the way that the results of the analysis would be used.

After a series of discussions with international partners, the local government and civil society organizations that would be involved in the assessment, Davron proposed the following:

- He and two other local politicians would become permanent members of the Steering Committee on the assessment, thus ensuring local political ownership and continual support for the methodology and the results. Their role would be to continually ensure that the assessment was aligned with local strategic priorities and the policy agenda, and to ensure that the assessment results were relevant and applicable.
- He would oversee the establishment of mechanisms for external and internal communication to keep the political parties, the public, and the central-level political representatives informed about progress and the preliminary findings. Davron would prepare monthly plans and disseminate them to local and central-level politicians, as well as regular press-releases for the local media.
- There would be three public workshops for open and transparent discussion about progress of the assessment. Beside local stakeholders, the events would involve representatives of the main political parties and central-government officials who would provide critical input on the interdependence of the local governance reforms with the process of decentralization.

Davron organized two consultative meetings with broad participation from local and national stakeholders that facilitated endorsement of a normative agenda for local governance reforms. A document that had been developed in a neighboring country and that had been shared with Davron was discussed and considerably adjusted to the case of Davron's municipality. Some aspects of that normative agenda were used to formulate several policy documents. Davron understood that local development should be closely linked to the political agenda that his party promoted in the previous elections. This included, amongst other, reshaping of mechanisms for the provision of local administrative and public services towards a greater citizen orientation, more gender-sensitivity and more focus on marginalized groups.

It took a lot of personal initiative by Davron and his colleagues to ensure an understanding of the assessment by a majority of members of the local assembly. However, once approved, this new framework ensured a sound foundation for the local governance assessment as well as clear guidance for the local government regarding the priorities for reform. In addition, the new framework envisaged the continual and active participation of civil society organizations in local policy making, as well as regular public consultations.

A number of challenges were faced in carrying out the assessment. Most problems related to data collection because of the weak local statistical system. The methodology was adjusted a couple of times but at the end it was successfully implemented. Already, in the course of the assessment, several members of local assembly were able to use preliminary

**Case Study 4: Ensuring uptake of assessment findings in local policy-making:  
The role of a local elected government official (continued)**

results in order to put forward new legislation. They simply saw an opportunity to apply the evidence produced by the assessment to promote new policies that had already received public support, given the participation of local stakeholders in the assessment.

After the assessment, Davron initiated the establishment of a cross-sector committee in the local assembly on local governance reforms. The first task of the committee was to prepare a local governance strategy based on the recommendations of the assessment. Realizing the potential that the assessment could yield for the future, the committee also decided that similar exercises would be conducted on an annual basis – as an input in the evaluation of the implementation of the local governance strategy.

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The background features a repeating pattern of stylized hands in two shades of purple, light and dark, arranged in a grid. Overlaid on this pattern is a larger, darker purple silhouette of a person with arms and legs spread wide, resembling a cross or a star, positioned centrally.

# Source Guide

# How to use the Source Guide

The following Guide includes 22 assessment methodologies for decentralised governance. These methodologies have been compiled to provide users with a resource to draw on for developing new assessment tools or for adapting existing assessment approaches to specific contexts. The sources are grouped into three categories:

- 1 Comprehensive local governance assessment approaches based on multiple stakeholder perspectives
- 2 Local governance assessments based on citizen (or single stakeholder) perspectives
- 3 Local governance and performance self-assessments by local government institutions

The matrix below summarizes the main features of each tool, and can be used to narrow down a subset of tools offering the best 'fit' for a given assessment context. This selection process can proceed in three steps:

- 1 *First*, users need to clarify the scope of their assessment and *select one of the three categories* of tools listed above. For instance, in settings with a poor functioning democracy at the local level or in a context in which the decentralisation process has only recently started, users may want to focus on the third category of tools assessing local government performance, instead of registering low scores on almost all aspects of local democracy measured by tools of the first category. The point here is that not all democratic governance deficits can be addressed simultaneously therefore it is important to identify priority areas to focus on, and select a tool accordingly.
- 2 *Second*, users can refine their search within any of the three categories of tools by *examining various features of each tool* (such as financial and time investments required, specific purpose served by the tool, data sources used by the tool, main stakeholders involved, and poverty/gender focus). Based on these features, users can identify the two or three tools which seem to be most appropriate to their assessment needs and to the local context.
- 3 Users can then flip directly to the *more detailed profiles* of these shortlisted tools and make their final selection.

The summary matrix has a column on "*cost/benefit analysis*" to help users select a tool that is appropriate for the capacity level of local stakeholders and that matches the timeframe and financial resources available for the assessment. Every instrument can be used more or less intensively including more or less primary data collection, while more primary data collection might be required in "data-poor" settings. Nevertheless certain methodologies will be more expensive and time consuming than others (but likely to generate more reliable results), while others will be quicker and less costly (but generating results that are more 'indicative').

The *purpose* of the assessment will also influence the choice of instrument: is the objective of the assessment to inform policy makers, or is it also (or mainly) meant to serve as a learning/capacity development effort contributing to an improved dialogue between local government and citizens? The summary matrix has a "purpose" column which distinguishes between 1) "diagnostic" to inform policymaking and priority-setting, and 2) capacity development to facilitate engagement of citizens in governance processes.

The summary matrix also indicates what type of *data sources* is used by each tool (objective and/or subjective), which *actors* should lead the application of the tool (internal vs. external to local government), and the extent to which the methodology is *sensitive to women and to poor and marginalized groups* (merely disaggregating indicators by income/sex vs. proposing indicators that are ‘specific to the poor/women’).

We will now briefly describe each one of the three categories of tools featured in the Source Guide.

### **1 Comprehensive local governance assessment approaches based on multiple stakeholder perspectives**

This category is distinguished by its emphasis on applying a comprehensive framework for capturing the principal dimensions and determinants of governance at the local level such as the local political system (i.e. elections, human rights, rule of law, civil society, freedom of information), institutional issues (i.e. corruption, public administration, financial management, public procurement), social and cross-cutting issues (i.e. the policy process, the budget process, revenue mobilization, service delivery, gender, environmental sustainability) and market governance (i.e. the business/trade environment).

In this category, the source guide includes the following:

- 1 Urban Governance Index (UN-HABITAT)
- 2 Local Governance Barometer (Impact Alliance)
- 3 Good Governance for Local Development – GOFORGOLD Index (Afghanistan)
- 4 Local Democracy Assessment Guide (International IDEA)
- 5 Indicators of Local Democratic Governance (Tocqueville Research Centre & OSI)
- 6 Methodological Guidelines for Local Governance Analysis (UNDP)
- 7 Governance Index (Indonesia, Kemitraan – Partnership)
- 8 Measuring Municipal Performance – MIDAMOS (Paraguay)
- 9 Observatory of Democracy in Central America: System of Legal and Institutional Governance Indicators for Central America (Centro Estudios para el Futuro)
- 10 *Desde lo Local* – Strategic Decentralization for Local Development (Mexico)
- 11 Council of Europe’s Guide to Developing Well-Being & Progress Indicators with Citizens – Application of the Governance Module in Timisoara (Romania)

### **2 Local governance assessments based on citizen (or single stakeholder) perspectives**

This category is distinguished by its emphasis on citizens’ perceptions and experiences based on an assumption that the quality of local governance is determined by local stakeholders. The identification of expectations, experiences and perceptions is carried out by different data collection methods including direct surveying and focus groups. The most often cited instruments and approaches are *Citizen Report Cards* originally developed in Bangalore, India.

In this category, the source guide includes the following:

- 12 Citizen Report Cards (Public Affairs Centre, India)
- 13 Social Audit of Local Governance (Bosnia and Herzegovina)
- 14 Social Audit of governance and delivery of public services (Pakistan)
- 15 Local Governance Self-Assessment (Bangladesh)

### **3 Local governance and performance self-assessments by local government institutions**

This category is distinguished by its emphasis on outputs or results achieved by local governments in service delivery, income and expenditure. Along those lines, measuring municipal performance means assessing how well a municipality performs when delivering goods and services to the public. The performance measures often include the volume, quality, efficiency and outcomes of providing these goods and services. They might also include measures focused on the institutional, financial and human resource capacities to develop, implement and monitor/evaluate its policies and programmes. Most of

these measures address “multi-sectoral” aspects of performance, while only a few others focus on particular sectors. There are numerous assessment tools for assessing local government performance, service delivery and benchmarking.<sup>23</sup> While there is a large volume of information available on these approaches, these represent a totally different area of work from the work on indicators of decentralization and local democracy.

In this category, the source guide includes the following:

- 16 Governance for Local Development Index – GOFORDEV Index (Philippines)
- 17 Assessments Informing Performance Based Grant Systems (UNCDF)
- 18 Local Governance Performance Management System (Philippines)
- 19 Index of Responsibility, Transparency and Accountability (Macedonia)
- 20 Standards of Municipal Transparency (Chile)
- 21 Local Integrity Initiative (Global Integrity)
- 22 Methodology for the Assessment of Capacity of Municipalities in Turkey and the Western Balkans to deliver basic services (UNDP)

# Summary matrix:

## Main features of tools profiled in the Source Guide

Tool	Cost-benefit analysis	Purpose	Information sources	Lead actor(s) applying the tool	Explicit poverty measures	Explicit gender measures	Remarks
	<p>1) Quick, cheap &amp; 'indicative' findings</p> <p>or</p> <p>2) Longer, costlier &amp; more detailed/reliable findings</p>	<p>1) Diagnostic to inform policy-making &amp; priority-setting</p> <p>or</p> <p>2) Capacity development to facilitate engagement of citizen in governance processes</p>	<p>1) Objective and/or</p> <p>2) Subjective</p>	<p>1) Internal to local government</p> <p>or</p> <p>2) External to local government</p>	<p>1) Disaggregated by income groups</p> <p>and/or</p> <p>2) Indicators specific to the poor</p>	<p>1) Disaggregated by gender</p> <p>and/or</p> <p>2) Gender-specific indicators</p>	

### Summary matrix: Main features of tools profiled in the Source Guide (continued)

Tool	Cost-benefit analysis	Purpose	Information sources	Lead actor(s) applying the tool	Explicit poverty measures	Explicit gender measures	Remarks
<b>Approaches based on multiple stakeholder perspectives</b>							
<b>1 URBAN GOVERNANCE INDEX (UN-HABITAT)</b>	Quick, cheap and 'indicative' findings (a two-day workshop can generate most of questionnaire responses)	Both diagnostic and CD to facilitate engagement of citizens in governance processes	Mainly objective sources	Both: Internal municipal staff (self-assessment), typically facilitated by a local government association	Both disaggregated and specific to the poor	Both disaggregated and gender specific	<ul style="list-style-type: none"> <li>• Indexation</li> <li>• Looks more at institutional aspects of governance (are democratic governance systems in place?)</li> <li>• Requires a data-rich setting (urban)</li> </ul> <p>Strengths:</p> <ul style="list-style-type: none"> <li>• Universal criteria (comparability high)</li> <li>• Quickly identifies areas of weakness for further investigation</li> <li>• Can be applied by municipality independently</li> </ul> <p>Weaknesses:</p> <ul style="list-style-type: none"> <li>• Not context specific</li> <li>• No scores per stakeholder group</li> <li>• No perception data (no quality statements)</li> </ul>
<b>2 LOCAL GOVERNANCE BAROMETER (Impact Alliance)</b>	Either (can be more or less rigorous & costly, depending on resources available – approx. 3-5 weeks)	Both diagnostic and CD to facilitate engagement of citizens in governance processes	Both objective and subjective sources	Both: independent organisation facilitating the assessment, in collaboration with local stakeholders (state and non-state) and technical partners	Both disaggregated and specific to the poor	Both disaggregated and gender specific	<ul style="list-style-type: none"> <li>• Indexation</li> <li>• Looks at institutional and relational aspects (are systems in place and valuation)</li> <li>• Can be used in "data-poor" setting</li> </ul> <p>Strengths:</p> <ul style="list-style-type: none"> <li>• Qualitative and quantitative data combined</li> <li>• Context specific and universal</li> <li>• Stakeholder perspective explicit dialogue</li> <li>• Web-based instant scoring</li> <li>• Weighing of indicators and criteria possible</li> </ul> <p>Weaknesses:</p> <ul style="list-style-type: none"> <li>• Requires a lead agent, trained in methodology</li> <li>• Requires minimal technical backstopping</li> <li>• More expensive than UGI</li> </ul>

### Summary matrix: Main features of tools profiled in the Source Guide (continued)

Tool	Cost-benefit analysis	Purpose	Information sources	Lead actor(s) applying the tool	Explicit poverty measures	Explicit gender measures	Remarks
<b>Approaches based on multiple stakeholder perspectives (continued)</b>							
<b>3 GOOD GOVERNANCE FOR LOCAL DEVELOPMENT – GOFORGOLD Index (Afghanistan)</b>	Quick, cheap and 'indicative' findings (suitable to data scarce/post-conflict settings, using readily available sources of objective data)	Both diagnostic and CD to facilitate engagement of citizens in governance processes	Objective sources	Both: municipal representatives, CSOs, private sector	Both disaggregated and specific to the poor	Both disaggregated and gender specific	<ul style="list-style-type: none"> <li>Indexation</li> <li>Applicable in countries emerging from conflicts</li> <li>Looks more at institutional aspects of governance (are systems in place)</li> </ul> <p>Strengths:</p> <ul style="list-style-type: none"> <li>Looks more at institutional aspects of governance</li> <li>User friendly formats</li> </ul> <p>Weaknesses:</p> <ul style="list-style-type: none"> <li>Still under development</li> </ul>
<b>4 LOCAL DEMOCRACY ASSESSMENT GUIDE (International IDEA)</b>	Longer, costlier and more detailed/reliable findings	Both diagnostic and CD to facilitate engagement of citizens in governance processes	Both objective and subjective sources	Both: Assessment teams typically consist of representatives from the national association of local municipalities, the local authority, academia, and civil society	Disaggregated data only	Both disaggregated and gender specific	<ul style="list-style-type: none"> <li>Narrative (no indexation)</li> </ul> <p>Strengths:</p> <ul style="list-style-type: none"> <li>Guiding questions can be integrated into other assessments</li> </ul> <p>Weaknesses:</p> <ul style="list-style-type: none"> <li>Addresses democracy architecture not really governance</li> <li>Narrative report, no index no comparison</li> <li>Requires highly skilled people to analyse</li> </ul>
<b>5 INDICATORS OF LOCAL DEMOCRATIC GOVERNANCE (Tocqueville Research Centre &amp; OSI)</b>	Longer, costlier and more detailed/reliable findings (incl. 3 surveys, one for local government, one for local representatives, and one for citizens)	Diagnostic	Both subjective and objective sources	External: The Tocqueville Research Centre in collaboration with a polling company	No	No	<ul style="list-style-type: none"> <li>Mainly for countries in transition (Eastern Europe)</li> <li>Indexation</li> </ul> <p>Strengths:</p> <ul style="list-style-type: none"> <li>Comprehensive covering various perspectives (cross validation)</li> </ul> <p>Weaknesses:</p> <ul style="list-style-type: none"> <li>Takes a lot of time and costly</li> <li>Requires a specialist agent to implement</li> <li>Difficult for ordinary citizens to be involved (rather technical)</li> </ul>

### Summary matrix: Main features of tools profiled in the Source Guide (continued)

Tool	Cost-benefit analysis	Purpose	Information sources	Lead actor(s) applying the tool	Explicit poverty measures	Explicit gender measures	Remarks
<b>Approaches based on multiple stakeholder perspectives (continued)</b>							
<b>6 METHODOLOGICAL GUIDELINES FOR LOCAL GOVERNANCE ANALYSIS (UNDP)</b>	Longer, costlier and more detailed/reliable findings	Both diagnostic and CD to facilitate engagement of citizens in governance processes	Both subjective and objective sources	Both: Assessment facilitated by UNDP, in collaboration with local stakeholders (both citizens and local authorities)	No	No	<ul style="list-style-type: none"> <li>Indexation</li> <li>Assesses more the requirements for good governance than the state of governance. In set up similar to LGB</li> </ul> <p>Strengths:</p> <ul style="list-style-type: none"> <li>Action oriented</li> <li>Self assessment (no external facilitation required)</li> <li>Can be applied in a "data-poor" environment</li> </ul> <p>Weaknesses:</p> <ul style="list-style-type: none"> <li>Rather costly</li> </ul>
<b>7 GOVERNANCE INDEX (Kemitraan – Partnership)</b>	Longer, costlier and more detailed/reliable findings	Both diagnostic and CD to facilitate engagement of citizens in governance processes	Both subjective and objective sources	Both: Assessment facilitated by an independent research organization, with participation by both state and non-state stakeholders	No	Disaggregated data only	<ul style="list-style-type: none"> <li>Requires country adaptation, as several indicators refer to institutions and practices specific to Indonesia</li> </ul> <p>Strengths:</p> <ul style="list-style-type: none"> <li>Very comprehensive methodology combining both objective and subjective data sources</li> <li>Detailed instructions for users and ready-made data collection instruments</li> </ul>
<b>8 MEASURING MUNICIPAL PERFORMANCE – MIDAMOS (Paraguay)</b>	Longer, costlier and more detailed/reliable findings	Both diagnostic and CD to facilitate engagement of citizens in governance processes	Mainly objective sources, potentially complemented with subjective sources	Both: Assessment facilitated by an independent organization, with participation by both state and non-state stakeholders	No	Both disaggregated and gender specific	<p>Strength:</p> <ul style="list-style-type: none"> <li>Drawing mainly from objective indicators (with precise scoring criteria), makes results "indisputable".</li> </ul> <p>Weakness:</p> <ul style="list-style-type: none"> <li>Essentially assessing the existence of municipal mechanisms, legislations or quotas, with limited opportunities for also evaluating the quality of local governance mechanisms</li> </ul>

### Summary matrix: Main features of tools profiled in the Source Guide (continued)

Tool	Cost-benefit analysis	Purpose	Information sources	Lead actor(s) applying the tool	Explicit poverty measures	Explicit gender measures	Remarks
<b>Approaches based on multiple stakeholder perspectives (continued)</b>							
<b>9 OBSERVATORY OF DEMOCRACY IN CENTRAL AMERICA (Centro de Estudios para el Futuro)</b>	Longer, costlier and more detailed/reliable findings	Diagnostic	Objective sources	Both: Assessment facilitated by a national research institution, in collaboration with a national steering committee composed of key government representatives	No	No	<ul style="list-style-type: none"> <li>Unique in its three-pronged assessment focus on substantive rights (existence of proper legal provision), procedural rights (existence of effective mechanisms to implement these rights) and systemic rights (interactions between legal provisions and other systemic factors such as public budgets, proper institutions and public officials)</li> </ul>
<b>10 DESDE Lo Local – Strategic Decentralization for Local Development (Mexico)</b>	Longer, costlier and more detailed/reliable findings	Diagnostic	Objective sources	Mainly internal municipal staff (self-assessment), plus a neutral body to verify the results	Both disaggregated and specific to the poor	Both disaggregated and gender specific	<p>Strength:</p> <ul style="list-style-type: none"> <li>The three-color code for presenting results focuses attention on weaker areas <i>within</i> a municipality, and downplays inter-municipality comparisons</li> </ul> <p>Weakness:</p> <ul style="list-style-type: none"> <li>Relies exclusively on objective data assessing the existence of mechanisms for local governance, but fails to assess the <i>quality</i> of these mechanisms</li> </ul>
<b>11 COUNCIL OF EUROPE'S GUIDE FOR DEVELOPING WELL BEING / PROGRESS INDICATORS WITH CITIZENS – APPLICATION OF THE GOVERNANCE MODULE IN TIMISOARA (Romania)</b>	Longer, costlier and more detailed/reliable findings	Mainly CD to facilitate engagement of citizens in governance processes	Both subjective and objective sources	External: multi-stakeholder consultations (with different groups of citizens) facilitated by independent researchers	Both disaggregated and specific to the poor	Both disaggregated and gender specific	<ul style="list-style-type: none"> <li>Addresses more social cohesion and “well-being” than underlying governance issues</li> </ul>

### Summary matrix: Main features of tools profiled in the Source Guide (continued)

Tool	Cost-benefit analysis	Purpose	Information sources	Lead actor(s) applying the tool	Explicit poverty measures	Explicit gender measures	Remarks
<b>Approaches based on citizen perspectives</b>							
<b>12 CITIZEN REPORT CARDS (Public Affairs Centre, India)</b>	Quick, cheap and 'indicative' findings	Both diagnostic and CD to facilitate engagement of citizens in governance processes	Subjective sources	Both: Facilitated by independent organization or by a representative consortium of stakeholders; report card is designed by both service providers and users; respondents are users of services	(Potentially) both disaggregated and specific to the poor	(Potentially) both disaggregated and gender specific	Can be applied as Community Score Card as well using focal groups in stead of individuals cost reduction but less reliable  Strengths: • Effective diagnostic tool to assess service satisfaction • In combination with UGI/LGB a very strong tool to assess local governance • Applied in many countries  Weaknesses: • Assesses actual satisfaction against unknown individual benchmarks (if a publicly known service charter doesn't exist)
<b>13 SOCIAL AUDIT OF LOCAL GOVERNANCE (Bosnia &amp; Herzegovina)</b>	Longer, costlier and more detailed/ reliable findings	Diagnostic	Subjective sources	External: Household survey conducted by independent organization	No	Both disaggregated and gender specific	• Combines service satisfaction assessment and local governance assessment  Strengths: • Good as diagnostic and monitoring tool  Weaknesses: • Still in development (one country application)
<b>14 SOCIAL AUDIT OF GOVERNANCE AND DELIVERY OF PUBLIC SERVICES (Pakistan)</b>	Longer, costlier and more detailed/ reliable findings	Both diagnostic and CD to facilitate engagement of citizens in governance processes	Mainly subjective sources, complemented by some objectives sources	Both: Both government officials / service providers and citizens serve as facilitators of the audit and as respondents	Both disaggregated and specific to the poor	Both disaggregated and gender specific	More or less similar to the above  Strengths: • Good as diagnostic and monitoring tool • High level of accuracy  Weaknesses: • Still in development (one country application) • Costs are very high
<b>15 LOCAL GOVERNANCE SELF-ASSESSMENT (Bangladesh)</b>	Quick, cheap and 'indicative' findings	Both diagnostic and CD to facilitate engagement of citizens in governance processes	Mainly subjective	Both: Facilitated by independent NGO, with participation by both local government and citizens	Both disaggregated and specific to the poor	Both disaggregated and gender specific	• Narrative report • Mainly a dialogue and CD tool  Strengths: • Action oriented  Weaknesses: • No indexation – limited comparison possible

### Summary matrix: Main features of tools profiled in the Source Guide (continued)

Tool	Cost-benefit analysis	Purpose	Information sources	Lead actor(s) applying the tool	Explicit poverty measures	Explicit gender measures	Remarks
<b>Self-assessments by local government institutions</b>							
<b>16 GOVERNANCE FOR LOCAL-DEVELOPMENT INDEX – GOFORDEV Index (Philippines)</b>	Longer, costlier and more detailed/reliable findings	Both diagnostic and CD to facilitate engagement of citizens in governance processes	Both subjective and objective sources	Both: Facilitated by independent NGO, with participation by both local government and citizens	No	No	Assesses service delivery performance and some aspects of governance (participation) • Indexation • One country only
<b>17 ASSESSMENTS INFORMING PERFORMANCE BASED GRANT SYSTEMS (UNCDF)</b>	Longer, costlier and more detailed/reliable findings	Both diagnostic and CD to facilitate engagement of citizens in governance processes	Mainly objective sources	Either internal or external: assessment can be overseen by central government ministry, or by independent organization.	Both disaggregated and specific to the poor	Both disaggregated and gender specific	• Measures actual performance against national standards. • Linked to grant system (better performance = more money) • Stimulates local accountability • Non participatory
<b>18 LOCAL GOVERNANCE PERFORMANCE MANAGEMENT SYSTEM (Philippines)</b>	Longer, costlier and more detailed/reliable findings	Diagnostic	Objective sources	Internal	No	Both disaggregated and gender specific	• Self assessment tool for LGs • Non participatory • System + performance assessment • Can be used to inform citizens
<b>19 INDEX OF RESPONSIBILITY, TRANSPARENCY AND ACCOUNTABILITY (Macedonia)</b>	Longer, costlier and more detailed/reliable findings	Both diagnostic and CD to facilitate engagement of citizens in governance processes	Objective sources	Both: Participation of citizens in designing the instrument; application of instrument mainly by government actors	No	No	• Corruption (resistance) measurement tool • Indexation • Includes service users information • Still in the design stage
<b>20 STANDARDS OF MUNICIPAL TRANSPARENCY (Chile)</b>	Longer, costlier and more detailed/reliable findings	Diagnostic	Objective sources	Mainly internal	No	Disaggregated data only	• Assesses access to information • Can be contextualised • Easy to apply • Does not differentiate for marginalised groups • Assesses presence of mechanisms not their valuation/quality
<b>21 LOCAL INTEGRITY INITIATIVE (Global Integrity)</b>	Longer, costlier and more detailed/reliable findings	Diagnostic	Mainly objective sources	External: Local country teams composed of well-known experts from national think tanks, universities, NGOs, and media	Some indicators are specific to the poor	Some indicators are gender specific	• Corruption (integrity) measurement tool • Indexation for national level policy making • Tested in various countries • Country specific
<b>22 METHODOLOGY FOR THE ASSESSMENT OF CAPACITY OF MUNICIPALITIES IN TURKEY AND THE WESTERN BALKANS TO DELIVER SERVICES (UNDP)</b>	Longer, costlier and more detailed/reliable findings	Diagnostic	Both subjective and objective sources	Both: Steering group composed of both government and non-government actors; respondents mainly government actors	Both disaggregated and specific to the poor	Both disaggregated and gender specific	• Assesses capacity gaps for service delivery at LG level • Self assessment tool, not participatory

**Producer**

UN-HABITAT

**History**

The Urban Governance Index (UGI) was developed as an advocacy and capacity development tool under the umbrella of UN-HABITAT's Global Campaign on Urban Governance. Principles of good urban governance and indicators were identified through consultations with various UN agencies, including UNDP, UN-HABITAT, UNHCHR, UNDESA and UNICEF, from expert group meetings and through contributions made by local professionals taking part in the field tests.

**Objectives**

The UGI is a self-assessment tool for cities and local authorities which can help to initiate a dialogue with a wider range of governmental and non-governmental stakeholders – belonging to the civil society and private sectors – on development priorities. At the global level, the UGI aims to demonstrate the importance of good urban governance in achieving broad development objectives (i.e. the Millennium Development Goals) and those in the Habitat Agenda (i.e. provision of adequate shelter for all and promotion of sustainable urban development).

**Applicability**

- The UGI is best applied in those urban contexts where the local government has the willingness and capacity to take the lead in this exercise. It is possible to use it both in situations where civil society is strong and active, and where it is weak. In the first case, it can be used to build and increase the relationships and mutual rapport and confidence between the local government and civil society. Where civil society is weak, the UGI can encourage community participation and strengthen the voice of Community Based Organisations.
- It assumes an adequate level of technical capacity in the city (either within the municipality or in civil society) to operate the

UGI. Furthermore, it is based on the assumption that stakeholders are interested and willing to devote time, and share information, in order to improve urban governance.

**Types and sources of data used**

The UGI uses publicly available data from mainly objective sources: national and city statistics and regulations, and available administrative data on population, budgets and procedures. All information is converted into quantitative data of two types: single numbers (expressed by averages, means, ratios, percentages), and binary variables (yes/no expressed as 0/1 assessments).

**Methodology**

The UGI comprises 25 indicators grouped under four themes corresponding to core urban governance principles – efficiency, equity, participation and accountability (see Table 3). Data from each indicator are normalised (allocated a value between 0 and 1) and weighted before being aggregated into the 4 sub-indices. The UGI is an average of the values of the four sub-indices.

The UGI approach emphasises the processes of urban decision-making, the mechanisms and institutions through which various stakeholders articulate their interests, exercise their legal rights, meet their obligations and mediate their differences. The indicators also focus on the quality of relationships between key stakeholders at the local level.

UN-HABITAT strongly advocates the use of participatory methods for the identification, collection and analysis of indicators at the local level. The data on the indicators is collected through a stakeholder meeting where all key urban actors are present. Participatory data collection not only enhances access to data and information, but also ensures collective ownership of results and lays the ground for joint initiatives towards governance reform. It also indicates openness on part of the municipality and improves its credibility with external partners and donors.

**Table 3: UGI sub-indices and indicators**

Effectiveness	Equity
1 Local government revenue per capita 2 Ratio of actual recurrent and capital budget 3 Local Government revenue transfers 4 Ratio of mandates to actual tax collection 5 Predictability of transfers in local government budget 6 Published performance standards 7 Customer satisfaction survey 8 Existence of a Vision statement	9 Citizens' charter: right of access to basic services 10 Percentage of women councillors 11 Proportion of women in key positions 12 Pro-poor pricing policy for water 13 Incentives for informal business
Participation	Accountability
14 Elected council 15 Selection of Mayor 16 Voter turnout 17 Public forum 18 Civic Associations per 10,000 population	19 Formal publication of contracts, tenders, budget and accounts 20 Control by higher levels of government 21 Codes of conduct 22 Facility for citizen complaints 23 Anti-corruption commission 24 Disclosure of income and assets 25 Regular independent audit

**Key actors/stakeholders**

Key actors and stakeholders include municipal leaders and officials, representatives of parastatal organisations and service providing agencies, civil society organisations, academic and research institutions, private sector representatives, informal sector representatives (such as the informal traders' associations, etc.).

UGI results can be used extensively by policy makers – positive results can help build community support, while negative results can be used to channel resources into identified weaknesses. Civil society and the media can use UGI results to improve participation and build accountability. Donors and other international agencies can use the results to better target aid assistance, especially in the area of governance.

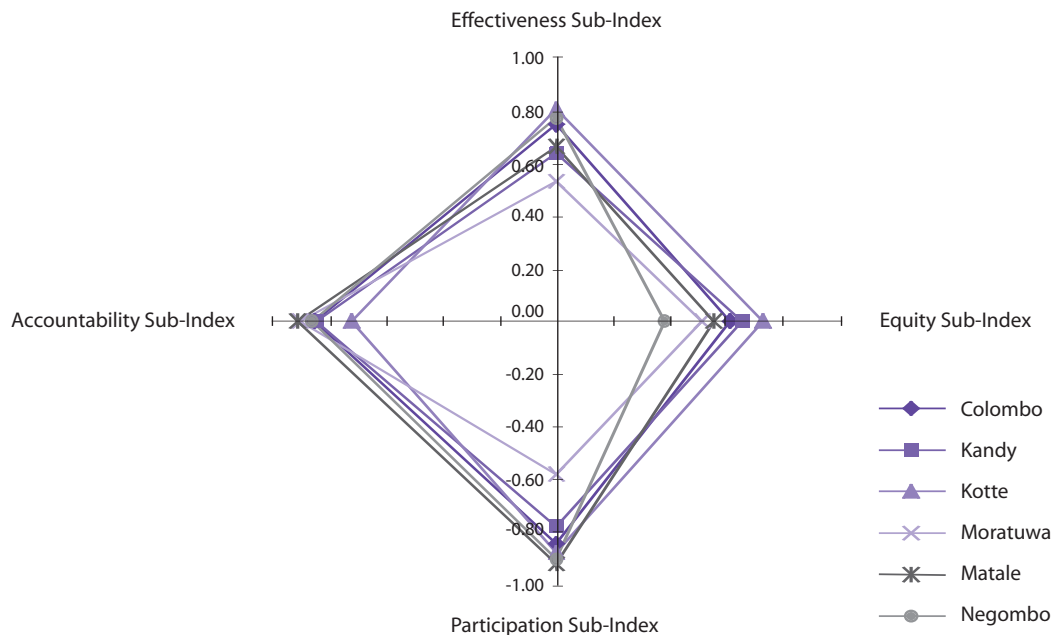
Local government associations can play a key role in piloting the UGI in a country and subsequently replicating it in a larger group of cities, drawing inter-city comparisons and organizing peer-learning and exchange of good practices. This was seen, for example, in Zimbabwe, where the urban councils' association played a pivotal role in implementing the Index.

**Results reporting format**

Results can be presented in a tabular form, a radar chart that graphically indicates the outputs on different sub-indices, as well as in a narrative report. In the radar chart, the results of each sub-index are presented as a normalised measure (on a scale of 0-1), thus facilitating comparison between the four sub-indices. Proximity of the values to 1 indicates a higher quality of governance (or of a particular aspect of governance, such as participation or effectiveness). A radar chart can also be used very effectively for inter-city comparison (see Figure 1 for an example from Sri Lanka).

The narrative report explores in greater depth why a certain aspect of governance is strong or weak in that particular municipality, or the reasons why some specific indicators have returned particularly high or low values. It thus allows discussion and contextual interpretation of the results, as well as synthesis of the UGI data that can help in identifying strengths, weaknesses, opportunities and threats faced by the city. It also helps in capturing the richness of stakeholder opinions and ideas.

**Figure 1: UGI Radar Chart for six in Sri Lanka**



Source: <http://www.undp.org/oslocentre/docs05/cross/4.%20Creatiog%20Local%20governance%20Measurements%20-%20shipra%20Narang.ppt>

### Gender focus

Two indicators specifically address issues relating to gender: “proportion of women councillors” and “proportion of women in key positions.”

### Poverty focus

The Global Campaign on Urban Governance aims explicitly at contributing to the eradication of poverty through improved urban governance. The UGI is a tool to further this goal. Two indicators under equity – “existence of a pro-poor pricing policy for water”, and “incentives for informal business” – explicitly focus on the poor. However, other indicators portray the general situation at the municipal level, without emphasising the situation of poor communities or citizens.

### Strengths

- The UGI is a self-assessment tool that can be used to initiate a dialogue among key urban actors and stakeholders on development priorities.
- By providing separate assessments for each sub-index as well as normalised values for each indicator, the UGI can be used to identify

precise weaknesses in local governance, and determine policy reforms and capacity building needs in consultation with stakeholders. It can also be used to seek peer or donor assistance for improving specific aspects of governance.

- The UGI does not need extensive financial resources or time to implement. A two-day stakeholder workshop can generate most of the questionnaire responses. However, it does require a core group of committed stakeholders who are willing to finalise the questionnaire, calculate the results, put together the narrative report and share it with other actors.
- The quantitative approach can help to objectively review and monitor progress over time. UN-HABITAT suggests that the UGI indicators be collected at regular intervals of two years, and be used as part of a city monitoring and evaluation framework. However, there is no evidence that this has happened in the cities where the Index has been applied.

### Weaknesses

- While the UGI helps in assessing whether mechanisms and processes of participatory and equitable urban governance exist, it does not dig deeper to see how well these work, for instance, how effective the public consultations are, or how frequently citizens' surveys are undertaken, etc.
- Since the UGI uses complex formulas to normalise the results of each indicator (i.e. obtain a value between 0 and 1), it is not easy to change the indicators or develop context-specific indicators.
- The UGI only has two gender-focused indicators. These indicators measure gender representation, but fail to measure a broader range of gender inequality issues, particularly in terms of access to basic services. UN-HABITAT advocates further gender disaggregation when expanding and locally adapting the index. For instance, the indicator concerning the existence (yes/no) of public fora for

consultation could include information on the percentage of female participants. Another example could be that the indicator concerning "customer satisfaction survey" also examines whether some questions of this survey are specially targeting women.

### Coverage

The Urban Governance Index was field-tested in 24 cities around the world: Douala, Yaounde, Louga, Dakar, Ibadan and Enugu (Africa), Amman, Tanta, Ismailia (Arab States), Naga City, Colombo, Moratuwa, Negombo, Matale, Kandy, Kotte (Asia and Pacific), Pristina (Europe), Montreal, Vancouver (North America), Montevideo, Quito, Santo Andre, Bayamo, Guadalajara (Latin America and Caribbean). Since 2004, it has been applied in various cities in Zimbabwe, Somalia, Mongolia and Kosovo.

### Timeline

Initiated in 2000. Field tested in 2003-04. Application ongoing.

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### Where to find it

[http://ww2.unhabitat.org/campaigns/governance/activities\\_6.asp](http://ww2.unhabitat.org/campaigns/governance/activities_6.asp)

<http://www.unhabitat.org/campaigns/governance>

### Contact details

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Tel: +254-20-7623216, Fax: +254-20-7624264  
E-mail: [governance@unhabitat.org](mailto:governance@unhabitat.org)

### Supplementary tools/guidelines

Urban Governance Index workshop and self-assessment guidelines:

<http://www.icnrd5-mongolia.mn/pdf/UGI%20self-assessment%20guidelines.doc>

[http://www.unhabitat.org/downloads/docs/2232\\_55927\\_Addendum%20-%20Methodology%20Guidelines.doc](http://www.unhabitat.org/downloads/docs/2232_55927_Addendum%20-%20Methodology%20Guidelines.doc)

UGI spreadsheet and calculation:

[http://www.unhabitat.org/downloads/docs/2232\\_24121\\_ugi-final-sheet%20may05.xls](http://www.unhabitat.org/downloads/docs/2232_24121_ugi-final-sheet%20may05.xls)

Other general information:

[http://www.unchs.org/downloads/docs/2232\\_80907\\_UGIndex.doc](http://www.unchs.org/downloads/docs/2232_80907_UGIndex.doc)

[http://info.worldbank.org/etools/mdfdb/docs/WP\\_Janette1.pdf](http://info.worldbank.org/etools/mdfdb/docs/WP_Janette1.pdf)

<http://www.undp.org/oslocentre/docs05/cross/4.%20Creating%20Local%20Governance%20Measurements%20-%20Shipra%20Narang.ppt>

<http://ww2.unhabitat.org/campaigns/governance/documents/Pres2Index.pdf>

**Producer**

Impact Alliance (including PACT; IDASA – The Institute for Democracy in Southern Africa; and SNV – Netherlands Development Organisation).

**History**

The Local Governance Barometer was initiated in 2005 during a Local Governance Laboratory in Pretoria, where the three partners active in capacity development for good governance and improved service delivery at the local level identified the need to develop an instrument which will assist them in assessing the state of governance at local level and in identifying capacity needs for improved governance. The initial tool was developed in 2006 and was tested in various countries and settings in Africa. Based on these experiences the tool was revised in 2007 and has since then been applied in more than 10 countries in partnership with local NGOs.

**Objectives**

The overall objective of the LGB is to describe, analyse and understand local governance situations, in order to develop the capacity of local actors to promote and sustain good governance and improved service delivery. By applying the instrument in a participatory manner, it is both an assessment and capacity building tool for local level democratic dialogue. In particular, the Local Governance Barometer aims to:

- Arrive at quantitative measures for good governance indicators to enable a comparative analysis between different situations, an understanding of the evolution of factors of governance, and to evaluate the impact of interventions; and
- Ensure the participation of principal actors during the design of governance models, as well as the collection, processing, and analysis of the information collected.

**Applicability**

The LGB can be used in any local governance context with or without reliable quantitative baseline and performance data, to assess (a) how the government delivers its services to the local population, and (b) how the local government relates to citizens and other service providers. It can be used as part of the process of localising the Millennium Development Goals. The universal governance model provided can easily be adapted to different situations and contexts.

**Types and sources of data used**

Input data can be qualitative and/or quantitative, subjective and objective, derived from multiple data sources (review of available primary or secondary data and reports, interviews and surveys with sectoral experts, persons well-informed on local and regional governance issues, focal group discussions and citizens at large – relying on a stratified random sample). Data collection is outsourced to local organizations that have the required skills and capacity. The criteria used should ideally provide a combination of criteria measuring the performance of formal mechanisms against national standards as well as criteria measuring the perception of the various stakeholders against their ideal definition of “good governance”. For example, a municipal government in South Africa might allocate itself a high score on “participation” since it has adhered the national guidelines to consult the population before adopting its Integrated Development Plan, while Civil Society might give the same municipal government a low score because the formal consultation exercise was a mere formality and didn’t influence the actual decision-making process. The LGB helps to facilitate a dialogue about the different interpretations of “meaningful participation” between stakeholders.

**Table 4: Local Governance Barometer: Criteria and sub-criteria**

Effectiveness		Transparency and Rule of Law	
1	Existence of a clear vision and strategic/operational plans	6	The existence and application of an institutional legal framework
2	Leadership	7	Citizen access to justice
3	Good management of financial resources	8	The availability and access to information
4	Relevant decision-making process based on reliable information	9	Corruption incidence
5	Satisfaction of the population vis-à-vis the access and the quality of service delivery		
Accountability		Participation and Civic Engagement	
10	Transparency: accessibility and availability of information related to service delivery, planning and utilisation of resources, achieved results	15	Institutional framework
11	Checks and balances	16	Citizen engagement
12	Recourse (existence of objective audits)	17	Civic engagement
13	Government's responsiveness		
14	Integrity		
Equity			
18	The existence of a charter or a legal framework recognising the rights of whole citizens		
19	Equal opportunity to basic services		
20	Equal opportunity to power		
21	Equal opportunity to resources		
22	Equal opportunity to livelihoods		

### Methodology

The LGB introduces a “Universal Local Governance Model” that comprises 22 sub-criteria grouped under five main criteria of good governance: effectiveness, transparency and rule of law, accountability, participation and civic engagement, and equity (see Table 4). Specific indicators with a scoring scale are provided for each one of the 22 sub-criteria (see Table 5).

Although this universal model remains valid in any country context, it is essential that it is transformed into a “specific/local model” reflecting the local context and local priorities. The development of the specific model is undertaken by local experts and local stakeholders during an initial workshop.

The “local model” is organized like a tree. At the highest level is the Local Governance Index, followed by the 5 main criteria. Under each criterion are the sub-criteria. At the lowest level are the indicators. Depending on context specificities, the local models developed in different countries may vary in terms of the number of levels in the tree.

Scores at the lowest level are calculated by comparing real values (data inputs) with reference values (norms, standards, local references). Scores at the higher levels are obtained by an arithmetic calculation of the scores at the lower level using weighing criteria. All scores have the same value range: 0 to 100. The following table presents two examples of indicators developed for the Anosy Region in Madagascar.

## Two examples of indicators developed for the Anosy Region in Madagascar

Indicator	Explanation	Value	Year	Source	Observations	References
<b>1.1.1 Existence of vision</b>	Does the Anosy region have a strategic plan? Value between 0 and 10, 0= strategic plan non-existent, 5= strategic plan on-going, 10= strategic plan finalized	10	Feb. 2006	Pact FTU/SDR	Anosy region has a Development Regional Planning (PRD) which has been ratified in January 2005	Report Anosy PRD available in hard copy and in CD Rom
<b>1.4.1 Satisfaction towards quality services</b>	What percentage of the population is satisfied with the quality of services delivered in the Anosy region? 0=nobody is satisfied, 50=half of the persons inquired are satisfied, 100=all persons inquired are satisfied	70	Feb. 2006	Report/Region		Survey's results (representative sample)

### Key actors/stakeholders

A lead organisation is identified in the initial stages of the process. This organisation plays a vital role throughout the process, particularly in informing and involving various actors, and in processing the data. Other stakeholders involved in this process include:

- The 'client' (e.g. the local government), also the chief beneficiary. The client defines the model's objectives, its application and the selection of stakeholders to be involved.
- The 'technical partners', local actors working in close collaboration with the lead organization. Their role is critical, particularly in information collection, processing, and validation of results.
- The actual stakeholders in the governance process like local government officials, civil society, the private sector and community or traditional leaders, who are involved in the actual assessment process.

On the basis of the LGB results, local actors identify gaps in governance and define priorities resulting in an action plan and actual capacity building activities.

### Results reporting format

The quantitative and qualitative data elicited are analysed to produce:

- 1 A Local Governance Index (LGI), which broadly indicates the quality of local governance, and is expressed on a scale from -1 to +1 (see Table 5). The LGI is generated using a software-based

methodology which allows local organizations and local authorities to do the data processing themselves. Box 1 shows an example of Local Governance Index in Madagascar.

2. Other outputs (reports) which show the strengths and weaknesses of a specific governance situation and which can be represented by the same value scale.

The results are presented to stakeholders and analysed in a participatory forum. An action plan is then developed.

### Coverage

The field test was undertaken from April to June 2006 in 15 locations across six countries (Botswana, South Africa, Cameroon, Ecuador, Ghana, Madagascar and Tanzania). The great range of applicability of the LGB is seen in its piloting in municipalities, districts, and regions. Twenty more applications – including also thematic applications, such as water, education, disaster risk reduction, etc. – have in the mean time been implemented in the above countries as well as in Ethiopia, Mozambique, Malawi, Lesotho and South East Asia.

### Timeline

Initiated in 2005. Field tested in 2006. Revised in 2007 and now applied in more than 10 countries in Africa. Depending on the number of district or municipalities involved, the existence of reliable data, the buy in from local dignitaries and the local capacity to collect and analyse data the LGB can be completed within 3-5 weeks per municipality.

**Table 5: Scale to assess local governance**

Value	Governance Performance
+1	Perfect
+0.75	Very Good
+0.5	Good
+0.25	Fairly Good
0	Neutral
-0.25	Fairly Poor
-0.5	Poor
-0.75	Very Poor
-1	Non-existent

**Gender focus**

The LGB includes an equity criterion, while it could also include sub-criteria with a gender perspective under each theme. In addition, recommendations are made in respect to the inclusion of a gender balance in the sample to be interviewed.

**Poverty focus**

The LGB is focused on poverty as it assesses the access to services for different groups in society and can be used as part of the process of localising the Millennium Development Goals, and so to reduce poverty.

**Strengths**

- The LGB integrates quantitative data with qualitative observations. It comes with a user-friendly interface based on a common database, spreadsheets and a word-processing software.
- The LGB allows the comparison of results between stakeholder groups (contributing to very interesting dialogues between stakeholders why they perceive elements of governance differently), between municipalities and over time.
- It can be easily adapted to specific situations and contexts: it is applicable to national, regional or local administrative levels and it can be adapted to different themes and sectors (such as decentralisation, environment, public service provision, etc.)

- The LGB thus finds the right balance between comparability and local specificity. In practice most applications use a model that is specific for a certain country as most practices, procedures and standards are defined at that level (applications in a federal system might have to go one level lower).
- It can be applied in situations in which reliable baseline and performance data are lacking but also in settings where such data are abundantly available. Recent applications of the LGB in combination with Citizen/Community Report Cards exercises turned out to be very successful.
- The LGB is a participatory tool that involves representatives from all sections of society throughout the process, enhancing dialogue and building consensus among the various actors. In addition, it uses contextualised indicators that speak to the local population. Both factors contribute to a high level of local ownership. It is action oriented and therefore an assessment and capacity building tool at the same time, creating understanding and improved cooperation between stakeholders in local governance settings.
- From a cost-benefit perspective, the instrument can be applied in a resource poor setting (resulting in lower levels of reliability and representation) or in situations that require higher levels of reliability and therefore more intensive primary data collection thus increasing the costs of the application.
- Since 2008, the localised specific model can be easily translated into a web-based version, making instant scoring and feedback to the various stakeholder groups possible.

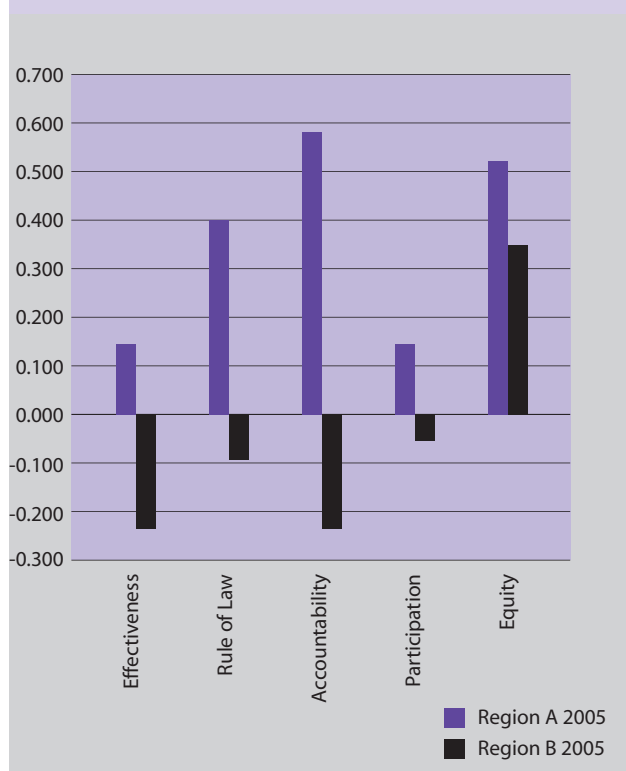
**Weaknesses**

- It requires a lead agent that is conversant with the methodology and trained and approved by the Impact Alliance. The agent needs to have a good understanding of governance in the local context in order to be able to localise the instrument successfully.
- It requires a minimal technical support from Impact Alliance to translate the localised model into a web-based model for instant scoring.

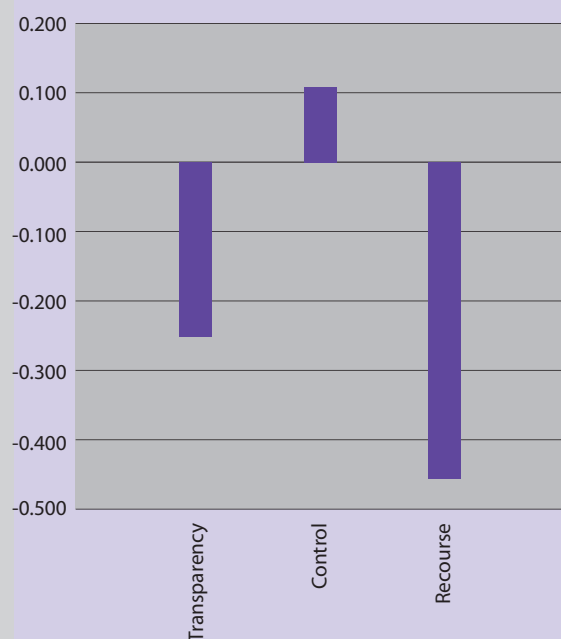
### Box 1: The use of Local Governance Barometer in two regions of Madagascar

"In 2004, 22 regions were established in Madagascar with the goal of decentralizing public services, administrative power, and resource management. Reinforcement of governance at the regional level is of the highest priority to the Malagasy government and the donor community. For this reason, there is an urgent need for tools able to objectively assess and compare Regional governance performances in order to determine the level of capacity building efforts. The objective of this case study is to measure the quality of governance at the level of two regions, while simultaneously identifying capacity reinforcement needs to improve regional governance."

**LGI main criterias A and B Regions in 2005**



**Region A in 2004: Accountability Criteria**



Source: [http://www.impactalliance.org/ev\\_en.php?ID=11625201&ID2=DOTOPIC](http://www.impactalliance.org/ev_en.php?ID=11625201&ID2=DOTOPIC)

#### Where to find it

<http://www.pact.mg/lgb/>

<http://www.pact.mg/lgb/lgb/interface/>

[http://www.impactalliance.org/ev\\_en.php?ID=12698\\_201&ID2=DO\\_TOPIC](http://www.impactalliance.org/ev_en.php?ID=12698_201&ID2=DO_TOPIC)

[http://www.idasa.org.za/index.asp?page=output\\_details.asp%3FRID%3D931%26OTID%3D4%26PID%3D50](http://www.idasa.org.za/index.asp?page=output_details.asp%3FRID%3D931%26OTID%3D4%26PID%3D50)

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### **Supplementary tools/guidelines**

#### **Local Governance Barometer Overview:**

[http://www.afdb.org/pls/portal/docs/PAGE/JAI/RESOURCE\\_MATERIALS/COURSE\\_MATERIALS/LOCAL%20GOVERNANCE%20PRO-POOR%20OUTCOME%2C%20KIGALI%2C%20RWANDA%2C%20%202006/IA%20LOCAL%20GOVERNANCE%20BAROMETER%20JAI%20KIGALI.PPT](http://www.afdb.org/pls/portal/docs/PAGE/JAI/RESOURCE_MATERIALS/COURSE_MATERIALS/LOCAL%20GOVERNANCE%20PRO-POOR%20OUTCOME%2C%20KIGALI%2C%20RWANDA%2C%20%202006/IA%20LOCAL%20GOVERNANCE%20BAROMETER%20JAI%20KIGALI.PPT)

[http://www.afdb.org/pls/portal/docs/PAGE/JAI/RESOURCE\\_MATERIALS/COURSE\\_MATERIALS/LOCAL%20GOVERNANCE%20PRO-POOR%20OUTCOME%2C%20KIGALI%2C%20RWANDA%2C%20%202006/LG%20BAROMETER\\_PRESENTATION.PPT](http://www.afdb.org/pls/portal/docs/PAGE/JAI/RESOURCE_MATERIALS/COURSE_MATERIALS/LOCAL%20GOVERNANCE%20PRO-POOR%20OUTCOME%2C%20KIGALI%2C%20RWANDA%2C%20%202006/LG%20BAROMETER_PRESENTATION.PPT)

#### **Implementation process handbook for the LGB:**

[http://www.pactworld.org/galleries/resource-center/local\\_gov\\_barometer\\_handbook.pdf](http://www.pactworld.org/galleries/resource-center/local_gov_barometer_handbook.pdf)

#### **Local Governance Index applications and usefulness:**

[http://www.impactalliance.org/ev\\_es.php?ID=12700\\_201&ID2=DO\\_TOPIC](http://www.impactalliance.org/ev_es.php?ID=12700_201&ID2=DO_TOPIC)

<http://www.pact.mg/lgb/lgb/interface/pages/library/LGB%20Pact.ppt>

<http://www.pact.mg/lgb/lgb/interface/pages/library/ANOSY%20FORM.xls>

#### **The LGB and the Millennium Development Goals:**

[http://www.impactalliance.org/ev\\_en.php?ID=11625\\_201&ID2=DO\\_TOPIC](http://www.impactalliance.org/ev_en.php?ID=11625_201&ID2=DO_TOPIC)

#### **Addressing and Strengthening Local Governance:**

[http://www.impactalliance.org/ev\\_en.php?ID=44902\\_201&ID2=DO\\_TOPIC](http://www.impactalliance.org/ev_en.php?ID=44902_201&ID2=DO_TOPIC)

**Producer**

Independent Directorate for Local Governance (IDLG), Afghanistan

**History**

A rapid assessment of the state of reporting systems at the sub-national level in Afghanistan was conducted in October 2007. Findings from this assessment revealed, *inter alia*, that reporting is along vertical lines only, without horizontal sharing of reports; that there is a standard format for financial and revenue reports, but that this format does not prevent under-reporting of revenues; that existing reporting formats do not reflect principles of good governance; that reports are activity-oriented rather than performance- or results-oriented; that existing reporting systems do not allow for analysis of sub-national performance and for local governments to be held accountable to local development goals and priorities; and, that there has been limited donor support to sub-national governments on reforming reporting mechanisms for improved governance. The GOFORGOLD indicators and reporting system are being developed in response to these findings.

**Objectives**

This tool aims to provide a snapshot of governance at the sub-national level, and more specifically, to help monitor the governance situation in the provinces, districts, municipalities, and villages against benchmarks and governance indicators.

More specifically, the national government can use the GOFORGOLD Index to benchmark sub-national government performance, improve resource allocation and justify department budgets or services, as a basis for strategic assistance to sub-national government and to identify good local governance and sustainable development practices. Provinces, districts, and municipalities will be able to indicate where local government has made progress and where improvement and support is necessary. It can also be used by a local

government to demonstrate accountability to citizens and to communicate its performance to citizens and to the central government. Finally, development partners and donors can use the Index to track sub-national government performance and the impact of capacity building initiatives, as well as to focus assistance to sub-national governments recording low scores on the Index.

**Applicability**

GOFORGOLD is expected to be applicable to all sub-national levels of government in Afghanistan. More generally, it could be applied in any country emerging from conflict, given a distinctive focus on the local security conditions as one section of the methodology.

**Types and sources of data used**

GOFORGOLD will use objective data such as national and city statistics and regulations, and available administrative data on population, budgets and procedures. All data will be converted into quantitative data of two types – single numbers (expressed by averages, means, ratios, percentages) and binary variables (expressed by 0/1 assessments).

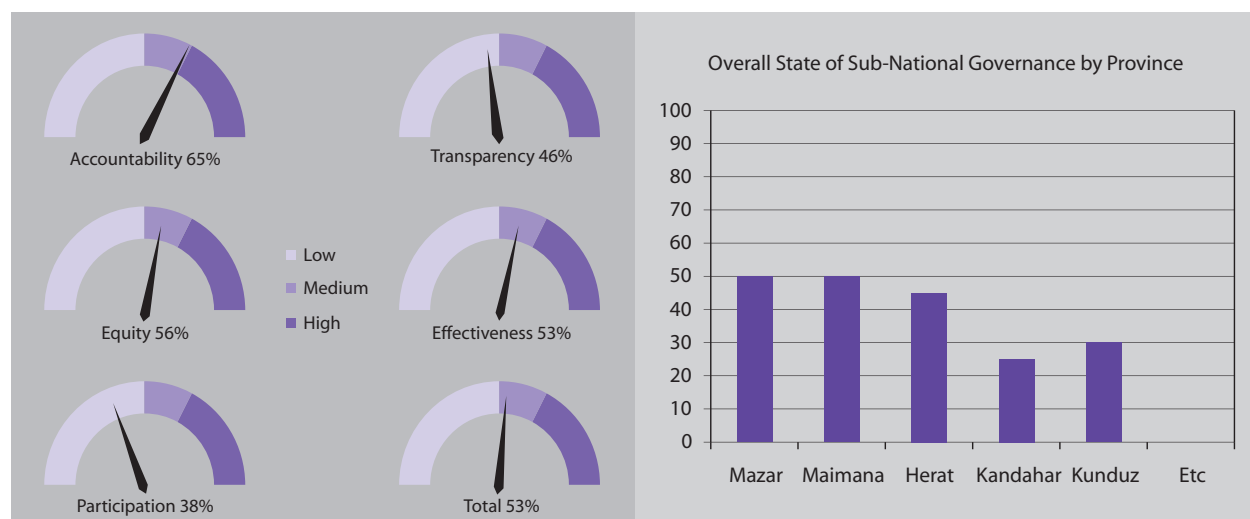
**Methodology**

The GOFORGOLD Index comprises 25 indicators (and 60 operational questions) grouped under seven 'good governance' themes – representation, participation, accountability, transparency, effectiveness, security, and equity (see Table 6). Each indicator is complemented by a set of operational questions. For instance, the indicator measuring the existence of a formal mechanism for citizen participation in decision-making is complemented by an operational question assessing the decision-making level (municipality/district/province) at which these mechanisms are operating (to assess the actual impact of citizen inputs in the decision-making process).

**Table 6: Principles and indicators for the GOFORGOLD Index**

Representation	Participation
1 Elected Councils 2 Elected Village Leaders / Municipal Mayors 3 Voter Turn-out and Voter Participation by Sex 4 Women Councillors	5 Public Forum for Women, Youth and PWDs 6 Existence of Civic Groups 7 Citizen's Capacity to Engage in Decision-making
Accountability	Transparency
8 Control by Central Government 9 Anti-Corruption Policy 10 Independent Audit 11 Codes of Conduct	12 Facilities for Citizens Complaints 13 Right to Public Information 14 Public Review of Budget and Financial Reports 15 Formal Publication of contracts/tenders
Effectiveness	Security
16 Total Sub-National Budget and Expenditure 17 Predictability of transfers in Local Government Budget 18 Total number of Civil Servants 19 Published performance Delivery Standards	20 Conflict Resolution 21 Protection Against Crime and Violence 22 Territorial Boundaries 23 Security of Land Tenure and Land Use
Equity	
24 Affirmative Action for the Poor 25 Affirmative Action for Women	

**Figure 2: GOFORGOLD Dashboards**



### Key actors/stakeholders

The data collection and analysis process is expected to involve a broad range of stakeholders. Data will be collected with the support of stakeholders such as municipal representatives,

civil society organisations, private sector representatives and informal sector representatives. It is recommended that the data collected be verified with municipal officers, CSOs and local communities.

### Results reporting format

The data can be aggregated in one index score or disaggregated into the seven principle-based sub-indices, presented in a “dashboard” format (Figure 2).

### Coverage

The initiative has been developed for all sub-national governments in Afghanistan. However, the GOFORGOLD is still under construction and has not yet been rolled-out.

### Timeline

Initiated in 2007. Currently being developed.

### Gender focus

A few specific indicators on gender equality have been included in GOFORGOLD. These include “percentage of women councillors” (with a sub-indicator assessing the proportion of positions occupied by women which bear ‘real’ influence on local decision-making processes) and “affirmative action for women,” i.e. the existence of policies or programmes that advocate for equal rights between men and women, notably in employment and training opportunities. In addition, wherever possible, GOFORGOLD indicators are disaggregated by sex (e.g. voter participation, number of civil servants, etc.) Other indicators propose gender-sensitive sub-indicators on mechanisms/procedures that are of particular interest to women. For example, the indicator on “protection against crime and violence,” measured in terms of “the number of police staff per 100,000 population,” also has a sub-indicator assessing the “existence of a policy protecting women against violence.” Similarly, the indicator on “security of land tenure and land use” also asks whether women’s property rights are recognized.

### Poverty focus

There is a specific indicator related to poverty which aims to assess the existence of policies or

programmes which take into account the needs of poor households, such as a pro-poor pricing policy (e.g. subsidy or cross-subsidy). In addition, for some indicators, results can be disaggregated by income levels to provide information on the relationship between poverty and local governance.

### Strengths

The format of the reporting questionnaire is very user-friendly, presenting each indicator based on 1) the good governance principles monitored by this indicator; 2) its definition; 3) its significance vis-à-vis the IDLG strategic framework, the national development strategy, and the MDGs; and 4) its methodology.

Each indicator is complemented by a number of “operational questions”, thus allowing for a more holistic assessment. For instance, the indicator assessing the existence (yes/no) of a facility for citizen complaints is complemented by questions on whether any official has been appointed to receive and respond to complaints (since the mere existence of a facility is no guarantee that it is in operation), and by another question on the percentage of complaints filed which have been addressed (since the mere existence of a facility is no guarantee that it is taking action to redress citizen grievances.) These operational questions can easily be tailored to specific country contexts.

This methodology also has a distinctive section assessing the principle of “security”, which will be useful to other countries in post-war settings. Indicators are proposed to measure the quality of conflict resolution mechanisms, the level of protection against crime and violence, and security concerns related to territorial boundaries, land use and land tenure.

### Weaknesses

Not identified, as tool has not been piloted yet.

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### **Where to find it**

The initiative is currently being developed and the only documents available are internal drafts which are not yet available online. A copy of the draft methodology can be found on the Governance Assessment Portal ([www.gaportal.org](http://www.gaportal.org)) or else the UNDP Oslo Governance Centre can be contacted directly ([oslo.governancecentre@undp.org](mailto:oslo.governancecentre@undp.org)).

### **Contact details**

Afghanistan National Development Strategy (ANDS)  
Gulkhana Palace, Sedarat,  
Kabul, Afghanistan  
Email: [info@ands.gov.af](mailto:info@ands.gov.af)  
Phone: 0093.(75).2014821

### **Supplementary tools/guidelines**

Not yet available.

**Producer**

International IDEA

**History**

In 2001, IDEA published a handbook titled “Democracy at the Local Level: The International IDEA Handbook on Representation, Participation, Conflict Management and Governance.” This was a comprehensive guide for local authorities, civil society, and the international donor community on the subject of local democracy. As part of its thematic work on democracy at the local level, IDEA has also developed a number of tools designed to assist practitioners and assistance providers in supporting democratic development at the local level. The Local Democracy Assessment methodology is one such tool, developed in 2002-03.

**Objectives**

The purpose of the Local Democracy Assessment Guide is to systematically review and catalogue the quality of representative as well as participatory democracy in a city. In particular, it aims to:

- provide municipal officials, administrators, partners (such as non-government organizations), and civic leaders with a practical tool to conduct self-evaluations of democratic life in their city;
- identify the principal strengths and weaknesses of democratic life and ways to further consolidate strengths and to rectify weaknesses;
- investigate the contributions that local or city level democracy makes toward overall consolidation of democracy in democratizing societies;
- stimulate further thinking on the ways to define and describe the best ways to structure and practice local democracy; and

- give outsiders, such as peer reviewers, a tool by which to conduct independent and impartial evaluations of democratic governance at the city level.

**Applicability**

It is currently being applied mainly in Africa and in the Arab region, but can be used anywhere in the world.

**Types and sources of data used**

The information needed for this assessment is both objective and subjective. Primary data collection is through meetings, workshops, interviews and discussions conducted by local teams. Publicly available data collected through documentary sources is used to double-check subjective information.

**Methodology**

The Local Democracy Assessment comprises 15 ‘assessment areas’ grouped under three themes: the city in context, the quality of representative democracy, and the quality of participatory democracy (see Table 7). Each one of the 15 assessment areas is assessed based on a detailed list of questions. The Guide is an interactive questionnaire applied through participatory research and which relies on an intimate knowledge of local situations. Each theme is assessed based on a fairly comprehensive set of questions.

Assessment teams typically consist of a representative of the national association of local municipalities, a representative of the local authority, an academic with an expertise in public administration, and an individual from civil society. After completing the questionnaire, the assessment team synthesises the findings in a report and discusses them critically, identifying areas where consensus exists and where it does not. The most significant problems are identified in each area, and recommendations are made by the team in the form of an “action plan” for improving local democracy.

**Table 7: Local Democracy Assessment themes and indicators**

THE CITY IN CONTEXT	
1	geography and spatial features
2	demography, social relations, and human development indicators
3	economic structure and municipal finance
4	human rights and human security
REPRESENTATIVE DEMOCRACY	
5	national and legal frameworks
6	electoral system design and performance
7	party system
8	evaluating elected officials
9	election administration
10	evaluating voter participation
PARTICIPATORY DEMOCRACY	
11	local authorities and participatory democracy (openness, fairness, transparency, responsiveness, accountability)
12	civil society, the private sector, the international community and the media
13	forms and methods of citizen outreach
14	evaluating citizen outreach
15	referenda and citizen's initiatives

### Key actors/stakeholders

The guide is primarily designed for use by those well-versed in the issues and concepts of local governance. The assessment usually is facilitated by an external independent organization. Assessment teams typically consist of a representative of the national association of local municipalities, a representative of the local authority, an academic with an expertise in public administration, and an individual from civil society.

### Results reporting format

Results of the questionnaire are presented in a narrative report comprising four main sections:

- city in context (including geography and spatial features, demography and social relations, economic base and municipal finance, human rights and human security)
- representative democracy (including institutions and processes)
- participatory democracy (including institutions and processes)
- conclusions and recommendations

Box 2 presents an extract from the narrative report in Lusaka, Zambia.

### Coverage

Pilot tested in four cities in East and Southern Africa: Gaborone (Botswana), Lusaka (Zambia), Mwanza (Tanzania) and Nairobi (Kenya), and in selected cities in four Arab countries: Egypt, Morocco, Yemen and Jordan.

### Timeline

Initiated and pilot tested between 2002 – 2004. Ongoing.

### Gender focus

The Guide gives a special attention to gender issues with respect to the existence of norms and measures guaranteeing gender representation and inclusion in local government institutions (section 5 on national and legal frameworks); the percentage of women candidates in elections (section 7. on party system); and gender representation in voter turnout (section 10. on evaluating voter participation). In addition, data on demography, social relations and human development indicators, as well as the economic structure (in the section focusing on the city context) is expected to be disaggregated by gender.

## Box 2: Report extract – Local Democracy Assessment in Lusaka, Zambia

The sections below concern the form and methods of citizen outreach (13) and the evaluation of citizen outreach (14) (participatory democracy).

Which of the following forms of citizen outreach have been used in the past 12 months?		Rating Please mark with an X		
		Not used at all	Used between one and three times	Used more than three times
<b>Public Information</b>				
13.1	Distribution of printed materials (leaflets, newsletters etc.) to the public			<b>X</b>
13.2	Regular media briefing			<b>X</b>
13.3	Public presentation and exhibitions		<b>X</b>	
13.4	Scheduled programmes in local media			<b>X</b>
13.5	Computer-based applications, such as websites and e-mail			<b>X</b>
13.6	Others: motorized broadcast on the eradication and prevention of diseases, such as cholera			
<b>Public Constation</b>				
13.7	Consultative meetings			<b>X</b>
13.8	Community forums		<b>X</b>	
13.9	Public surveys		<b>X</b>	
13.10	Others: None			
<b>Public Decision Making</b>				
13.11	Working groups and focus groups			<b>X</b>
13.12	Public workshops			<b>X</b>
<b>Cooperative Implementation</b>				
13.13	Public-private partnerships or public-non-governmental partnerships		<b>X</b>	
13.14	Others: Involvement of NGOs			

Community outreach processes are very important to the city council's operations. The most effective means of community outreach is the community participatory process that is built into CBO/NGO programmes. The community is not only involved directly in decision-making, but it also participates in the implementation and monitoring of programmes. In short, it is a bottom-up approach. The least effective was the now abandoned method under which all decisions were taken by civic centres without consultation with affected people. This invariably resulted in lack of ownership of the programmes or projects and hence vandalism and indifference towards the payment of fees and charges. CBOs/NGOs now work together with local authorities. The rate of citizen participation in community outreach is relatively good, but CBOs/NGOs are striving hard to ensure a much higher level. The basic barrier to citizen participation is poverty, which, in turn, contributes to illiteracy and lack of interest in community activities. The mission of Lusaka City Council is to 'provide high quality services and an enabling environment, with stakeholder participation, in order to improve the quality of life for all those who live, work visit or conduct business in Lusaka'. The five-year strategic plan is supposed to enhance the prospects of achieving this vision. It was developed through broad consultations with a cross-section of the Lusaka community. This was done to ensure that the objectives of the city take into account the priorities of local communities, especially with respect to service delivery.

Source: [http://www.idea.int/publications/dll\\_africa/upload/Full\\_Report.pdf](http://www.idea.int/publications/dll_africa/upload/Full_Report.pdf)

### Poverty focus

Not explicit. The only indicator explicitly addressing poverty is in the “city in context” section, and measures the percentage of the city’s population living below the poverty line.

### Strengths

Despite the level of detail in the questionnaire, producers of the Local Democracy Assessment Guide suggest that it can also be implemented in a less time-consuming manner, focusing on a subset of questions only. For example, in Gaborone, the mapping of the state of local democracy was reportedly the product of a two-day stakeholder workshop.

The guide also provides useful step-by-step guidance on how to translate the findings of the assessment questionnaire into recommendations for improvement in local democracy.

### Weaknesses

The guide focuses on assessing local democracy architectures (with a focus on elections, political parties, civic engagement, etc.) As such, this methodology has a more limited scope than broader local governance assessment methodologies.

Results of the pilot tests suggest that the local democracy assessment exercise should identify more clearly and specifically how an improvement in the quality of democracy can lead directly to an improvement in the quality of life.

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### Where to find it

[http://www.idea.int/democracy/upload/Local\\_Dem\\_Assessment\\_Guide.pdf](http://www.idea.int/democracy/upload/Local_Dem_Assessment_Guide.pdf)

### Contact details

International Institute for Democracy and Electoral Assistance (International IDEA)  
Strömsborg SE-103 34 Stockholm  
Sweden  
Tel: +46 8 698 3700, Fax: +46 8 20 24 22  
E-mail: [info@idea.int](mailto:info@idea.int)

### Supplementary tools/guidelines

Democracy at the Local Level in East and Southern Africa: Profiles in Governance  
[http://www.idea.int/publications/dll\\_africa/upload/Full\\_Report.pdf](http://www.idea.int/publications/dll_africa/upload/Full_Report.pdf)

Democracy at the Local Level: A Guide for the South Caucasus  
[http://www.idea.int/publications/dll\\_caucasus/upload/English\\_text.pdf](http://www.idea.int/publications/dll_caucasus/upload/English_text.pdf)

Democracy at the Local Level: The International IDEA Handbook on Representation, Participation, Conflict Management and Governance:  
[http://www.idea.int/publications/dll/upload/DLL\\_full\\_book.pdf](http://www.idea.int/publications/dll/upload/DLL_full_book.pdf)

“Indicators for Local Governance in Africa: Findings from Recent Evaluations – IDEA Experience” (Workshop on Local Governance and Poverty Reduction in Africa, 2005, Tunis):  
[http://www.afdb.org/pls/portal/docs/PAGE/JAI/RESOURCE\\_MATERIALS/COURSE\\_MATERIALS/LOCAL%20GOVERNANCE%20AND%20POVERTY%20REDUCTION%20CD/HAMDOK%20PP%20REVISED%20EN.PPT](http://www.afdb.org/pls/portal/docs/PAGE/JAI/RESOURCE_MATERIALS/COURSE_MATERIALS/LOCAL%20GOVERNANCE%20AND%20POVERTY%20REDUCTION%20CD/HAMDOK%20PP%20REVISED%20EN.PPT)

**Producer**

Local Government and Public Service Reform Initiative of the Open Society Institute, in partnership with the Tocqueville Research Center

**History**

The Local Government and Public Service Reform Initiative (LGI), and the Tocqueville Research Center (T-RC), Budapest initiated a project titled "Indicators of Local Democratic Governance" in 2000. The project aims to help decision-makers and researchers to assess and explain the state of local democracy in the countries of Central and Eastern Europe, which have adopted new local government structures since the fall of communism in 1989-90.

**Objectives**

The Project aims to help decision-makers and researchers assess and explain local government performance. The overarching goal of the Project is to develop a set of operational, flexible, and adaptable indicators based on internationally recognized definitions of local democracy and governance. It is a monitoring programme that offers comprehensive, longitudinal and cross-nationally comparable information on local democratic governance in Central and Eastern Europe. Specifically, the Project aims to:

- generate original survey data and collect other relevant statistical data;
- regularly report on the state of local democracy in Central and Eastern Europe;
- disseminate results and standardized datasets to inform developmental and policy reform initiatives.

**Applicability**

The Indicators of Local Democratic Governance have mainly been developed for use by countries

of Central and Eastern Europe, but can in fact be used by any country in transition. They can be used to compare the progress of local democratic governance within the same country, or amongst different countries.

**Types and sources of data used**

Data are collected using three types of surveys, which use both objective and subjective information: the Local Government Survey (LGS), the Local Representative Survey (LRS), and the citizen survey. The questionnaires were developed on the basis of the paper "The Indicators of Local Democratic Governance Project: Concepts and Hypothesis" (see supplementary tools/guidelines).

The LGS collects factual information about the activities of local government and the organisation of civil society. The survey includes questions related to the administrative staff, the budget, the decision-making process, polices, democratic activities and local governments, local parties, local civil society, local media, local social life, etc. The LRS survey focuses on elected representatives' perceptions on local government performance. It provides an assessment of the relationship between local government and the citizens. The LRS investigates relations of trust and power within the political elite, party and NGO membership, as well as the respect of democratic values. The citizen survey address almost all issues examined in the two other surveys.

**Methodology**

The project uses a wide variety of variables to gauge the variance of local governance performance on the one hand, and its roots in economic, political, legal, cultural and social factors on the other:

Local governance performance measurements include the following 5 aspects:	Explanatory variables for local governance include the following:
<ol style="list-style-type: none"> <li>1 Policy-Making Performance: Informed and Coordinated Decisions</li> <li>2 Democratic Performance: Openness and Fairness</li> <li>3 Policy Implementation: Effectiveness</li> <li>4 Responsive Performance: Satisfaction and Goal Congruence</li> <li>5 The Level of Service Provision as a Performance Measurement</li> </ol>	<ol style="list-style-type: none"> <li>1 Characteristics of the local government system (budget, etc.)</li> <li>2 Local institutions (media, civil society, political parties)</li> <li>3 Local political culture (citizen participation in politics, representatives' political culture, etc.)</li> <li>4 Characteristics of the municipality (size, inequalities, socioeconomic development, etc.)</li> </ol>

Local governance performance 2: Democratic Performance: Openness and Fairness Measures:
<ol style="list-style-type: none"> <li>1 The transparency of the budget (the specification of some significant items, e.g. the costs of a teaching program; ordinal scale)</li> <li>2 The existence and transparency of the rules of public purchases.</li> <li>3 The existence and sophistication of rules regulating public access to local government documents</li> <li>4 The number and comprehensiveness of local government meetings, hearings and forums and the method of their announcement</li> <li>5 The existence and power of citizens' consultative committees that are organized or recognized by the local government</li> <li>6 Number of copies of free bulletins issued by the local government per 1000 inhabitants</li> <li>7 Citizens' answers to survey questions about the importance of good connections and bribery in local government offices</li> <li>8 Citizens' answers to survey questions about discrimination (e.g. ethnic)</li> <li>9 Citizens' answers to survey questions about the fair-mindedness and helpfulness of local government bureaucrats</li> </ol> <p>(All of them are on an ordinal scale)</p>

**Table 8: Report Outlines – State of Local Democracy in Central and Eastern Europe**

The State of Local Democracy in Central Europe, 2006 (Bulgaria, Estonia and Slovakia)
<ol style="list-style-type: none"> <li>1 Introduction (the local government system, formation / structure of local government, project indicators)</li> <li>2 Autonomous local government (legal, fiscal and political autonomy)</li> <li>3 Constitutional Local Government (civil and political rights, rule of law)</li> <li>4 Transparent and Accountable Local Government (transparency, corruption, horizontal accountability)</li> <li>5 Effective local Government (resource control, decision-making capability, output control)</li> <li>6 Local Elections and Referenda (electoral system, process, results and turnout)</li> <li>7 Local Parties and Factions (political parties, nomination and endorsement, party activity, factions)</li> <li>8 Local Representatives (demographic features, political background, social capital, political culture)</li> <li>9 Responsive Local Government (inclusive decision-making, accessibility of local representatives)</li> <li>10 Local Media (availability, independence and representation, media in local political life)</li> <li>11 Local Civil Society Organisations (legal status, CSO in local public life, contacts with local government)</li> <li>12 Citizens' Political Culture (political interest and knowledge, local political participation, political efficacy)</li> </ol>

Each local governance performance variable and each explanatory variable is assessed with several "measures". For instance, the variable on "democratic performance" is assessed based on the following measures:

The data is collected through surveys (administered face-to-face and through mail) targeted at local

administrators, elected representatives and citizens. The currently available international database contains the responses of approximately 5,000 local councillors and mayors of the surveyed countries. The Tocqueville Research Center was responsible for the collection of data and generation of results, in collaboration with polling institutions in each country.

### Box 3: Report extract – Bulgaria country report using Indicators of Local Democratic Governance

The Bulgaria country report is included in the book “The State of Local Democracy in Central Europe”, published in 2006. Data was collected between 2002 and 2003. The tables below present two examples of the information used to produce the country report, based on the Indicators of Local Democratic Governance. The first table is related to the sources of municipal e-government, within the area of local democracy assessment related to the “Transparent and Accountable Government”. The second table shows the level of education of Local Representatives, within the area of local democracy assessment related to the “Local Representatives”.

Sources of Municipal E-government [%]:	Yes	No	Total
Municipal government has a website (N 183)	67.2	32.8	100.0
Local government provision of information by e-mail (N 183)	58.5	41.5	100.0
E-mail usage by local representatives (N 953)	28.2	71.8	100.0
Internet usage by local representatives (N 950)	39.1	60.9	100.0

Source: face-to-face interview with Local Chief Administrative Officials

Level of Education of Local Representatives:						
	Not Completed Primary	Primary	Trade School	Secondary	Higher Education	Total
Councillors	1 0.1%	6 0.7%	147 17.3%	36 4.2%	662 77.7%	852 100%
Mayors			8 8.4%	3 3.2%	84 88.4%	95 100%
Total	1 0.1%	6 0.6%	155 16.4%	39 4.1%	746 78.8%	947 100%

Source: LRS 2003.

Source: [http://lqi.osi.hu/publications/2006/340/Soos\\_complete\\_low\\_res\\_2.pdf](http://lqi.osi.hu/publications/2006/340/Soos_complete_low_res_2.pdf)

#### Key actors/stakeholders

The central actors in this exercise are the chief administrators of municipalities, elected representatives, including Mayors and Councillors, and citizens. The primary beneficiaries and target audience of this initiative are national policy- and decision-makers. Results can also be useful to donors and policy analysts for assessing technical assistance needs for improving local governance.

#### Results reporting format

Results are represented by two outputs: a dataset compiling responses from the two surveys, and a

country report on local democracy. The country report addresses three main areas: local governance performance, representation in local government and local civil society. Each area is further divided into sub-themes and a general leading question is elaborated for each sub-theme. Table 8 shows the manner in which the reports are organised and Box 3 provides an extract from the Bulgaria country report published in 2006.

#### Coverage

The Indicators of Local Democratic Governance focus on transition countries of Central and Eastern

Europe. They have first been used in Latvia, Hungary, Poland and Romania, and subsequently in Bulgaria, Estonia and Slovakia.

#### **Timeline**

Initiated in 2001. Follow-up data collection and expansion to more countries between 2002-03. Reports published in 2002 and 2006.

#### **Gender focus**

Not explicit. While the questionnaires do not include indicators relating to gender equality and representation, the country reports do seem to address the issue of women's participation in local politics and – to a minor extent – the issue of gender equality in civil society organisations.

#### **Poverty focus**

While governance indicators do not have an explicit pro-poor focus, the “explanatory variables” for the local governance situation include a sub-section assessing some key characteristics of

the municipality, including indicators of poverty and inequalities.

#### **Strengths**

The Indicators generate comparable information about the level of local democratic governance amongst municipalities facing a similar set of problems.

#### **Weaknesses**

- Willingness to participate in this evaluation by municipal administrative officials is a prerequisite to the successful use of the Indicators.
- The assessment is only possible through the use of a specialised agency that can organise and manage the survey (the Tocqueville Research Center in this case).
- The survey questions require sophisticated knowledge amongst the respondents, which may generate biased or skewed information.

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#### **Where to find it**

The Indicators of Local Democratic Governance Project: Concepts and Hypothesis:  
<http://lgi.osi.hu/publications/2001/22/IOLDG.PDF>

#### **Contact details**

Gabor Soos  
Email: [soos.gabor@t-rc.org](mailto:soos.gabor@t-rc.org)

#### **Supplementary tools/guidelines**

Indicators of Local Democratic Governance, Local Government and Public Service Reform Initiative, OSI:  
[http://lgi.osi.hu/documents.php?id=15&m\\_id=&bid=1](http://lgi.osi.hu/documents.php?id=15&m_id=&bid=1)

“The State of Local Democracy in Central Europe”, 2002, introduction:  
<http://lgi.osi.hu/publications/2002/100/Soos-Introduction.pdf>

“The State of Local Democracy in Central Europe”, 2002, questionnaires:  
<http://lgi.osi.hu/publications/2002/100/Soos-Appendices.pdf>

“The State of Local Democracy in Central Europe”, 2006:  
[http://lgi.osi.hu/publications/2006/340/Soos\\_complete\\_low\\_res\\_2.pdf](http://lgi.osi.hu/publications/2006/340/Soos_complete_low_res_2.pdf)



## Methodological Guidelines for Local Governance Analysis

### Producer

UNDP, Regional Project on Local Governance for Latin America

### History

In Latin America, the devolution of power from central to sub-national government has been uneven but steady. There has been a significant increase in the volumes of funds managed directly by regional and local administrations, which are now responsible for providing basic social services. Elections are also increasingly held at regional and local levels. However, the formal authority and responsibilities devolved to local governments have not always been fully granted in practice, sometimes due to capacity deficits in local administrations, sometimes due to central administrations holding on to their centralizing tendencies.

As such, one of the most urgent tasks for local governance in Latin America is to consolidate the empowerment of local governments as they try to redefine their role and identity in this newly decentralized setting. In this context, the need for a framework for assessing the state of decentralization and local governance was identified by UNDP, both as a normative reference to guide the ongoing decentralization process, and as a diagnostic tool to help identify governance dysfunctions which could be addressed through the design of development projects.

### Objectives

The overall purpose of the Agenda on Local Governance in Latin America is to help inform the design of projects to enhance local governance and to introduce an instrument to help monitor and promote good governance processes at the local level. The guidelines have two specific objectives:

- to develop a diagnostic tool about local governance conditions; and

- to help formulate an action plan to strengthen or maintain the quality of local governance.

### Applicability

The indicator set can be used by any group of local stakeholders interested in undertaking a self-assessment of local governance. The assessment results and Guidelines are also expected to be used by UNDP national offices in Latin America, to help them incorporate activities aimed at strengthening governance in ongoing local development projects.

### Types and sources of data used

The information collected is both subjective and objective: citizen surveys (generally through personal interviews); city (and national) statistics and regulations; available administrative data.

### Methodology

The guidelines suggest that good local governance presupposes six specific requirements: strategic vision, legitimacy and leadership, active and positive relationships between actors, appropriate institutional capacity, citizen participation, and a focus on human development. These six requirements are assessed based on specific targets and indicators (see Table 9).

For each indicator, various evaluation criteria are proposed against which the actors involved can make the assessment. The evaluation involves expressing a judgement with respect to the various criteria, on a numerical scale between 1 and 5, while explaining the reason for the response. The evaluation can include statements (1 = totally disagree, to 5 = totally agree) or percentages (1 = 0-20%, 2 = 21-40%, 3 = 41-60%, 4 = 61-80%, 5 = 81-100%).

After analysing the results, the local actors involved are expected to propose an action plan to strengthen the quality of local governance.

**Table 9: Methodological Guidelines for Local Governance Analysis – Key themes and indicators**

1 Strategic Vision	2 Legitimacy and Leadership
<p><b>Target 1.1</b> The existence of a strategic plan for local development which will contain the consensual formulation of a strategic vision.</p> <p>1.1.1 Existence of a general plan or sector plans</p> <p>1.1.2 Coordination of the Plan with national or sector plans</p> <p>1.1.3 Level of consensus achieved in the formulation of the Plan</p> <p>1.1.4 Consistency between public policy and the strategic plan</p> <p>1.1.5 Coincidence of expected scenarios and actual scenarios</p> <p>1.1.6 There are experiences of long-term private-public commitment in this region/place</p> <p><b>Target 1.2</b> Continuity of Public Policy</p> <p>1.2.1 Duration of periods of office of local administrations and possibility of rewarding good administration.</p> <p>1.2.2 Degree of public support for policies</p> <p>1.2.3 Opportunity</p>	<p><b>Target 2.1</b> Identification of individuals and organizations with drawing power.</p> <p>2.1.1 Degree of confidence in institutions (opinion polls)</p> <p>2.1.2 The individuals attitude to the future</p> <p><b>Target 2.2</b> Public support for processes undertaken</p> <p>2.2.1 Level of public knowledge of the process</p> <p>2.2.2 Public expectations of the results of the process</p> <p>2.2.3 Public support</p>
3 Active and Positive Relationship Between Actors	4 Institutional Capacity
<p><b>Target 3.1</b> Full exercise of the right to self-determination</p> <p>3.1.1 Existence of and respect for the rules of power-distribution between sub-national administrations</p> <p>3.1.2 Harmonious relations between local government and national and regional government.</p> <p>3.1.3 Capacity of the courts to influence local politics</p> <p>3.1.4 Degree of transfer of competency and funds to sub-national government</p> <p><b>Target 3.2</b> Harmony in horizontal power relations</p> <p>3.2.1 Electoral system and party system, locally</p> <p><b>Target 3.3</b></p> <p>3.3.1 Existence of private organizations that participate in the achievement of public objectives</p> <p>3.3.2 Correlation of public support between actors in tension</p>	<p><b>Target 4.1</b> Transparency in public administration</p> <p>4.1.1 Clear rules of the game in administration processes</p> <p>4.1.2 Existence of mechanisms of control by society and public knowledge public administration</p> <p>4.1.3 Corruption: policies, indicators and Perceptions</p> <p><b>Target 4.2</b> A technically qualified team</p> <p>4.2.1 Degree of professionalization or personnel and selection criteria</p> <p>4.2.2 Installed technical capacity</p> <p><b>Target 4.3</b> Financial sustainability of processes</p> <p>4.3.1 Financial Indicators</p> <p><b>Target 4.4</b> Effectiveness of the law</p> <p>4.4.1 Mechanisms of access to justice</p> <p>4.4.2 Crime Indices</p> <p><b>Target 4.5</b> Quality in the delivery of services</p> <p>4.5.1 Mechanisms for attention to citizens</p> <p>4.5.2 Quality of Service</p>
5 Citizen Participation	6 Results in Human Development
<p><b>Target 5.1</b> Significant electoral participation</p> <p>5.1.1 Positive attitude towards election processes</p> <p><b>Target 5.2</b> Promotion of civic participation</p> <p>5.2.1 Participation mechanisms and scenarios</p> <p>5.2.2 The implementation of programs, projects, etc with civic participation</p> <p>5.2.3 Organizations devoted to the promotion of civic participation</p> <p>5.2.4 Formation programs</p> <p>5.2.5 Positive attitude towards the citizen-government relationship</p>	<p><b>Target 6.1</b> Establishment of aims in human development</p> <p>6.1.1 Local situation of human development</p> <p>6.1.2 Effects on human development foreseen in the conception, design and implementation of local actions</p> <p>6.1.3 Effective impact of the actions applied on local human development</p>

### Key actors/stakeholders

Citizens have a fundamental role in this assessment process since the diagnosis is largely based on their perceptions of their representatives and local policies. UNDP (or any other development partner wanting to act as a facilitator for such an assessment) also plays a central role in the process, by identifying and bringing together local actors, ensuring objectivity, promoting dialogue, supporting the development of action plans, and guaranteeing the continuity and sustainability of the process, especially with regards to action plan implementation.

### Coverage

Urban areas of Latin America. The tool was first applied in Cartagena.

### Timeline

Initiated in 2004. Applied in Cartagena in 2007. Ongoing.

### Gender focus

Not explicit. No reference to gender issues either in the Agenda or in the guidelines for assessing Local Governance.

### Poverty focus

The Agenda and the Guidelines for assessing Local Governance aim to contribute to the eradication of poverty and the promotion of human development by promoting good governance. However, governance-poverty linkages are not explicitly addressed, except for one indicator measuring the “percentage of population who are above the poverty line”, under the section “results in human development”.

### Strengths

The Agenda and the guidelines for assessing local governance have the twin advantages of providing specific indicators of local governance and offering tools to be applied in programmes and projects that will enhance the quality of local governance.

### Weaknesses

The only poverty-focused indicator “percentage of population who are above the poverty line” does not seem to take into consideration non-income poverty, the intensity and depth of poverty, nor how to foster pro-poor governance.

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### Where to find it

[http://www.logos.undp.org/fileadmin/docs/Gobernabilidad\\_Local/presetnacion\\_ODM/Agenda\\_Ingles.pdf](http://www.logos.undp.org/fileadmin/docs/Gobernabilidad_Local/presetnacion_ODM/Agenda_Ingles.pdf)

### Contact details

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### Supplementary tools/guidelines

More information about the initiative:

[www.logos.undp.org](http://www.logos.undp.org)

Methodological Guidelines for the analysis of Local Governance (in Spanish):

[http://www.logos.undp.org/fileadmin/docs/Gobernabilidad\\_Local/Guia\\_Metodologica\\_pa\\_Analisis\\_Gob\\_Local.pdf](http://www.logos.undp.org/fileadmin/docs/Gobernabilidad_Local/Guia_Metodologica_pa_Analisis_Gob_Local.pdf)

Methodological Guidelines for the development of a country/province/state profile concerning Local Governance:

[http://www.logos.undp.org/fileadmin/docs/Gobernabilidad\\_Local/Tors\\_y\\_guia\\_Metodologica\\_pa\\_Elaboracion\\_de\\_Marcos\\_de\\_Pais.pdf](http://www.logos.undp.org/fileadmin/docs/Gobernabilidad_Local/Tors_y_guia_Metodologica_pa_Elaboracion_de_Marcos_de_Pais.pdf)

Example of a perception survey in Cartagena, Colombia:

[http://www.logos.undp.org/fileadmin/docs/Gobernabilidad\\_Local/Cartagena/I-7894\\_-Gobernabilidad\\_Cartagena\\_FINAL\\_PNUD.ppt#691,10,Visión Estratégica](http://www.logos.undp.org/fileadmin/docs/Gobernabilidad_Local/Cartagena/I-7894_-Gobernabilidad_Cartagena_FINAL_PNUD.ppt#691,10,Visión Estratégica)



## Governance Index (Indonesia)

### Producer

Kemitraan Partnership, an independent Indonesian research institution

### History

The Index has been developed in Indonesia in the context of the regional autonomy policy and decentralisation process, which resulted in significant variations in the “quality” of local governments. The lack of comprehensive and rigorous data to investigate such variations in the quality of governance across provinces led Kemitraan develop a Governance index that would be applied in each province, thus allowing not only for comparisons across provinces, but also for cross-learning and dissemination of good practices.

### Objectives

The Governance Index has the overall objectives to

- provide a comprehensive and methodologically sound assessment of governance performance in all Indonesia provinces;
- rank governance performance in all Indonesian provinces based on separate assessments in 4 “areas of governance”: government, bureaucracy, civil society and economic society;
- provide an evidence base to the local governments, the communities and other relevant stakeholders (including the central government) to help inform governance policies and capacity development programmes at the local level

### Applicability

This method is applicable where stakeholders would like to assess “governance” defined as the interactions at the local level between the political office, the bureaucracy, civil society and the economic society.

### Types and sources of data used

Information is mainly quantitative. It is made up of both subjective and objective data. Subjective data is obtained through structured interviews of well-informed persons (guidelines for interview supplied in the methodology package), which fall into two groups: those who are the very actors of the governance processes assessed (representatives from government, bureaucracy, economic society and civil society) and those who are not direct actors but have some interaction with them, or are concerned with the quality of governance (academics and journalists).

Objective data consists of statistical data, budgetary data, local development plan, local legislation programme, websites, records of coordination meeting, audits, human development index, etc. More specifically, for the government area, data is collected from the provincial secretariat and the provincial parliament. For the bureaucracy area, data is collected from the local health, education, social affairs and revenue collection offices, the local planning agency, the local anti-corruption office, the local statistics office, etc.

### Methodology

The Index is organised into 4 areas, 8 functions, 6 principles and 75 indicators. Table 10 presents the distribution of indicators according to the different areas and functions.

The number of indicators varies from for each function, as only those good governance principles which are most relevant to the function assessed have been translated into indicators. The following table provides an example of indicators for each one of the 6 principles, while showing the area and the function it aims to assess:

**Table 10: Distribution of indicators according to the different areas and functions**

AREAS	FUNCTIONS	NUMBER OF INDICATORS
<b>Government</b>	Regulatory framework	9
	Budget allocation	14
	Coordination of development	10
<b>Bureaucracy</b>	Revenue collection	6
	Public services	8
	Regulating the economy	6
<b>Economic society</b>	Government tender and project implementation	9
<b>Civil society</b>	Advocacy	13
<b>Total</b>		<b>75</b>

**Table 11: Example of one indicator for each one of the 6 principles, with reference to the area and function it aims to assess**

PRINCIPLE	INDICATOR	AREA	FUNCTION
<b>Participation</b>	Level of the community's monitoring of the implementation of government project tenders	<i>Civil Society</i>	<i>Advocacy</i>
<b>Fairness</b>	Level of discrimination in terms of coordination by the governor with the district/cities	<i>Government</i>	<i>Coordination of development</i>
<b>Accountability</b>	Compliance of companies to manpower regulations in the implementation of government projects, i.e. labour wage meets the minimum wage standard	<i>Economic Society</i>	<i>Government tender and project implementation</i>
<b>Transparency</b>	The publication of Local Regulations and Governor Regulations can be accessed completely through the web	<i>Government</i>	<i>Regulatory framework</i>
<b>Efficiency</b>	Completion of government project within agreed timelines	<i>Economic Society</i>	<i>Government tender and project implementation</i>
<b>Effectiveness</b>	Presence / absence of agreements emerging from the coordination meetings between the provincial governor and district heads	<i>Government</i>	<i>Coordination of development</i>

**Table 12: Example of form for collecting objective data**

No.	Code	Indicator	Data Item	Data	Score	Reference
1.	C1A1 (Civil society/ principle of accountability)	The presence or absence of regular audit of financial report for 3 biggest CSOs working in the field of community empowerment	Audit of CSO 1 financial report  Audit of CSO 2 financial report  Audit of CSO 3 financial report	Present/Absent  Present/Absent  Present/Absent	1 = for the three there is no financial audit  2 = only one CSO has a financial audit  3 = only two CSOs have financial audits  4 = the three CSOs have financial audits	

**Table 13: example of question for interviewing well informed people**

No.	Code	Indicator	Question	Answer	Summary of Answers/Reasons
3	G3A1 (Government/ principle of accountability)	Level of implementation of the provincial parliament's control functions over the Governor	1. One of the functions of the provincial parliament is to exercise control over the government in the province. What is your opinion about the control exerted by the provincial parliament? Has it been implemented or not yet?  2. If it has been implemented, what is the quality/effectiveness of this control? Has the provincial parliament exercised this control function in an objective manner?	Has been implemented Has not been implemented yet          1 = no control function  2 = some control function but with low objectivity  3 = control function with medium objectivity  4 = control function with good/high objectivity	

**Table 14: Democratic Governance Profile of Province X**

Province X: <b>Overall Governance Index: 4.4</b>							
	Index Areas	Participation	Fairness	Accountability	Transparency	Efficiency	Effectiveness
Government	3.9	5.5	2.6	5.4	2.8	3.3	4.4
Bureaucracy	4.0	5.3	5.3	1.0	2.5	5.7	6.8
Civil Society	5.4	4.0	7.0	7.0	3.9	5.8	4.9
Economic Society	4.5	5.5	4.0	5.5	5.5	1.0	5.5

#### Key actors/stakeholders

Each provincial assessment was facilitated by an independent researcher from Kemitraan-Partnership, which was responsible for conducting interviews, collecting secondary data, and preparing a “provincial profile” to be shared and discussed in a local consultative forum. The methodology package lists the 32 well-informed persons to be interviewed (e.g. one officer working in the provincial secretariat, one officer from each of the 3 parliamentary commissionx on people’s welfare, on the economy/industry/trade, on the local budget and expenditure, one journalist from the most prominent media in the province, one academic who is a resource person for the local government, one representative from the provincial chamber of commerce, one CSO representative who has participated in a consultation with the local government, etc.)

#### Results reporting format

The final Index is expressed in the form of Democratic Governance Profile as shown in the following table, with scores between 1 and 10:

#### Gender focus

Minimal. Within the area “government”, an indicator assesses the level of women’s political participation in the provincial parliament by measuring the proportion of female parliamentarians.

#### Poverty focus

While the overall aim of the assessment framework is to measure the quality and fairness of policy formulation and policy implementation processes (as a proxy of quality and equitable development

outcomes), indicators do not have an explicit pro-poor dimension.

#### Strengths

- Very comprehensive methodology combining both objective and subjective data sources, with detailed instructions for users and ready-made data collection instruments (e.g. data collection forms with scoring criteria, guiding questions for interviews, etc.)
- Very actionable indicators generating data that can easily used by local policymakers, pointing to specific dysfunctions in local governance processes
- Draws from an extensive range of objective data sources from government and administrative sources which are readily available but rarely used in other local governance assessments

#### Weaknesses

- Detailed methodology drawing from multiple data sources and informants, while ensuring methodological rigor, requires a significant amount of time and in-depth research
- Requires country adaptation, as several indicators refer to institutions and practices specific to Indonesia

#### Coverage

All Indonesian provinces.

#### Timeline

2008. On-going.

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### **Where to find it**

The initiative is not yet available online. A copy of the draft methodology can be found on the Governance Assessment Portal ([www.gaportal.org](http://www.gaportal.org)) or else the UNDP Oslo Governance Centre can be contacted directly ([oslo.governancecentre@undp.org](mailto:oslo.governancecentre@undp.org)).

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## Measuring Municipal Performance MIDAMOS (Paraguay)

### Producer

AlterVida/GEAM with support from USAID

### History

In 2001, CIRD, (Centro de Información y Recursos para el Desarrollo), a Paraguayan non-profit, launched a programme aimed at strengthening democratic practices in Paraguay by strengthening Civil Society Organizations. To do this, the programme had for objectives to implement permanent mechanisms that increase citizen participation in the public decision-making process, and to provide civil society with tools to improve oversight of public institutions. One such tool to promote accountability and transparency at the local government level was promoted through the application of a local governance measurement tool, MIDAMOS, which was developed under USAID/Paraguay's Local Governments Program.

### Objectives

The goals of the scoring system MIDAMOS ("Let's Measure") include promoting good governance at the municipal level; encouraging citizens and civil society organizations to develop the capacity to understand and evaluate municipal administration; and supporting the perception amongst authorities and public officials that good governance practices are in their professional, political, and personal interests.

### Types and sources of data used

Most data is obtained from objective sources, both quantitative and qualitative, such as municipal statistics and regulation, administrative data on population, budgets and procedures. Interviews with some key informants in the municipality and with citizens are suggested to complement or verify the objective data collected for some indicators.

### Methodology

MIDAMOS is a set of 31 qualitative and quantitative indicators organised into 5 main themes of

municipal management. For each indicator, an evaluation on a 1-5 scale and a relative weight are provided. Municipal performance is then calculated by adding up the weighted value of each indicator score (see table below).

A specific "technical card" is established in order to score each indicator on a 1-to-5 scale. This card contains the description of indicators, the performance parameters, the applicable formula, the necessary documentation to assess the indicator's value, and the relative weight of each indicator. Two examples of the scoring procedure are presented below:

Once the assessment of each indicator and theme has been completed, this information collected by CSOs is presented to municipal officers and council members in order to share the results and include local governments' comments in the assessment.

In 2008, MIDAMOS turned to the use of the radio to talk about the performance of municipal governments where MIDAMOS was applied. The idea is to inform and raise awareness amongst citizens on the benefits of having objective indicators on municipal government performance.

### Key actors/stakeholders

MIDAMOS is intended to benefit municipal officers, municipal council members, and municipal administrations. For its application, MIDAMOS relies on:

- an Authorised Evaluation Agency – such as a research outfit or multi-stakeholder consultative bodies – serving as facilitator of the assessment process
- a municipal officer with sufficient responsibility and authority to provide the AEA with all the necessary information and documentation for the assessment

**Table 15: MIDAMOS's themes, indicators and weights**

Themes, Description, Relative Weights and Maximal Scores	Indicators	Indicators' Weights
<b>Finances</b> Aspects related to the administration of financial municipal resources <b>relative weight: 20%</b> <b>maximal score: 1.00</b>	1 operational financing	2%
	2 capacity to invest own resources	2%
	3 efficiency in estate tax collection	2%
	4 social investment	2%
	5 expenditure capacity through own resources	2%
	6 process and emission of financial reports	2%
	7 budget programming	2%
	8 processes organising expenditure	2%
	9 tax collection management	2%
	10 cadaster management	2%
<b>Internal Administration</b> Existence and extent of implementation and development of processes facilitating the achievements of institutional results <b>relative weight: 16%</b> <b>maximal score: 0.80</b>	1 efficiency of municipal officers	2%
	2 flexibility of current expenditures	2%
	3 technological capacity	2%
	4 existence and extent of municipal planning	2%
	5 existence and extent of human resources	3%
	6 procedures for acquisitions	2%
	7 planning and implementation of investments with royalties resources	3%
<b>Service Delivery Management</b> Municipal administration capacity of providing basic services and sustaining processes for their improvements <b>relative weight: 24%</b> <b>maximal score: 1.20</b>	1 service delivery	7%
	2 coverage of principal services	7%
	3 quality of principal services	7%
	4 environmental quality	3%
<b>Democracy and Participation</b> Municipal administration capacity to establish relationships with the civil society and other governmental organisations <b>relative weight: 25%</b> <b>maximal score: 1.25</b>	1 internal municipal participation and transparency	3%
	2 mechanisms for citizens participation	6%
	3 sustainability of citizens participations	2%
	4 accountability and responsibility	4%
	5 transparency towards community	5%
	6 relationships amongst governments' levels	3%
	7 promotion of gender equality	2%
<b>Legislative Activity</b> Extent of performance from the municipal legislative body to achieve municipal objectives <b>relative weight: 15%</b> <b>maximal score: 0.75</b>	1 legislative efficiency	5%
	2 technical and operational efficiency	5%
	3 transparency and participation	5%

**Table 16: Examples of scoring procedure**

INDICATOR AND OBJECTIVE	PERFORMANCE PARAMETERS	RESULTS
<b>SOCIAL INVESTMENT</b> <b>(indicator 4 under “Finances”)</b> It evaluates the ratio of municipal social investment against total municipal expenditures	The closer the ratio is to 0, the smaller is municipal social investment.	5 points: more than 0.40
		4 points: between 0.31 and 0.40
		3 points: between 0.21 and 0.30
		2 points: between 0.11 and 0.20
		1 point: less than 0.11
<b>ACCOUNTABILITY AND RESPONSIBILITY</b> <b>(indicator 4 under “Democracy &amp; Participation”)</b> It identifies the mechanisms used by the municipality to explain and justify its decisions, policies and programmes	1 the municipality has a normative framework for management accountability	5 points: more than 9 parameters applied
	2 at least an accountability tool for the municipal general management has been implemented	4 points: between 8 and 9 parameters applied
	3 there is a mechanism for the monitoring of public management	3 points: between 5 and 7 parameters applied
	4 the mechanisms is publicised and easily accessible	2 points: between 3 and 4 parameters applied
	5 the monitoring mechanisms registers community questions and the institutional answers	1 points: less than 3 parameters applied
	6 there is a procedure to channelling complaints and answers	
	7 documentation/reports on municipal accountability are distributed to citizens	
	8 the report is comprehensible and provide clear information	
	9 the report provides complementary information to understand the results	
	10 citizens can access accountability documents and get an answer to their questions	
	11. there is evidence of citizen participation in accountability procedures	
	12. there are other accountability mechanisms	

- in the case where a municipality is not willing to participate, a working group composed of experts and “well informed persons” on the management of the municipality
- municipal officers, representatives of civil society organisations and citizens can be occasionally interviewed by the Evaluation Agency in order to complement or verify the

objective data collected for some indicators (e.g. for indicators of “accountability and responsibility”, indicators of “transparency towards community”, etc.)

#### Results reporting format

Each municipality receives a “grade” between A and E, as indicating in Table 17.

**Table 17: Grading System**

Qualification A	between 4,6 and 5	Very good performance
Qualification B	Between 3,6 and 4,5	Good performance with some shortcomings
Qualification C	Between 2,6 and 3,5	Difficulties in municipal managements, especially in some key indicators
Qualification D	Between 2 and 2,5	Severe administrative problems
Qualification E	less than 1,9	Very bad performance

**Gender focus**

A specific indicator is related to the promotion of gender equality based on the following elements: existence of a municipal officer dealing with gender issues; existence a municipal norm recognising – formally or informally – the participation of women associations; existence of municipal actions or programmes promoting the development of women associations; presence of at least 30% of women municipal officers; etc.

**Poverty focus**

Not explicit.

**Strengths**

- MIDAMOS is a comprehensive assessment covering both aspects of local democracy and aspects related to local government performance, such as service delivery and internal administration.

- The tool's methodology, drawing mainly from objective indicators, makes results "indisputable". The MIDAMOS methodology is also very rigorous, offering precise scoring criteria for each indicator.

**Weaknesses**

MIDAMOS indicators rely mostly on objective data assessing the *existence* of municipal mechanisms, programmes, legislations or quotas. The marginal participation of citizens in the assessment process (i.e. as data sources) limits opportunities for also evaluating the *quality* of local governance mechanisms.

**Coverage**

As of October 2008, the assessment had been implemented in 150 municipalities in Paraguay.

**Timeline**

Started in 2006. On-going. Pilot projects realised in 2005-2006. Ongoing.

**Where to find it**

<http://www.midamos.org.py/>

**Contact details**

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[www.midamos.org.py](http://www.midamos.org.py)

**Supplementary tools/guidelines**

MIDAMOS manual:

[http://www.midamos.org.py/docs/MANUAL\\_MIDAMOS\\_version\\_1.2.pdf](http://www.midamos.org.py/docs/MANUAL_MIDAMOS_version_1.2.pdf)

Power point presentation of the MIDAMOS initiative:

<http://www.intrac.org/docs.php/3362/Alvaro%20Caballero%20Paraguay%20PAIC%20INTRAC.ppt>

## Observatory of Democracy in Central America: System of Legal and Institutional Governance Indicators for Central America

### Producer

Centro Estudios para el Futuro

### History

During 2000-2003, the *Observatory (a network of 9 research institutions based in 5 Central American countries)* generated extensive research on legal/institutional governance and the practice, evolution and requirements of *rule of law* in 5 Central American countries: Guatemala, El Salvador, Nicaragua, Honduras and Costa Rica. From 2004 to 2007, the Observatory documented normative best practices from 16 OECD countries with regards to their juridical, institutional and legal frameworks, and applied these best practices to the design of a System of Indicators on Legal and Institutional Governance for Central America. This assessment methodology was applied to the 5 above mentioned Central American countries, and generated detailed recommendations for legal and institutional reforms.

The 99 variables and 475 indicators composing the System of Legal and Institutional Indicators of Democratic Governance cover five broad dimensions of institutional building, legal organization and public policies in contemporary societies: 1. Constitutional Framework, Legal Regime and Institutional Structure of the State; 2. Electoral System, Political Representation and Participation; 3. Financial and Public Fund System; 4. Public Investment on Democratic Institutions; 5. Local Government and Decentralisation.

*Given the focus of this guide on decentralised governance, only the module on "Local Government and Decentralisation" is presented here.*

### Objectives

The Project *Observatory of Democracy in Central America* proposes a system of indicators of legal and institutional governance for Central American countries. The idea is to provide State bodies and their institutions with benchmarks for legal and organisational performance at the national and sub-national levels.

### Applicability

The tool is best suited to Central American countries.

### Types and sources of data used

Objective data only, mainly from constitutions, secondary laws, decrees, and other provisions, budget data, etc.

### Methodology

The module on Local Government and Decentralisation includes 8 variables and 43 legal indicators. The value assigned to each indicator is 0, 100 or an intermediate value. The great majority of indicators are of an IF or NOT (existence) type.

The following table presents the framework of the module on "Local Government and Decentralisation":

Indicators are selected on the basis of three analytical categories:

- Parameters of *legal existence* (yes/no) (weight: 25% of indicator value)
- Parameters of *standard typology* (consistency of this norm/disposition with international "benchmark") (weight: 25% of indicator value)
- Parameters of *systemic efficacy or implementation* (efficacy of system at implementing this norm/disposition, looking at 8 factors which were identified as being key for enabling or interfering in the achievement of the goals and objectives of the legal provision e.g. legal systemic contradictions and overlaps, insufficient budget or financial support, inadequate civil service, partial/differentiated application of the law in the same territory, etc.) (weight: 50% of indicator value)

The table below shows this breakdown for each indicator (25% for existence; 25% for benchmarking; 50% for system efficacy), and shows how different weights are assigned to different indicators making up one 'variable' (see column 'value').

**Table 18: Framework of module on “Local Government and Decentralisation” and examples of indicators**

AREAS OF VARIABLES	VARIABLES	NUMBER AND EXAMPLE OF INDICATORS
1 local government and its attributes	1 Constitutional and legal recognition of the frame of competitions and the operations of the local governments	6 indicators e.g.: <i>Existence of constitutional norms that regulate the organization and operation of the local governments.</i>
	2 Characteristics of the municipal management and performing of services	8 indicators e.g.: <i>There are annual programs of qualification and training which facilitate the promotion of the skills and the knowledge of the municipal civil employees.</i>
	3 Nature and elements of the Municipal Finances and Patrimony	11 indicators e.g.: <i>Constitutional and/or legal norm that forces the transfer (transference of national rents) of resources to the local governments.</i>
	4 Coordination levels	2 indicators e.g.: <i>The municipality has capacity for:</i> <ul style="list-style-type: none"> <li>• <i>Co fraternize and external relations with municipalities of other countries</i></li> <li>• <i>Reception of cooperation of international agencies or bilateral from other countries</i></li> <li>• <i>Inter-institutional agreements.</i></li> </ul>
2 proximity of the power to the citizen, system of election, participation and accountability	1 The Municipalities as spaces of democracy close to the citizens, election processes and electoral system and municipal representation	6 indicators e.g.: <i>In the last municipal election, parity in gender representation was reached.</i>
	2 Existence of forms, organisations and spaces of citizen participation at the municipal level	4 indicators e.g.: <i>Existence in the law or electoral code of</i> <ul style="list-style-type: none"> <li><i>a Consultative assembly</i></li> <li><i>b Public hearings</i></li> <li><i>c Municipal council</i></li> <li><i>d Open municipal council</i></li> <li><i>e Plebiscite</i></li> <li><i>f Referendum</i></li> <li><i>g Citizen consultation</i></li> </ul>
	3 Existence of mechanisms of accountability, municipal information and citizens complaints	3 indicators e.g.: <i>Forms or mechanisms to communicate the situation of the Municipality with regard to profits, advances and plans.</i>
3 nature, environment and the decentralised government	1 Citizen health and environmental municipal competences	3 indicators e.g.: <i>Existence of control of waters</i>

**Table 19: Example of an indicator set for one variable & scoring based on 3 parameters (existence; benchmarking; system efficacy)**

LOCAL GOVERNMENT AND DECENTRALISATION – El Salvador						
Dimension I: LOCAL GOVERNMENT AND ITS ATTRIBUTES						
Variable I: Constitutional and legal recognition of the frame of competitions and the operation of the local governments						
Code	Indicator	Value	Existence of the norm or disposition 0.25%	Bench Marking 0.25%	System Efficacy 0.50%	Total %
d1/v1/i1	Existence of constitutional norms that regulate the organization and operation of the local governments	10%	0,125	0,125	0,5	15
d1/v1/i2	Norm with which they are governed:: <ul style="list-style-type: none"> <li>• Law or Municipal Code</li> <li>• Municipal tributary laws (amnesties, real estate, patents, taxes to economic activities)</li> <li>• Law of municipal budgetary regime</li> <li>• Laws of authorization on the disposition of goods</li> <li>• Law of municipal transferences</li> <li>• Law of census (catastro)</li> <li>• Organic regulations</li> <li>• Ordinances</li> <li>• Statutory regime of civil employees</li> </ul>	10%	0,1875	0,1875	0,375	7,50
d1/v1/i3	Legal recognition of competitions of the municipal corporations <ul style="list-style-type: none"> <li>• Municipal service of electricity</li> <li>• Cable or Internet municipal service</li> <li>• Municipal service of potable water</li> <li>• Municipal service of pluvial and residual drainage</li> <li>• Services of cleaning and garbage collection</li> <li>• Management of educative centers</li> <li>• Municipal Service of rural health</li> <li>• Construction and maintenance of roads and bridges</li> <li>• Promotion of sports and recreation</li> <li>• Civil Registry of the people</li> <li>• Campaigns that favor the conservation and environment</li> <li>• Scholarships and subsidies to homes in conditions of poverty</li> <li>• Attention of emergencies</li> <li>• Administration of marine-terrestrial zone or border (for the ones that have this condition)</li> <li>• Administration of slaughterhouse, market, cemetery or quarry</li> <li>• Control and regulation of the use of the ground and urban growth.</li> <li>• Municipal service of collective transport and traffic</li> <li>• Municipal Service of security</li> </ul>	20%	0,25	0,125	0,25	12,50
d1/v1/i4	Legal recognition of the organic structure of the local governments <ul style="list-style-type: none"> <li>• Municipal council</li> <li>• Municipal Mayor</li> <li>• Municipal Commissions</li> <li>• Companies and municipal societies of services</li> <li>• Small territorial organs or organizations</li> <li>• Engineering and management Organs</li> <li>• Technical –Administrative organs</li> </ul>	10%	0,1675	0,1875	0,375	7,30
d1/v1/i5	Normative and jurisprudential recognition of the principle of municipal autonomy as basic organization of the territorial organization of the State	20%	0,25	0,25	0,375	17,50
d1/v1/i6	Municipal jurisdiction in its quality of public administration of territorial character <ul style="list-style-type: none"> <li>• Reglamentary and self-organización power</li> <li>• Tributary and financial power</li> <li>• Power of programming or planning</li> <li>• power of expropriation and total disposition of goods</li> <li>• Power of forced and sanctioning execution</li> <li>• Power of revision of office of its acts and agreements</li> </ul>	30%	0,25	0,25	0,5	30,00
<b>Total of the Variable</b>		<b>20%</b>	<b>16,96</b>			

### Key actors/stakeholders

The initial assessment was led by national research institutions, in conjunction with a national steering committee composed of key government stakeholders. Results were shared and validated at multi-stakeholder national workshops, and the national steering committee selected priorities for reform from the assessment results.

### Results reporting format

See table 19.

### Gender focus

Not explicit in the module concerning “Local Governments and Decentralisation.”

### Poverty focus

Not explicit in the module concerning “Local Governments and Decentralisation.”

### Strengths

- This new system of indicators is considered by some international experts to be the most extensive effort to date for the development of a fine-grained measure of juridical governance for Central America and a major contribution

to the Central American debate on democracy and to development assistance for straightening democratic institutions.

- The tool is unique in its three-pronged assessment focus on substantive rights (existence of proper legal provision), procedural rights (existence of effective mechanisms and procedure to implement these rights) and systemic rights (interactions between legal provisions and other systemic factors – such as public budgets, proper institutions and public officials).

### Weaknesses

The exclusive reliance on objective data makes results ‘indisputable’ but falls short of describing the *quality* of these mechanisms.

### Coverage

Guatemala, El Salvador, Honduras, Nicaragua, Costa Rica.

### Timeline

Initiated in 2002. On-going.

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### Where to find it

<http://www.epfcentroamerica.org/proyecto.htm>

### Contact details

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300 meters on the east of Universidad Veritas,  
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[www.epfcentroamerica.org](http://www.epfcentroamerica.org)

### Supplementary tools/guidelines

Country results and indicator matrices can be accessed at <http://www.epfcentroamerica.org/matriz.htm>

An English translation of indicator matrices can be found on the Governance Assessment Portal ([www.gaportal.org](http://www.gaportal.org)) or else the UNDP Oslo Governance Centre can be contacted directly ([oslo.governancecentre@undp.org](mailto:oslo.governancecentre@undp.org)).

**Producer**

Instituto Nacional para el Federalismo y el Desarrollo Municipal – INFAED

**History**

The agenda *Desde lo Local* is a programme developed by the Mexican Government Secretary (SEGOB), through INAFED, in order to ensure an equal level of capacity and quality of governance across Mexican municipalities. Within the Agenda, a self-evaluation tool has been created, based on 4 categories:

- 1 Institutional Development for a Good Government
- 2 Sustainable Economic Development
- 3 Socially Inclusive Development
- 4 Environmentally Sustainable Development

The initiative *Desde lo Local* forms part of a wider international initiative for local government performance measurement, based on an adaptation of the ISO9001 quality standard to local government (called International Working Agreement 4 – IWA4), which has been strongly influenced by the UN Local Agenda 21 objectives and gives to the tool a wider acknowledgement.

The indicators making up the self-assessment tool were elaborated through several meetings with academicians, representatives of municipal associations and municipal as well as federal officials. These indicators were tested and further refined after the pilot project.

*Given the focus of this guide on decentralised governance, only the categories on Institutional Development for a Good Government and Socially Inclusive Development are here described.*

**Objectives**

The purpose of *Desde lo Local* is to provide a diagnostic tool to support the three government

levels (national, federal and municipal) in providing specific solutions to the daily problems of citizens and local authorities. The self-assessment tool corresponds to the first step of the Agenda Desde lo Local. The following steps are the verification of the municipal self-evaluation, the proposal and implementation of solutions for areas where indicators scores were low, and the emission of certificates acknowledging municipal improvements.

**Types and sources of data used**

Objective data, based on municipal statistics and regulation, administrative data on population, budgets, provisions of public services and procedures.

**Methodology**

The entire self-assessment tool is composed of 39 indicators organised in the 4 above-mentioned categories, along with 257 “parameters”. The two categories of Institutional Development for a Good Government and the Socially Inclusive Development include the following indicators:

The following table presents an example of the ‘parameters’ and ‘means of verification’ defined for indicator 1.4. on ‘participatory municipality’.

There are three levels of evaluation for each indicator:

- Green = municipal practices of high quality
- Yellow = municipal practices under acceptable quality;
- Red = municipal practices not acceptable.

The following table provides two examples of scoring criteria based on the “evaluation colours”.

In order to obtain a “green evaluation” for a specific indicator, all the parameters belonging to it must be green. If only one parameter is yellow or red, the indicator will be yellow or red, respectively.

The self-evaluation of the municipality is then verified by a third independent entity – such as an academic institution or research outfit, recognised

**Table 20: Indicators belonging to the categories “Institutional Development for a Good Government” and “Socially Inclusive Development”**

INSTITUTIONAL DEVELOPMENT FOR A GOOD GOVERNMENT	SOCIALLY INCLUSIVE DEVELOPMENT
1.1 Administration with responsibility and quality	3.1 Municipalities delivering public services
1.2 Municipality associated and interlinked (with other municipalities or government levels)	3.2 Municipality promoting sport and recreational activities
1.3 Municipality with professional system of public officers	3.3 Inclusive municipality (ethnically and socially vulnerable groups)
1.4 Participatory municipality	3.4 Municipality promoting gender equality
1.5 Municipality fiscally responsible	3.5 Municipality responsible for population with possible social risks
1.6 Municipality leader in Civil defence and supporter of a culture of Civil defence	3.6 Healthy municipality
1.7 Municipality provided with internet facilities	3.7 Municipality promoting basic quality education
1.8 Municipality legally compliant	3.8 Municipality with dignified housing
1.9 Municipality observing the rule of law	3.9 Municipality promoting citizenship
1.10 Transparent municipality	3.10 Municipality promoting culture and archaeological, historical and paleontological heritage
1.11 Municipality with sound finances	3.11 Municipality responsible for fighting poverty
1.12 Safe municipality	

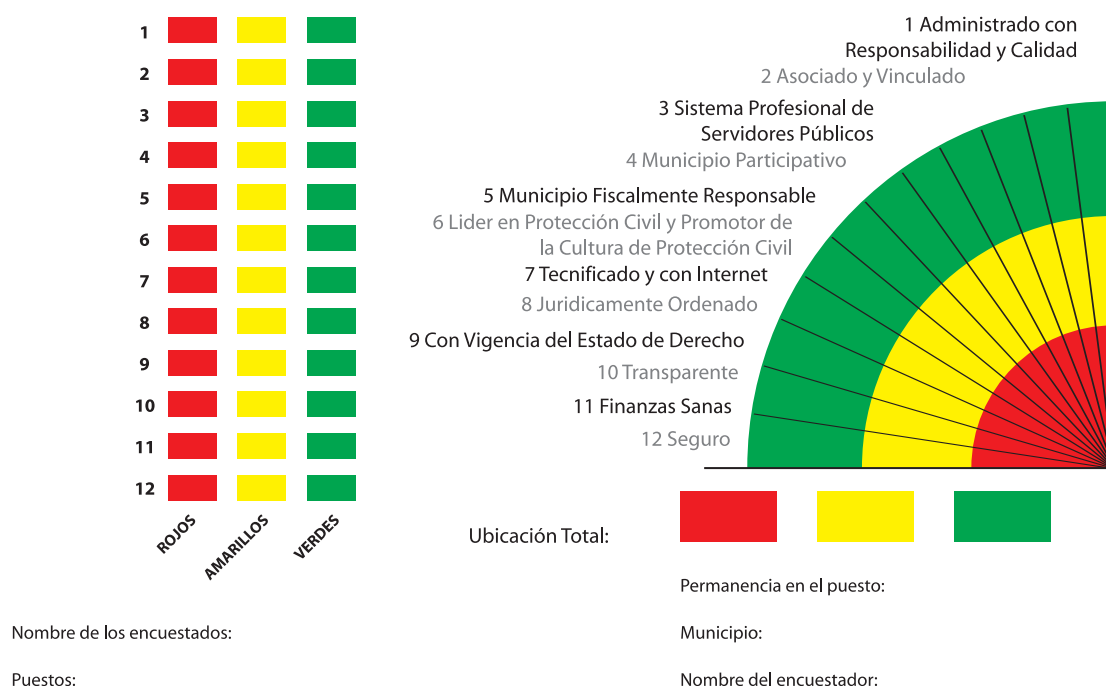
**Table 21: Parameters and means of verification defined for indicator 1.4 on participatory municipality**

INDICATOR	PARAMETERS	MEANS OF VERIFICATION
PARTICIPATORY MUNICIPALITY	1.4.1 System of democratic participation	Is there a committee for municipal planning?
	1.4.2 Number and type of citizen participation bodies	Which are the existing commissions and councils in the municipality?
	1.4.3 Mechanisms of citizens consultation for the implementation of policies and programmes	Are there mechanisms of citizens consultation for the implementation of policies and programmes
	1.4.4 Areas or instances promoting citizens participation	Are there areas or instances promoting citizens participation?
	1.4.5 Collaboration with civil society organisations	Are there any means of collaborating with civil society organisations? Of what kind?
	1.4.6 The municipality organises citizens consultations for evaluating municipal management	Is the municipality organising citizens consultations for the management evaluation?
	1.4.7 Mechanisms and bodies for social controllership	Are there mechanisms and bodies for social controllership? Of which kind? What is their role?
	1.4.8 Procedures for the collection of citizens' petitions, complaints, denounces and suggestion, with an institutional follow up	Are there any procedures for the collection of citizens' petitions, complaints and suggestions, with an institutional follow up?

**Table 22: two examples of scoring criteria based on the “evaluation colours”**

DESDE LO LOCAL				
PRIMER CUADRANTE: DESARROLLO INSTITUCIONAL PARA UN BUEN GOBIERNO				
1.4 MUNICIPIO PARTICIPATIVO				
PARAMETER	MEANS OF VERIFICATION	RED	YELLOW	GREEN
1.4.1 System of democratic participation	1.4.1 Is there a committee for municipal planning?	No evidence.	There are some processes to establish it.	Yes, there is a committee for municipal planning.
EVIDENCE		No committee.	Institutional act for the establishment of a committee and sessions' programmes.	Act for the establishment of a committee, sessions' programmes and minutes, follow up of decisions, etc.
Self-evaluation location				
Verification location				
1.4.5 Collaboration with civil society organisations	1.4.5 Are there any means of collaborating with civil society organisations? Of what kind?	There are none.	The municipality has contacts with some organisations, but no joint actions.	There is a registry of CSOs; projects and seminars have been realised with CSOs.
EVIDENCE		There is none.	List of CSOs in the municipality.	Registry of CSOs, joint projects and seminars.
Self-evaluation location				
Verification location				

**Figure 3: DESDE LO LOCAL: Desarrollo Institucional para un Buen Gobierno**



by the State and the municipality as an impartial and competent reviewer. Once the evaluation is completed, municipalities that present red indicators choose at least three areas where the three levels of government will coordinate actions and programmes to bring improvements and achieve green scores, and obtain a certificate of quality.

### Key actors/stakeholders

The municipality represents the main actor of the assessment process as it is a self-evaluation instrument: at least four officials belonging to different 'sections' of municipal government and administration should apply the diagnostic tool. For the category of Institutional Development for a Good Government, one key official is the City Council Treasury Secretary. Ideally, members of the administration, town hall and wider population should also participate in the assessment.

The town hall approves the results in order to formalise the process of evaluation and certification of municipal improvements.

A third neutral body, such as an NGO, is also involved in the assessment process, notably in verifying the results of the self-evaluation.

The national and state governments promote the application of the Agenda and provide the necessary coordination, information and administrative support to municipalities implementing the tool. National and state governments also help identify programmes and actions that can help municipalities to move from red to green practices.

### Results reporting format

At the end of the assessment process, the municipality has to fill a "summary sheet" for each category according to the format shown in figure 3:

### Gender focus

There is a gender-focused indicator (indicator 3.4.) assessing whether the municipality promotes gender equity in the category "Socially Inclusive Development". This indicator introduces 22 different parameters to assess municipal capacity to promote gender equity, including the existence of municipal programmes in relation to day nursery, institutional and entrepreneurial awareness in gender recruiting, individual and

collective credit schemes for women, to recruitment of women in public administrations, etc.

### Poverty focus

There is a poverty-focused indicator (indicator 3.11) assessing whether the municipality runs specific programmes to fight poverty, in the category "Socially Inclusive Development". This indicator introduces 22 different parameters to assess municipal capacity to fight poverty, including the existence of municipal programmes of training and education for low-income adult population, of job creation, credit and food security for the poorest, as well as the existence of coordination mechanisms amongst different levels governments and with civil society to fight poverty.

### Strengths

- The self-evaluation tool can be used by Mexican municipalities as guidelines on how to carry out decentralization, and how to foster coordination amongst the different levels of government.
- The results can be easily communicated to the population given the simple presentation of results using the three-color code, which fosters downwards accountability.
- The three-color code for presenting results focuses attention on weaker areas *within* a municipality, and downplays inter-municipality comparisons, which makes the assessment less politically threatening to individual municipal governments. In other words, the tool is not meant to evaluate or rank municipalities, but to help them identify areas for improvements and take concrete action to improve performance in these areas.
- Involvement of a third independent party to cross-check results.

### Weaknesses

- The tool relies exclusively on objective data assessing the existence of mechanisms and processes for local governance, but fails to assess the *quality* of these mechanisms.
- Gender and poverty disaggregation could have been mainstreamed across all indicators, instead of having specific indicators measuring gender equality and the "fight against poverty".

### Coverage

At the beginning of 2008, the self-evaluation had been undertaken by 464 of the 2440 Mexican municipalities. Only 57 municipalities, out of 464, have reached a “green” evaluation for all 39 indicators.

### Timeline

Pilot project undertaken in 26 municipalities of the Nuevo Leon State between 2002 and 2003. Agenda “Desde lo Local” endorsed in 2004. Nationwide roll-out on-going.

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### Where to find it

Agenda “Desde lo Local”: “Descentralización Estratégica para el Desarrollo de lo Local”, Programa del Gobierno Federal para el Desarrollo Integral de los Municipios Mexicanos:

<http://www.inafed.gob.mx/work/resources/LocalContent/8600/1/AGENDA%202008%20III.pdf>

Database on the Agenda:

[http://egobierno.aguascalientes.gob.mx/seplade/siglags/Login\\_datos.aspx](http://egobierno.aguascalientes.gob.mx/seplade/siglags/Login_datos.aspx)

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### Supplementary tools/guidelines

Power point presentation on the Agenda *Desde lo Local*:

[http://www.iacipgto.org.mx/web/cont/Agenda\\_desde\\_lo\\_local\\_Felipe\\_de\\_Jesus%20Romo\\_INAFED.pdf](http://www.iacipgto.org.mx/web/cont/Agenda_desde_lo_local_Felipe_de_Jesus%20Romo_INAFED.pdf)

The relevant website of the ISO9001 quality standard to local government (called International Working Agreement 4 – IWA4) is:

<http://www.gobiernosconfiables.org/queesiwa.html>



# Council of Europe's Guide to Developing Well-Being / Progress Indicators with Citizens – Application of the Governance Module in Timisoara (Romania)

## Producer

Council of Europe, Inter-réseau Européen des Initiatives Ethiques et Solidaires, Territoire Responsable: Groupe de Coordination Timisoara, European Commission.

## History

The Council of Europe published in 2005 a methodological guide entitled "Concerted development of social cohesion indicators", which sets out the broad concepts and methods and proposes a database of possible indicators. In the wake of this publication, at the suggestion of the Congress of Local and Regional Authorities, various experiments in applying the principles set out in the guide were carried out at local level, in order to construct indicators of progress / well-being with citizens. In these applications, eight dimensions of well-being were systematically reflected in the criteria put forward by citizens: Feelings (subjective well-being), Social balances, Relations between persons, Access to essential resources, Personal balance, Commitment/participation, Relations with institutions, Living environment.

The Well-being Indicators have been used in Timisoara as an experimental application of the guide of the Council of Europe. *Given the focus of this guide on decentralised governance, only the governance module of the indicators system developed in Timisoara will be considered.*

## Objectives

The well-being indicators aim to foster, among those concerned in a particular area or institution, shared responsibility for the well-being of all and ensure that the parties concerned actually take part in fulfilling this responsibility.

## Applicability

The indicators are applicable to a variety of different local contexts, ranging from municipalities and districts (where citizens are involved in the assessment process to obtain data that are often not available from statistical departments) to

school establishments and private companies (to analyse the impact of human activities on well-being.)

## Types and sources of data used

Data (both subjective and objective information) are collected through statistical records, studies, activity reports, well-informed persons and citizens' surveys.

## Methodology

The Indicators were elaborated and measured through a five-stage process, involving about 250 citizens. In the first stage, different citizens' categories were organised in small, homogeneous groups of eight to ten people. These groups were invited to consider well-being issues individually (by writing "post it" notes) and then collectively (taking stock of their thoughts together) in light of three simple and completely open questions:

- 1) What do you understand as "well-being" in Timisoara?
- 2) What you understand as "ill-being" in Timisoara?
- 3) What do you do to ensure your own well-being in Timisoara?

This generated almost 300 highly varied criteria for well-being. In the second phase, these criteria were pooled and organised according to the main facets of well-being, so as to produce a consolidated, inclusive set of 31 indicators organised along 7 principal dimensions. The following table presents the indicators chosen for the dimension on governance.

Each indicator of progress/well-being can be evaluated on the basis of a 5-point scoring scale expressing the existent situation with respect to each indicator: from 0 = very bad situation to 5 = ideal situation. The following table provides an example of such a scoring scale for the governance indicator "institutional relations with citizens."

**Table 23: Indicators chosen for the dimension on governance**

DIMENSION	INDICATORS
GOVERNANCE	institutional relations with citizens
	non-discrimination in rights
	rule of law
	social services
	civic dialogue and public consultation in decision-making process

**Table 24: Scoring scale for the indicator on “Institutional relations with citizens”**

SCORINGS	DEFINITION OF SITUATIONS
<b>0 – nothing</b>	Absence of communication between public authorities and citizens as well as absence of aid efficiency, corruption and favouritism
<b>1 - Very bad situation</b>	Information on public services superficial and/or wrong, disinterest from public authorities towards citizens, absence of aid efficiency, corruption and favouritism, high local taxes
<b>2 – Bad situation</b>	Information on public services superficial and/or wrong, disinterest from public authorities towards citizens, lack of public consultations, bureaucracy and long waiting-time for aids, corruption, favouritism, reduced capacities of public officers, high local taxes
<b>3 – Average situation</b>	Correct and complete information but lack of transparency for decisions, disinterest, formal organisation of public consultations, long waiting-time for aids, equal access for everybody, reduced capacities of public officers, high local taxes
<b>4 – Good situation</b>	Information with transparency for decisions, public authorities open to citizens, organisation of public consultations with support for citizen participation, bureaucratic simplification, equal access for everybody, good capacities of public officers, reasonable local taxes
<b>5 – Ideal situation</b>	Information with transparency for decisions, citizens’ opinions are taken into account. Public authorities interested and proactive for citizens participation, bureaucratic simplification, on-line services, equal access for everybody, good capacities of public officers, reasonable local taxes

In the third phase, the indicators and the scoring scales were validated by citizens groups. Statistical and objective data were then collected, as well as citizens’ perceptions. At the end of this process, citizens were also asked to reflect critically on any missing and/or misleading information in order to identify any supplementary data needed.

#### Key actors/stakeholders

This tool rests on a collective definition of “well-being” and on a shared understanding of how progress in well-being can be measured in a joint manner, involving different population groups. As such, different categories of actors can intervene in the different phases of the process

(formulation of well-being criteria, validation of well-being criteria, and evaluation of the well-being indicators in each location): groups of young people, elderly people, housewives, people with disabilities, migrants, members of a particular ethnic group, entrepreneurs, civil servants, representatives of associative structures, women, and low-income groups. The meetings with citizens can be facilitated by local groups of researchers and students, for instance.

#### Results reporting format

Objective and subjective information is reported in the column corresponding to the evaluation (from 0 to 5) and comments can be included for each

**Table 25: Evaluation and comments for the indicator “Institutional relations with citizens”**

SCORING	EVALUATION
<b>0 – nothing</b>	/
<b>1 – Very bad situation</b>	/
<b>2 – Bad situation</b>	/
<b>3 – Average situation</b>	<ul style="list-style-type: none"> <li>All public institutions have a programme for relations with the public; 95% of positive responses to requests for public information (national level)</li> <li><i>According to the opinion of a juridical officer:</i> institutional mechanisms are formal, to underline the legitimacy of their action; formality, long waiting-time, lack of public officers efficiency and capacities</li> <li><i>According the opinion of an handicapped person:</i> more that 30 days to receive an answer to a petition, long waiting-time and to obtain services (authorisation to build); formal organisation of public debates</li> </ul>
<b>4 – Good situation</b>	<ul style="list-style-type: none"> <li>The municipality put on the website all the Municipal Council meetings reports and all the public debates (2007)</li> <li>600 people participated to public debates (2007)</li> </ul>
<b>5 – Ideal situation</b>	/
	<b>COMMENTS</b>
	<p>Access to public information:</p> <ul style="list-style-type: none"> <li>statistics related to the number of requests to access public information</li> <li>statistics on public meetings and debates organised by the municipality</li> <li>information about the extent of citizens’ recommendation included into municipal projects and decisions</li> </ul> <p>Citizens said that they lack information related to the quality of public information, to the connection between statistics and reality, to efficiency of authorities to solve citizens’ problems, to the legality of authorisations for construction work, to the number of people sanctioned for violating the law.</p>

indicator. Table 25 presents a summary of the evaluation and comments made on the indicator “Institutional relations with citizens”.

#### Gender focus

In the case of the application in Timisoara, a specific women group was formed to evaluate all indicators.

#### Poverty focus

In the case of Timisoara, a specific Roma group was formed to evaluate all indicators. Furthermore, some indicators take into account the level of family revenues such as the indicator on the purchasing power (access to essential resources dimension).

#### Strengths

- These indicators are constantly redefined for each application allowing for a ample adaptation to local situations.

- The process proposed to identify and measure indicators is carried out in collaboration with a wide diversity of citizens groups, thus fostering braod-based ownership of the assessment process and results.

#### Weaknesses

- For some other dimensions – such as relationships between persons as well as personal and social balance – it is not always easy to identify criteria/indicators.
- Specialists are not always used to such a multidisciplinary and extremely participatory approach
- Citizens may not always understand statistics, and as a result, they sometimes do not recognise them as a reliable source.

### Coverage

Application of the Council of Europe's guide "Concerted development of Social Cohesion Indicators" were also undertaken in the town of Mulhouse (Romania), in Trento (Italy), in the 14th district of Paris, in the Stracel company in Strasbourg and the Albert Schweitzer secondary school in Mulhouse.

### Timeline

This application started at the end of 2007 and in July 2008, the first working group meeting was organised in order to present the indicators. On-going.

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### Where to find it

The initiative is not yet available online. A copy of the draft methodology can be found on the Governance Assessment Portal ([www.gaportal.org](http://www.gaportal.org)) or else the UNDP Oslo Governance Centre can be contacted directly ([oslo.governance.centre@undp.org](mailto:oslo.governance.centre@undp.org)).

### Contact details

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### Supplementary tools/guidelines

"Concerted development of Social Cohesion Indicators":

[http://www.coe.int/t/dg3/socialpolicies/socialcohesiondev/source/GUIDE\\_EN.pdf](http://www.coe.int/t/dg3/socialpolicies/socialcohesiondev/source/GUIDE_EN.pdf)



### Producer

PAC – Public Affairs Centre (Bangalore, India)

### History

Citizen Report Cards were first developed in 1994 by the Public Affairs Centre, a Bangalore-based not-for-profit organisation. The first report card on Bangalore's public agencies covered municipal services, water supply, electricity, telecom, and transport. Since then, PAC has brought out report cards on several other cities, rural services and also on social services such as health care. With support from the Asian Development Bank, it has also prepared a self-learning web-based course through which interested organisations could learn how to apply the Citizen Report Cards and develop their own questionnaires.

### Objectives

The Citizen Report Cards aim to:

- Collect citizen feedback on public services from actual users of a service (and not opinions from the general public) such as drinking water, health, transportation and education;
- Assess the performance of individual service providers and/or compare performance across service providers;
- Generate a database of feedback on services that is placed in the public domain.

### Applicability

The CRC is usually used by civil society organizations to monitor the performance of service delivery agencies in cities such as the municipal water supply company, the police department, and the electricity provider. Although it can be applied in any urban context and to any service-providing organisation, it appears to be more effective in influencing policy and improving performance in those situations where there is a tradition of civil

society activism. In other words, it works best when governmental bodies are more willing to accept feedback from citizens as well as to take action, and where respondents are already familiar with survey exercises.

### Types and sources of data used

Information is subjective as data are usually collected through household surveys, or, if more appropriate, through surveys of individuals, organisations or groups. Respondents are normally selected using a probability random sample. The focus of the survey remains the experience of different groups of users with particular service providers.

### Methodology

Citizen Report Cards are a means to assess the public services of a city from the perspective of users. It is possible to focus the CRC on one or more services, as well as on one or more aspects of service delivery (such as availability, access, quality of service, incidence and resolution of problems and complaints, interaction with staff, corruption). A focus group discussion involving both service providers and users is organised in order to help in identifying the services and aspects of service delivery that should be included in the CRC. Data is collected through a random, representative sample of respondents. However, it is also recommended to include respondents from various sub-groups, for instance, both slum and non-slum households, in order to capture the experiences of both the poor and better-off sections of society. Therefore, stratified sampling is also used to some extent. Typically, respondents give information on aspects of government services on a numeric scale (e.g. -5 to +5, or 1 to 7). These ratings are then aggregated and averaged, and a summary measure is produced. The exercise is repeated regularly. Results are disseminated through the media and a follow-up meeting between the citizens and service providers.

### Key actors/stakeholders

Different actors can drive or manage the Citizen Report Cards process. Usually, a prominent local NGO takes the lead in initiating the CRC. Independent consortia, consisting of government officials, civil society representatives, academics and the media, can also provide an alternative to lead the process. It is also important, although not essential, to secure the buy-in of the service-providers.

CRCs are of interest to a variety of stakeholders. Civil society organizations can use the CRC to demand improvements in service provision. Governments can use the CRC to strengthen public agencies that provide services; to find out where private providers are performing below expectations (when the service is contracted out); to evaluate the quality of local service provision (when the service is decentralised); or to check the effectiveness of public spending. Anti-corruption bodies can use the CRC to pinpoint areas that are prone to corruption and to adopt appropriate measures to combat the same.

### Results reporting format

Results are expressed quantitatively – for instance, the percentage of users satisfied with the services, the percentage of users who encounter corruption, the average speed money (bribe) paid. Results may be presented as the average of all respondents, or they may be broken down by sub-groups (e.g. poor and non-poor respondents, women and men). Box 5 presents an illustration from a CRC application in Bangalore, India.

### Coverage

Citizen Report Cards were first used in India in the cities of Ahmedabad, Pune and Bangalore. They were later applied in other Indian cities including Delhi, Kolkata, Mumbai, Bhubaneswar and Chennai. The CRC has also been used in Ukraine, China, Bangladesh, Nepal, Sri Lanka, Vietnam, Philippines and Indonesia in the Asian continent; Ethiopia, Gambia, Ghana, Nigeria, Rwanda and Uganda in Africa; and Peru and Argentina in South America.

### Timeline

Initiated and tested in 1993-94. Application ongoing.

### Gender focus

CRC results can easily be disaggregated by gender. The customization of CRC to the local context also

offers ample scope for assessing gender specific aspects of service delivery, as relevant.

### Poverty focus

The results obtained from Citizens Report Cards are usually disaggregated into poor and non-poor categories, in order to demonstrate the level of access, as well as the quality of service provided to the poorer and marginalised sections of the community. The customization of CRC to the local context also offers ample scope for assessing aspects of service delivery which are of specific interest to poor and marginalized groups, as relevant.

### Strengths

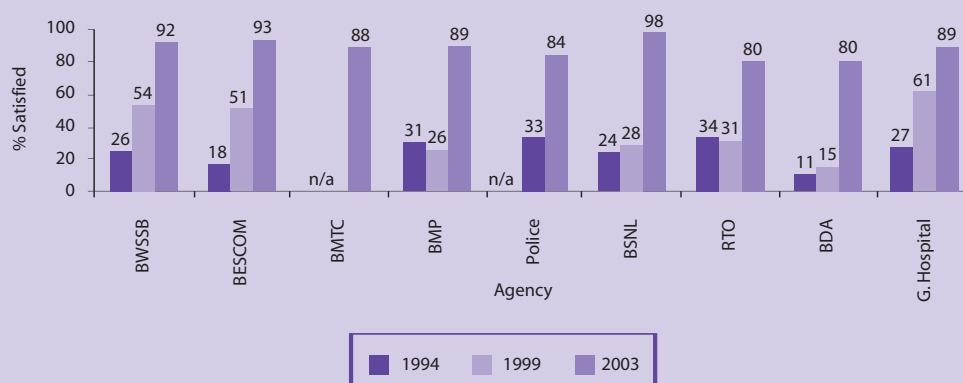
- The CRC provides a quantitative, simple and unambiguous measure of satisfaction with public services, determined through feedback directly provided by citizens (especially the poor). It is thus an effective diagnostic tool that can help in identifying gaps and inequalities in service delivery.
- It can also help in assessing and improving citizens' awareness of their rights and responsibilities vis-à-vis various public services and service-providing agencies, both public and private.
- It can be a means to improve accountability by revealing where the institutions responsible for service provision have not fulfilled their obligations, especially when the monitoring and evaluation are weak.
- It is a benchmarking tool that can monitor improvements or deterioration in service quality over time.
- It is a tool to reveal hidden costs, such as bribes or private resources, which are spent to compensate for poor service provision.
- The CRC can increase direct communication and dialogue on needs and priorities between users and service-providers, without intermediation and/or bias by (elected or other) representatives. It is thus a tool for supporting direct democracy.
- The CRC can trigger further studies and the formulation of strategies for internal reform or the need for privatisation.

### Box 5: Citizen Report Card application in Bangalore, India

The Bangalore Report Cards evaluated user satisfaction for nine key public services/agencies. Useful inputs in designing the questionnaire were collected through focus group discussions, visits by investigators to offices of service providers to assess the extent to which information was provided or denied to the public, and interviews with a limited number of lower and middle level staff from selected public agencies. The CRC data collection was based on a stratified random sample survey of nearly 1140 households in the 1994 exercise (including the poor) and 1339 general households, and 839 slum dwellers, in the 1999 exercise.

The CRC assessment covered the following aspects: a) Overall public satisfaction (by agency); b) Dimensions of public satisfaction with respect to staff behaviour, quality of service, information provided; c) Speed money actually paid; d) The cost of compensatory investments made by citizens. After assessing different services, the agencies involved were ranked in terms of their service performance. The graph shows the results for the level of satisfaction of general households with respect to staff behaviour of the nine analysed key public services/agencies. The exercise was carried out three times – in 1994, 1999 and 2003.

#### Satisfaction with Staff Behaviour: General Households



**Agencies:** BWSSB: Bangalore Water Supply and Sewerage Board; BESCOM: Agency for Telecommunication; BMTC: Bangalore Metropolitan Transport Corporation; BMC: Bangalore Metropolitan Corporation; BSNL: Bharat Sanchar Nigam Limited; RTO: Regional Transport Office; BDA: Bangalore Development Authority.

#### Sources:

[http://lnweb18.worldbank.org/oed/oeddoclib.nsf/b57456d58aba40e585256ad400736404/d241684df81fce2785256ead0062de10/\\$FILE/ecd\\_wp\\_12.pdf](http://lnweb18.worldbank.org/oed/oeddoclib.nsf/b57456d58aba40e585256ad400736404/d241684df81fce2785256ead0062de10/$FILE/ecd_wp_12.pdf)

#### Weaknesses

- CRC applications can face difficulties when applied in societies that are not open to feedback and change, or where a tradition of civil society activism does not exist.
- The CRC does not take into account the levels of service promised by the agency, for instance

through a citizens' charter, or the views of the service providers themselves. Citizen satisfaction with respect to services can be a product of their experience, their perceptions as well as their expectations from the service-providing agency. Therefore the final assessment may be biased and may actually underestimate (or under-report) the quality of services provided.

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### Where to find it

<http://www.pacindia.org>

<http://www.serd.ait.ac.th/ump/newsletter99vol2%20no3.pdf#search='Opportunities%20and%20Challenges%20in%20Assessing%20Governance%20and%20Human'>

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Tel: (+9180) 27834918/19/20, +918110415054

Email: [mail@pacindia.org](mailto:mail@pacindia.org)

For queries on the CRC course: [queries@citizenreportcard.com](mailto:queries@citizenreportcard.com)

For support on the implementation of a CRC: [support@citizenreportcard.com](mailto:support@citizenreportcard.com)

For submission of feedback and evaluation forms: [feedback@citizenreportcard.com](mailto:feedback@citizenreportcard.com)

### Supplementary tools/guidelines

General information about the Citizen Report Cards:

<http://www.capacity.org/en/content/pdf/2899>

<http://www.adb.org/Projects/e-toolkit/CRC-qc-final.pdf>

[http://paf.mahiti.info/pdfs/CRC\\_Profile\\_eamonedit\\_.pdf](http://paf.mahiti.info/pdfs/CRC_Profile_eamonedit_.pdf)

“An Assessment of the Impact of Bangalore Citizen Report Cards on the Performance of Public Agencies”:

[http://lnweb18.worldbank.org/oed/oeddoclib.nsf/b57456d58aba40e585256ad400736404/d241684df81fce2785256ead0062de10/\\$FILE/ecd\\_wp\\_12.pdf](http://lnweb18.worldbank.org/oed/oeddoclib.nsf/b57456d58aba40e585256ad400736404/d241684df81fce2785256ead0062de10/$FILE/ecd_wp_12.pdf)

The following websites provides the Web based Self-Learning course and toolkit on Citizen Report Card:

[www.citizenreportcard.com](http://www.citizenreportcard.com)

<http://www.citizenreportcard.com/crc/pdf/manual.pdf>



## Social Audit of Local Governance (Bosnia and Herzegovina)

### Producer

The World Bank Institute, the Bank's ECA (Europe and Central Asia) Region and the Government of Austria

### History

A questionnaire for conducting a Social Audit of Local Governance was developed at the end of 2006 for Bosnia and Herzegovina (BiH). It was applied in twenty municipalities in the country in order to provide the WBI with information related to the provision of public goods and services by local governments and, eventually, to support the development of baseline measures for local governance in the country.

### Objectives

The Social Audit of Local Governance is the first step of a World Bank programme aimed at strengthening the capacity of local governments in Bosnia and Herzegovina (BiH) and improving the accountability of municipalities to their citizens. This first phase aimed to obtain specific information on the degree of citizen participation and transparency in the public management cycle and on citizen satisfaction with the delivery of essential municipal services. The second phase of this programme will collect fiscal and financial information in each municipality. The result of the two phases will contribute to the creation of baseline measures for local governance indicators against which progress can be monitored.

### Applicability

This tool has been primarily developed for local governments in Bosnia and Herzegovina (BiH). While helping local governments to design relevant capacity building programmes, it would also assist the World Bank in defining lending operations in the same area. It could also be used as a template for other countries wishing to improve the quality of local governance.

### Types and sources of data used

Data collection is mainly through household surveys. Focus group discussions and face-to-face

in-depth interviews are also used. The information relative to the first part of the programme (household surveys) is subjective.

### Methodology

The Social Audit of Local Governance is conducted through household surveys organised in three parts: the first one concerns basic household information; the second one is related to respondents' experience of 10 essential public services (housing conditions, local roads, transport, waste removal, water supply, sanitation, heating, electricity, health facilities, education – including pre-school education); the third one deals with local governance while focusing on local government authorities and citizen participation in the municipality. The questions relate to the technical details of various services provided, citizens' access and usage, and citizens' satisfaction with service delivery. A total of 1997 face-to-face interviews (one respondent per household) were carried out in 343 settlements communities across 20 municipalities in Bosnia and Herzegovina.

### Key actors/stakeholders

Citizens are the main stakeholder in this process as information is collected directly from them through household surveys. The results of the audit are expected to be used by the WBI and by local governments to design a capacity building programme at the municipal level.

### Results reporting format

Boxes 6 and 7 show some results from the preliminary qualitative survey organised in four municipalities; and examples of two questions related to the local governance theme and taken from the survey questionnaire. Results from the first survey in the twenty municipalities are not yet publicly available.

### Coverage

20 selected municipalities across Bosnia and Herzegovina.

### Box 6: Preliminary research in four municipalities to support the development of the Social Audit on Local Governance for Bosnia and Herzegovina

This qualitative research was conducted by Prism Research in 2006 and involved 4 municipalities in BiH. The goal was to obtain information about specific characteristics of services financed by the local municipality and to generate indicators that measure citizens' satisfaction with the quality of services, along with providers' self-evaluation of service provision. In each municipality a different sector was investigated:

- Local governance (satisfaction with local government, its quality and reliability; transparency; access to decision making processes and participation; responsiveness of local government; social capital; public finances)
- Local roads (local road building; local road maintenance; winter road maintenance; signalization and drainage; work and communal inspection services)
- Services of day-care centres (infrastructure; personnel; educational program; hygiene; medical services; evaluation of the quality of services; collection of charges and financing)
- Waste collection and removal (work of the service provider and its infrastructure; municipal coverage; frequency of solid waste removal; unregulated rubbish dumping; financing of solid waste collection services)

The information was collected from citizens, civil society organizations, local governments, community representatives, and local service providers. Data collection was done through focus group discussion and face-to-face in-depth interviews. The table below shows the indicators generated by users and providers during the research in the Municipality of Donji Vakuf, on the theme of local governance, and the results from the community performance scorecard and providers' self-evaluation scorecard.

Indicator			Group Grade	
No.	Users	Providers	Users	Providers
1	Satisfaction with the work of the local authorities and municipal agencies	Satisfaction with the work of the local authorities and municipal agencies	2	5
2	Engagement by local community representatives	Engagement by local community representatives	1	2
3	Citizens' participation in MZ (Neighbourhood council - <i>Mjesna zajednica</i> ) sessions	Citizens' participation in MZ sessions	2	2
4	-	Citizens' Participation in NGOs	2	4
5	Dispersion of municipal councillors (their place of residence) throughout the municipality	Dispersion of municipal councillors (their place of residence) throughout the municipality	2	5
6	-	Proportion of those who receive and who are (concerned with information MEANING?)	2	5
7	Number of formal requests for information	Number of formal requests for information	1	1

Source: [http://siteresources.worldbank.org/INTSOCACCEMSIDEGOV/Resources/Prism\\_SocialAuditofLGinBiH\\_QualitativeReport.pdf](http://siteresources.worldbank.org/INTSOCACCEMSIDEGOV/Resources/Prism_SocialAuditofLGinBiH_QualitativeReport.pdf)

### Box 7: Sample indicators for Social Audit of Local Governance

**V131.** To what extent do you agree with the following statements? (1) Strongly disagree, (2) Disagree, (3) Neither agree nor disagree, (4) Agree, or (5) Strongly agree.

		Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	Don't know
a	Local elections are free and fair	1	2	3	4	5	8
b	Civil society organizations are independent	1	2	3	4	5	8
c	People feel free to express their opinion in public	1	2	3	4	5	8
d	People are aware that they can participate in local government, write petitions, etc	1	2	3	4	5	8
e	You live in a municipality which has a culture of peace and tolerance for diversity, e.g. minorities	1	2	3	4	5	8
f	You feel safe to live in your municipality	1	2	3	4	5	8
g	Vulnerable people, and the poor are protected against abuses	1	2	3	4	5	8
h	Local administration is prepared to react in case of a natural or human-made disaster, e.g. fire, flood	1	2	3	4	5	8

**V132.** To what extent does the local government consult with its citizens to include their priorities in the development of the municipality?

- 1 Never
- 2 Almost never
- 3 Only in some areas
- 4 To a large extent
- 5 Completely
- 8 Don't know
- 9 No answer

Source: [http://siteresources.worldbank.org/INTSOCACCEMSIDEGOV/Resources/Prism\\_SocialAuditinBiH\\_SurveyQuestionnaire\\_final.pdf](http://siteresources.worldbank.org/INTSOCACCEMSIDEGOV/Resources/Prism_SocialAuditinBiH_SurveyQuestionnaire_final.pdf)

### Timeline

Initiated in 2006. Conducted in the 20 municipalities in BiH in 2007. Ongoing.

### Gender focus

In the section on "local governance", the questionnaire includes two questions about the degree of gender equity: "Do you think that women and men have equal access and influence to the decisions taken by local authorities?" and "To what extent do women have sufficient positions/seats to represent themselves in the local government?"

### Poverty focus

Not explicit.

### Strengths

- The Social Audit of Local Governance is developing baseline indicators against which improvements can be measured and capacity gaps identified. It is the first assessment

undertaken at municipal level in post-war Bosnia and Herzegovina, with the purpose to be applied in the whole country.

- It allows cross-sectoral and cross-municipality comparisons.

### Weaknesses

- The questionnaire does not include questions which specifically address Bosnia's post-war context, such as access of different communities to public services and decision-making processes.
- There is little emphasis on disaggregation of data and results to allow for comparison between various sections of the community (for example women and men, poor and non-poor, and the different ethnic communities including Bosniaks, Serbs, Croats and others).

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### Where to find it

[http://siteresources.worldbank.org/INTSOCACCEMDESIDEGOV/Resources/Prism\\_SocialAuditinBiH\\_SurveyQuestionnaire\\_final.pdf](http://siteresources.worldbank.org/INTSOCACCEMDESIDEGOV/Resources/Prism_SocialAuditinBiH_SurveyQuestionnaire_final.pdf)

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### Supplementary tools/guidelines

Information about the dissemination workshop:

<http://web.worldbank.org/WBSITE/EXTERNAL/WBI/EXTSOCACCEMDESIDEGOV/0,,contentMDK:21241045~pagePK:64168445~piPK:64168309~theSitePK:2872075,00.html>

<http://web.worldbank.org/WBSITE/EXTERNAL/WBI/WBIPROGRAMS/CMUDLP/0,,contentMDK:21124070~pagePK:64156158~piPK:64152884~theSitePK:461754,00.html>

Social accountability capacity building programme on BiH:

<http://web.worldbank.org/WBSITE/EXTERNAL/WBI/EXTSOCACCEMDESIDEGOV/0,,contentMDK:21339390~pagePK:64168445~piPK:64168309~theSitePK:2872075,00.html>

Qualitative research for the development of quantitative survey instruments:

[http://siteresources.worldbank.org/INTSOCACCEMDESIDEGOV/Resources/Prism\\_SocialAuditofLGinBiH\\_QualitativeReport.pdf](http://siteresources.worldbank.org/INTSOCACCEMDESIDEGOV/Resources/Prism_SocialAuditofLGinBiH_QualitativeReport.pdf)



## Social Audit of Governance and Delivery of Public Services (Pakistan)

### Producer

Community Information, Empowerment and Transparency (CIET) – a Pakistani NGO

### History

The social audit of governance and public service delivery was developed essentially to monitor the devolution process initiated in Pakistan in 2001. The devolution reform is intended to improve access to public services, encourage sustainability of local development initiatives, and enhance public sector resources through community mobilization, increased transparency and reduced leakages of resources out of the system.

The social audit of governance and public service delivery in Pakistan was developed in two phases. An initial social audit was undertaken in 2001-02. The second phase (2004 – 2009) further develops this approach. The first social audit in 2002 focused on overall satisfaction with public services while that of 2004/5 also included an emphasis on local government and citizen participation.

### Objectives

The social audit of governance and public service delivery has the following key objectives:

- to monitor the effects of, and inform policy makers about, the devolution of public service delivery and local governance;
- to assess the views of citizens about public services, measure citizens' knowledge about local governance, and evaluate their participation; and
- to increase the informed interaction between communities and public service providers.

### Applicability

The social audit of governance and public service delivery can be used at any local government level. However, it is best used in situations where public services have been devolved to lower levels of government, and where the local governments are

willing and interested in monitoring their own performance and accepting feedback from citizens.

### Types and sources of data used

Qualitative and quantitative data are used, collected through household questionnaires, community profile questionnaires, published and available administrative data, interviews with elected representatives and service providers, and focus group discussions. Most of the information is subjective, although objective information resting on published and available administrative data is also used.

### Methodology

Within each district, representative communities are selected by a two-stage stratified random sampling process. The sampling frame in each district is represented by the official list of union councils within the district, which are stratified in rural and urban types in order to include a proportion of urban and rural sites according to the urban and rural population proportions in the census. The allocated number of union councils for the district is then picked randomly from the list of urban and rural union councils for the district. For each of the randomly selected union councils, a list of communities and villages is obtained and a random selection of one community from each list is obtained.

The household questionnaire (organised into four sections: general, public services, local government and community participation) together with the community profile questionnaire focus on the use, experience and perception of public services. These findings are linked to the data collected from the service providers, the elected representatives and government officials, and analysed in order to identify actions for improving service delivery. The findings are discussed with communities through focus groups in order to develop possible solutions that would be discussed and implemented jointly by service providers, planners and community representatives. This cycle is expected to be repeated regularly. Table 26 presents the two main themes and the specific issues analysed in the social audit of governance and public service delivery in 2004-05.

### Key actors/stakeholders

A national core group has been formed to support the social audit process at the highest level. The group includes representatives from each focus district as well as from provincial governments, rural development departments, the National Reconstruction Bureau and the CIET which provides technical support.

Field teams are recruited in each province to undertake the survey. People recruited into the field teams include government employees (for example teachers, bureau of statistic staff), members of NGOs and other community based associations and senior university students as well as recent graduates.

The social audit integrates the view of citizens as well as those from local elected representatives (union councillors) and service providers (especially in the health and education sectors) at the district and sub-district government levels. The CIET plays a central role as the lead organization. The results are used by the National Reconstruction Bureau for policy discussion and actions related to devolution. In the Lasbela district, after the first social audit, the CIET team, Citizen Community Boards (CCBs), other community based associations and government bodies initiated a programme to build capacity for collecting, analysing and using information to plan and implement priority improvements for key public services.

### Results reporting format

Reports on the baseline social audit are produced for each district and also as a summary measure at the national level. In order to take into account the disproportion in the sample population distribution amongst the different districts, a weight is attached to each district according to its relative over or under representation in the sample. Box 8 presents an extract from the social audit report of Pakistan, 2004-05.

For the follow up social audit, the CIET produced maps showing the changes in outcomes between 2001/2 and 2004. These maps give an at-a-glance view of the way the situation for an outcome has changed, not only whether it has improved overall but also in which areas the change has been more or less marked. Box 9 provides an example of the changes in the perceived access to government garbage services.

### Coverage

This initiative has been launched only in Pakistan. The first social audit covered ten districts, involving more than ten thousand households in 2001. In the first part of 2002, 89 districts belonging to four provinces of Pakistan were included in the audit, involving about 47,000 additional households. The second social audit was completed in October 2004 by including all districts – except Kohlu and Dera Bugti, which could not be surveyed for security reasons, and Islamabad, which is not yet included in the new local government system – and involving 53,000 households throughout the country.

### Timeline

Initiated in 2001-02. Repeated twice so far (2001-02 and 2004-05), allowing comparisons in citizens' views, use and experiences of public services. Expected to be conducted every alternate year, although in 2008 it has been delayed because of elections. Ongoing.

### Gender focus

In the first exercise, two sets of gender-based focus group discussions were conducted. The social audit also gives particular attention to women in analysing and organising the results, as also demonstrated in the report extract presented in Box 14.

### Poverty focus

The social audit gives particular attention to poor, vulnerable and marginalised groups; most results are also disaggregated to highlight the particular experiences of these sub-groups.

### Strengths

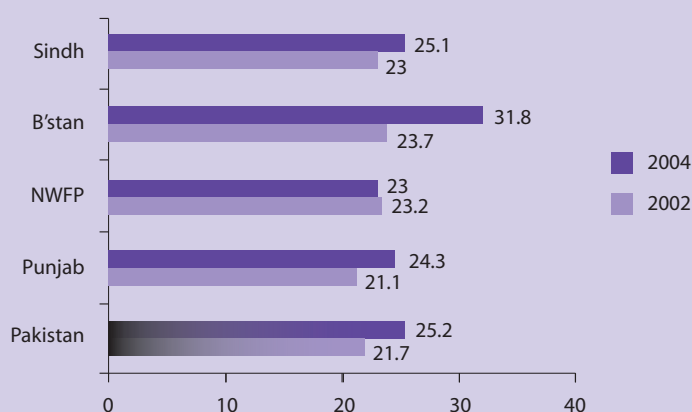
- If the social audit is repeated regularly, it can be a powerful tool to check whether the devolution process has had the desired effects.
- It provides feedback about problem areas and generates ideas to improve the effectiveness of the devolution process.
- The number of households covered is quite extensive, which enhances accuracy and facilitates inter-district and inter-province comparison. The importance accorded to community voices increases the confidence of civil society and encourages it to participate actively in local governance.

### Box 8: Report extract – The Social Audit of governance and public service delivery in Pakistan

The following extract is taken from the report titled “Social audit of governance and delivery of public services” which shows the results – at the national level – for the social audit which took place in Pakistan in 2004-05. These results deal with the issue of “contacts with union council members” within the theme related to the “Opinions and use of local government”.

“In 2002, we found a striking difference between male and female household respondents in reporting whether someone in the household had contacted a member of the union council. This was still present in 2004 (Figure 2) when 24.6% of male respondents and 12.5% of female respondents reported a household contact with a union council member in the last 12 months. The actual level of household contacts with union councillors is probably close to that reported by male household respondents; the under-reporting by women reflects their lack of involvement in interactions between the household and the local councillors.”

**Figure 3 Percent households with contact with a union councillor in last 12 months (male respondents)**

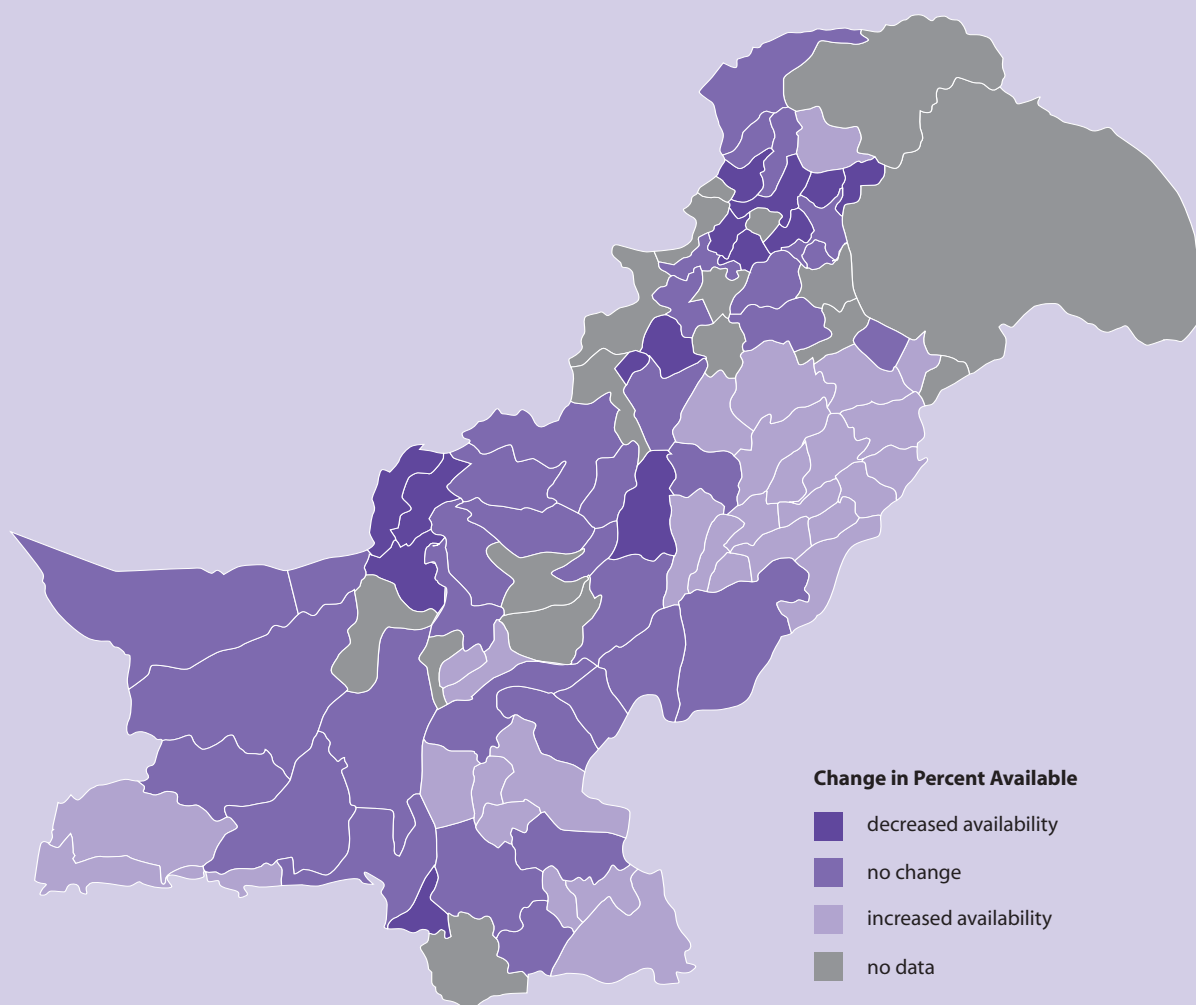


**Figure 2 Percent male and female respondents reporting households contact with a union councillor (2004)**



Source: [http://www.ciet.org/en/documents/projects\\_library\\_docs/2006224175348.pdf](http://www.ciet.org/en/documents/projects_library_docs/2006224175348.pdf)

**Box 9 Change in Percent with perceived access to government garbage removal service  
2002-2004**



**Table 26: Themes and issues analysed in the social audit of governance and public service delivery**

LOCAL GOVERNMENT & CITIZEN PARTICIPATION	PUBLIC SATISFACTION WITH BASIC SERVICES
Contact with union councillors	Roads
Intention to use union nazim or councillor	Public transport
Views about new union councils	Garbage disposal
Views of elected representatives and government officials	Sewerage services
Social capital	Government water supply
Awareness and participation in CCBs	Agriculture services
	Gas supply
	Electricity supply
	<b>HEALTH</b>
	Household satisfaction with government health services
	Use of government health services
	Experience of health care contacts (costs, complaints, medicines availability, satisfaction of government service users)
	<b>EDUCATION</b>
	Household satisfaction with public education
	School enrolment
	Satisfaction with the school
	<b>POLICE AND COURTS</b>
	Perception about the police
	Contacts with the police
	Perceptions about the courts
	Contacts with the courts
	Alternative mechanisms

**Weaknesses**

The cost of conducting this extensive and complex exercise is very high. It requires substantial outside technical support and the availability of either national capacities to conduct the exercise or donor funding. In Pakistan, the application of the tool is based on donor funding through an international sub-contract with CIET International

Findings are often sensitive and the regional and sub-regional variations can have strong political implications. For this reason, the sharing and dissemination of results can be delayed or withheld by the government.

**Where to find it**

<http://www.ciet.org/en/documents/projects/200621012547.asp>

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### **Supplementary tools/guidelines**

Survey baseline reports for 2002 and 2004/2005:

[http://www.ciet.org/en/documents/projects\\_library\\_docs/2006224174624.pdf](http://www.ciet.org/en/documents/projects_library_docs/2006224174624.pdf)

[http://www.ciet.org/en/documents/projects\\_library\\_docs/2006224175348.pdf](http://www.ciet.org/en/documents/projects_library_docs/2006224175348.pdf)

[http://www.ciet.org/en/documents/projects\\_library\\_docs/200622417568.pdf](http://www.ciet.org/en/documents/projects_library_docs/200622417568.pdf)



## Local Governance Self-Assessment (Bangladesh)

### Producer

Inter-cooperation (Swiss Foundation for development and International Cooperation) and CARE Bangladesh.

### History

The Local Governance Self-Assessment (LGSA) is a tool piloted by SHARIQUE – a Local Governance Programme initiated in 2006, in the areas of Rajshahi and Sunamganj, Bangladesh. This programme aims to reduce poverty through participatory and accountable local governance, leading to equitable local development for all segments of the society, especially the poor, women and other marginal groups.

### Objectives

The main objective of the community level local governance self-assessment is educational. However, the Self-Assessment exercise is also meant to mobilize action by the people and contribute to better functioning of governance in their Union Parishad (local governments), through the following specific objectives:

- Make the people of the communities aware of local governance issues;
- Give the people the opportunity to voice their opinion;
- Influence the Union Parishad's Local Governance Improvement Plan;
- Mobilize citizens to get active in initiating and supporting activities to improve local governance;

Use the outcome as baseline information for the community, the Union and projects.

At the Union Parishad level, the LGSA main objectives are to raise the level of awareness and understanding of the participants in regard to

different local governance issues and to encourage the Union Parishad (UP) to take initiatives to improve local governance functioning. Apart from these objectives the results of the assessment can be used as baseline information for the Union Parishad itself as well as for projects.

### Applicability

The tool is designed to be used at community and Union Parishad levels.

### Types and sources of data used

Quantitative and qualitative outputs from the discussions undertaken as well as the questionnaire presented and filled during the meetings held at the community and UP levels. Information is mainly subjective given the focus on local actors' perceptions.

### Methodology

The Local Governance Self-Assessment exercise is conducted through stakeholders' meetings at two different levels: at the ward/citizen/community level, and at the Union Parishad level. The meetings follow some common steps: Identify and discuss roles of different actors regarding local governance; Identify key local governance issues (demand and supply sides issues); Evaluate local governance issues; Define priorities that need improvement; Assign responsibilities for forwarding assessment results (at the community level) or Elaborate Local Governance Improvement Plan (at the UP level); Feedback and closing.

The first stage aims to help participants (at the community and UP level separately) understand that local governance is not only about the Union Parishad but that there are many more actors in the Union that play an important role in regard to local governance. Flashcards with pictures of all important categories of actors should be displayed and the participants invited to explain what different roles these actors play in the Union regarding local governance. The following are the

groups of actors that feature on flashcards: the (i) Union Parishad, (ii) community organizations/ citizens, (iii) traditional leaders/institutions (e.g. the elite, religious leaders), (iv) government line agencies, (v) private sector, (vi) support organizations (NGOs).

Participants are invited to discuss these two questions:

- 1 Demand for good local governance: How well is the citizens' participation in regard to governance?
- 2 Supply of good local governance: How well does the local government function?

The evaluation of local governance issues, at both the community and UP levels, takes place in several small groups of maximum 8 persons (see Key actors/stakeholders session as well). Such an assessment is undertaken through a questionnaire examining some "core governance issues" (20 for the community LGSA and 28 for the UP LGSA, organised into the demand and supply sides of local governance). Once participants in each group all agree on what the question means and what the ideal situation would look like, they make their individual ranking regarding the current situation. The ranking is done on a common poster paper on a score from 1 to 6. Table 27 provides some examples of "core governance issues" covered in the community questionnaire, and the scoring system.

Once all issues are assessed, each group should decide on a maximum of four issues that they would like to see improved; these issues will be further discussed with the other groups in order to draw up a final list of priority issues that have to be improved. At the community level LGSA, these priorities can be expected to be improved either by community groups or by the Union Parishad; while, at the UP level LGSA, the priority issues identified in the meeting will only be the responsibility of the Union Parishad that is meant to develop a Local Governance Improvement Plan accordingly. Results from the community self-assessment are expected to be presented to the Union Parishad in order to be integrated in the Local Governance Improvement Plan.

### Key actors/stakeholders

**COMMUNITY LEVEL LGSA:** Participants at the meeting should include: community Based Organisations representatives, local business people, youth, traditional leaders, ordinary citizens (farmers, housewives, etc.), Union Parishad member of the ward (as guest, not participant) and Union Parishad women member of the greater ward (as guest, not participant). It is recommended to leave the invitation process to a CBO interested in organising the citizens' LGSA and not to any member of the Union council. Facilitators for the meetings are represented by community members oriented and trained in advance.

Community meetings can be held at different levels, at village, ward or greater ward level. The meetings aim to give the opportunity to be involved in assessing local governance functioning to different actors and a wider public, particularly those belonging to the most vulnerable groups.

**UNION PARISHAD LGSA:** Participants should represent different actors at the Union Parishad level: the Union Parishad chairman, Union Parishad members and secretary, as well as some representatives from community organizations, the private sector and traditional leaders. One or more Partner NGOs facilitate the meeting.

### Gender focus

The LGSA strongly encourage the participation of women in the decision-making process. In particular, during the assessment's phase concerning the evaluation of governance issues, a particular group for women is expected to be constituted for both the community and UP LGSA in order to allow them to express their opinions freely. Furthermore, in the (community LGSA questionnaire, a key question concerns the extent of women participation in the UP meetings; while, in the UP level assessment, specific questions are formulated about the voice of women members in UP meetings as well as the participation of women in the decision-making of the village court and in the coordination meetings.

### Poverty focus

The participation of the poor and other marginalised groups in the decision-making

**Table 27: EXAMPLES OF KEY ISSUES FROM THE QUESTIONNAIRE AT THE COMMUNITY LEVEL (supply side of local government)**

	6	5	4	3	2	1
Do elected members fulfill their roles and responsibilities?	fully	mostly	partly	hardly	not at all	I do not know
Are UP meetings held regularly?	always: each month	most of the times: 10-11	rarely: 1-5	sometimes: 6-9	never: 0	I do not know
Does your women member participate in the UP meetings?	takes always part	takes most of the time part	takes sometimes part	takes hardly part	takes never part	I do not know
Are UP office hours maintained?	open every day and timely	open four days a week	open irregularly	mostly closed	always closed	I do not know
Does the UP notice board have up to date information?	always up to date	mostly up to date	Sometimes up to date	hardly up to date	not at all up to date	I do not know
How satisfied are you with services provided by the UP in regard to awarding certificates, registration, etc.?	very high	high	medium	low	not at all	I do not know

process and in the community self-assessment is strongly requested. In addition, specific questions are formulated in both the community and UP LGSA about the extent of representation and voice of the poor and marginalised in CBOs and in the coordination meetings as well as the level of participation of poor/marginalised in general public meetings (e.g. To what extent are poor and marginalised well represented and have a voice in these CBOs? What is the level of participation of poor/marginalized groups in coordination meetings?)

#### Strengths

- The same evaluation process is undertaken at the both the community and Union Parishad levels in order to facilitate the understanding that local governance is not only about what the Union Parishad does but also about how the people fulfill their responsibilities as citizens.
- The LGSA is not only an assessment tool for the functioning of local governance but also a

means to support local governments in taking action to improve local governance.

#### Weaknesses

- Because of the nature of the self-assessment exercise, which tries to capture the perceptions of participants, results might always be an accurate reflection of 'reality'.
- Given the unavoidable presence of authoritative figures in the groups, there is a risk that participants might not feel comfortable publicly expressing their opinions.

#### Coverage

35 Union Parishad in the geographical areas of Rajshahi and Sunamganjto, Bangladesh. 5,700 participants were involved into the LGSA exercise, both citizens and Union Parishad representatives.

#### Timeline

2007. On-going.

#### Where to find it

Guidelines for Facilitators:

[http://www.sdc.org.bd/ressources/resource\\_en\\_167178.pdf](http://www.sdc.org.bd/ressources/resource_en_167178.pdf)

**Contact details**

SHARIQUE  
National Coordination Unit  
House No. 2F NE (D)  
Road No. 73 (G)  
Gulshan-2, Dhaka-1212  
Bangladesh  
Tel: 8815688, 8827633  
pticcare@bol-online.com

**Supplementary tools/guidelines**

About the SHARIQUE programme:

[http://www.sdc.org.bd/en/Home/Local\\_Governance/SHARIQUE](http://www.sdc.org.bd/en/Home/Local_Governance/SHARIQUE)

[http://igs-bracu.ac.bd/UserFiles/File/archive\\_file/SHARIQUE\\_Keynote\\_Final.pdf](http://igs-bracu.ac.bd/UserFiles/File/archive_file/SHARIQUE_Keynote_Final.pdf)

The State of Local Governance in Rajshahi and Sunamganj: A study conducted in selected Unions:

<http://www.intercooperation-bd.org/PDF/sharique%20doc%20-%20the%20state%20of%20local%20governance%20in%20rajshahi%20and%20sunamganj.pdf?PHPSESSID=91bf3c3af7749975e071cb66f5a9d93c>



## Governance for Local Development Index (GOFORDEV Index)

### Producer

Philippines Center for Policy Studies (PCPS) – Governance Project

### History

The Governance Project of the Philippines Center for Policy Studies (PCPS) was initiated in 1999 to support the implementation of the country's fiscal decentralization program. This was to be achieved through the development, adoption and institutionalization of a performance assessment system for urban municipal governments. The Governance for Local Development (GOFORDEV) Index was developed during the first two phases of the project. Indicators were selected to provide the essential information required for a reasonable assessment of local governance. The initial list of indicators was validated in two focus group discussions held in January 2001 which were attended by 22 local stakeholders. Comments and suggestions on the conceptual framework, the initial list of proposed indicators and the survey questionnaire were incorporated in the final indicator set and survey questionnaire.

### Objectives

The GOFORDEV Index is a set of indicators that measures the quality of governance at the municipal level. Moreover, it provides an opportunity for greater and more focused interactions between citizens and local officials. Once adopted, the Index is expected to promote local development through more transparent, accountable and participatory governance.

### Applicability

The Index has been applied in 41 municipalities across the Philippines. It can be used in both urban and rural areas, and also with local governments that have limited capacities.

### Types and sources of data used

Both qualitative and quantitative data are used. Qualitative data are collected through household

surveys. Qualitative data as well as quantitative measures are also obtained from available public documents such as minutes of the meetings of the local consultative bodies and the annual audited financial report of the local government. Information is both subjective and objective.

### Methodology

The GOFORDEV Index is a simple average of three sub-indices – the Development Needs Index, the Development Orientation Index, and the Participatory Development Index. Each of these in turn comprise a total of 10 indicators (see Table 30). Each indicator provides a result that can be a percentage or a score between 0 and 1 (0 = absence; 1 = existence). The data collected are then processed using the GOFORDEV Index encoding software. The software is a Windows-based programme that calculates the scores, generates statistical tables, and prints the presentation materials. The final score ranges from 0 to 100. The proximity of the score to 100 indicates how close the LGU is to "good governance".

### Key actors/stakeholders

The implementation of the GOFORDEV Index is undertaken by the local governments, other government offices and civil society organizations, with the support of the Philippines Center for Policy Studies. Local governments have a central role as they provide much of the information requested and are also responsible for the follow-up.

### Results reporting format

The results are tabulated and communicated through public presentations. Local partners implementing the Index are invited to organise public meetings involving peoples' organizations, NGOs, church groups, business groups, and local officials, to elicit feedback and suggestions on the scores. This also helps in identifying priority areas for intervention. Table 31 presents the results for the GOFORDEV Index in two pilot areas for 2001.

**Table 30: GOFORDEV Index – sub-indices and indicators**

<p><b>The Development Needs Index (DNI)</b> measures the level of local development and welfare. It reflects the extent of needs of residents and people's assessment of how well the local government meets public service needs. It is composed by 5 indicators:</p> <ul style="list-style-type: none"> <li>• Effects on Family Conditions Ratio</li> <li>• Effectiveness at Addressing Public Problem Ratio</li> <li>• Adequacy of Day Services Ratio</li> <li>• Adequacy of Health Services Ratio</li> <li>• Access to Sources of Drinking Water Ratio</li> </ul>
<p><b>Development Orientation Index (DOI)</b> measures the relative weight that the local government attaches to development-oriented programmes and policies. Constituted by one composite indicator, the DOI refers to local public expenditures for social services (e.g. education, health, nutrition) and economic services (e.g. water, infrastructure)</p> <ul style="list-style-type: none"> <li>• Development Expenditure Ratio</li> </ul>
<p><b>Participatory Development Index (PDI)</b> measures the degree of people's participation in local decision-making processes. It underscores the importance of direct people's participation and public consultation as a way to minimise the cost and the likelihood of erroneous or unfair public decisions as well as to promote transparency and accountability. It comprises four indicators:</p> <ul style="list-style-type: none"> <li>• Participation in Local Consultative Boards</li> <li>• Participation in Municipal Development Council</li> <li>• Barangay–Level Consultation Ratio</li> <li>• Attendance in Barangay Meetings Ratio</li> </ul>

**Table 31: GOFORDEV Index pilot test results in the pilot areas of Bulacan and Davao del Norte, 2001-2002**

Pilot Areas	GOFORDEV Index											
	Overall	DEVELOPMENT NEEDS INDEX						DEVELOPMENT ORIENTATION INDEX	PARTICIPATORY DEVELOPMENT INDEX			
		Family Conditions	Public Problem	Day Care	Health Service	Drinking Water	Total	Development Expenditure Priorities	School Board	Local Dev. Council	Brgy Consultation	Total
BULACAN												
Angat	<b>41</b>	10	26	85	32	78	<b>46</b>	<b>64</b>	0	0	39	<b>14</b>
Baliwag	<b>61</b>	10	33	81	48	91	<b>53</b>	<b>70</b>	100	100	32	<b>59</b>
Guiguinto	<b>68</b>	19	52	83	51	54	<b>52</b>	<b>94</b>	100	100	20	<b>58</b>
SJDM City	<b>52</b>	25	33	70	50	85	<b>53</b>	<b>26</b>	100	100	74	<b>77</b>
Plaridel	<b>47</b>	23	49	90	52	77	<b>58</b>	<b>59</b>	0	0	76	<b>23</b>
Bustos	<b>44</b>	26	46	83	43	77	<b>55</b>	<b>27</b>	100	0	69	<b>50</b>
DAVAO DEL NORTE												
B.E. Dujali	<b>79</b>	12	58	99	93	57	<b>64</b>	<b>78</b>	100	100	89	<b>95</b>
Panabo City	<b>58</b>	10	29	95	15	79	<b>46</b>	<b>56</b>	100	100	61	<b>71</b>
IGACOS	<b>60</b>	4	57	94	77	54	<b>57</b>	<b>28</b>	100	100	99	<b>96</b>
Sto. Tomas	<b>44</b>	15	43	97	68	65	<b>58</b>	<b>36</b>	0	0	89	<b>38</b>
Tagum City	<b>52</b>	7	20	81	54	53	<b>43</b>	<b>43</b>	100	100	62	<b>71</b>
Asucion	<b>57</b>	12	32	98	73	52	<b>53</b>	<b>29</b>	100	100	88	

Source: [www.goodgovernance-bappenas.go.id/publikasi\\_CD/cd\\_indikator/referensi\\_cd\\_indikator/UNFOLDER/GOFORDEV\\_PJPA3\\_TRACKING\\_GO.PDF](http://www.goodgovernance-bappenas.go.id/publikasi_CD/cd_indikator/referensi_cd_indikator/UNFOLDER/GOFORDEV_PJPA3_TRACKING_GO.PDF)

### Coverage

Following the pilot testing in twelve areas in Bulacan and Davao del Norte, the GOFORDEV Index was adopted in 41 municipalities across the country.

### Timeline

Project initiated in 1999. Pilot testing in 2001-02. Implemented in 2003.

### Gender focus

Not explicit.

### Poverty focus

Not explicit. The Index has the broad aim of promoting local development and alleviating poverty, through good governance. While it assigns top priority to service delivery to the poor and other marginalized groups, especially through improved budgetary allocations, this is not clearly reflected in the selected indicators, the data and results, or the targeted respondents.

### Strengths

- The GOFORDEV Index provide simple measures for local expenditure and citizens'

participation that can be used by local governments to better orient their activities.

- The Index is particularly useful in its comparison of public service needs and budgetary spending, and can significantly influence policy. For example, the Municipality of Guiguinto used the results of the Index to realign their budgetary resources. From 2001 to 2002, there was a 47% increase in the budgetary allocation for social welfare services, a 44% increase in municipal aids (that include Barangay Development Fund, peace and order, fire protection, street lights), and a 29% increase for health services. The Index also served as an "eye opener" that made local officials more conscious about the needs of their constituents.

### Weaknesses

The GOFORDEV Index requires a custom-made software to calculate scores, generate statistics and present results. Financial resources need to be committed by the local government both to buy the software and to train local government personnel in its use.

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### Where to find it

<http://www.e-works.com.ph/pcps/gofordev.asp>

### Contact details

PCPS-Governance Project,  
Room 327 and 328,  
School of Economics Bldg.,  
University of the Philippines,  
Diliman, Quezon City 1101.  
Tel.: +63-2 920-5457 or 927-9686 loc. 268, 269 or 259; Fax.: +63-2 920-5458.  
E-mail: [pcps@i-manila.com.ph](mailto:pcps@i-manila.com.ph)

### Supplementary tools/guidelines

GOFORDEV Index: Housing Survey Training Manual:

<http://www.e-works.com.ph/pcps/gofordev.asp>

GOFORDEV Index: Public Presentation Training Manual:

<http://www.e-works.com.ph/pcps/gofordev.asp>

Governance Measure: An Index of Good Governance and Local Development:

[http://www.e-works.com.ph/pcps/measure\\_final.pdf](http://www.e-works.com.ph/pcps/measure_final.pdf)

Case Study in Malitbog:

<http://www.e-works.com.ph/pcps/casestudy.pdf>

## Assessments Informing Performance Based Grant Systems (PBGS)

### Producer

Various performance based grant systems have been supported by UNCDF, UNDP, World Bank in different countries and at different times.

### History

The original idea behind the elaboration of performance based grant systems originated from UNDP and UNCDF and was applied in a few districts in Uganda from 1997. These systems have been developed in order to address the shortcomings of generic financial transfers from central to local governments that do not provide incentives for efficient use of financial resources. The experience in Uganda has been taken as an example for replication in other African and Asian countries. In many cases, PBGS are applied as an incentive for local governments to improve performance for good and local governance (e.g. Uganda, Tanzania, Nepal). It is this type of assessment methodology that is examined here.

### Objectives

The Performance Based Grant Systems (PBGS) are aimed at promoting a positive change in some aspects of the performance of local governments, which receive or try to access grants. In particular, they have the following specific objectives:

- To promote strong incentives for local governments (as corporate bodies) to improve in key performance areas"
- To adapt the size of the grants to the expenditure and performance capacity in the key functional areas of local government (planning, budgeting, financial management, fiscal capacity, budget release and programme execution, communication and transparency, monitoring and evaluation)
- Supplement needs assessment and monitoring and evaluation systems

- Improve management and organisational learning
- Strengthen capacity development efforts (focus and incentives)
- Improve accountability (up/down), participation and citizens' access to information
- Shown to be a good tool to bring funds on-budget and streamline/mainstream/coordinate donor support

### Applicability

PBGSs can be applied to both a particular type of performance, which the grant is trying to leverage, or to a particular use of funds. In the first case, PBGSs may be used in a "multi-sectoral" perspective, that means when aimed at improving the overall generic institutional/organisational performance of local governments, or for a "sector-specific" purpose related to the achievement of certain service-delivery targets, such as number of classrooms constructed or measures of various unit costs. In the second case, national governments (and/or donors) can request local governments to use the financial allocation for multi-sector (such as capital investments) or for specific usage in some specific sectors – such as education – or specific initiatives – such as classroom construction. The PBGSs can also be used to identify capacity building gaps and needs of local governments and to provide inputs to the overall monitoring and evaluation, and supervision systems.

### Types and sources of data used

Administrative data and information on population, budgets, procedures and audits related to the local government. Indicators may be both quantitative and qualitative. Data are supposed to be collected both at the central government level (e.g. accounts, ex-post audits, general inspections, etc.) and at the local government level (analysis of local governance performance through field-visits). Information is mostly objective.

**Table 32: PBGS in Uganda, Tanzania and Nepal – Examples of Minimum Conditions (MCs) and Performance Criteria (PCs)**

1 MINIMUM CONDITIONS	2 PERFORMANCE CRITERIA
<b>Uganda</b> <ol style="list-style-type: none"> <li>1 Three year rolling development plan</li> <li>2 Functional technical planning committee</li> <li>3 Draft final accounts on time</li> <li>4 Functional internal audit</li> <li>5 No nominal decrease in own source revenues</li> <li>6 Co-funding and special accounts</li> </ol>	<b>Uganda</b> <ol style="list-style-type: none"> <li>1 Evidence of clear strategies for exploiting the opportunities and resources to address the LG challenges and core problems (with emphasis on addressing poverty directly or indirectly and empowering the poor) including priority projects and key investments, noting the contribution from each sector</li> <li>2 Evidence of a clear analysis of LG poverty and livelihood issues including poverty trends for past five years (cause-effect relationships), livelihood analysis for the different poverty categories/vulnerable groups (such as children, people living with HIV/AIDS, the elderly, people with disabilities, displaced persons, the urban poor) and geographical poverty pockets.</li> <li>3 District Development Plan contains sound gender analysis including disaggregated data, gender impact analysis,.</li> <li>4 ...</li> </ol>
<b>Tanzania</b> <ol style="list-style-type: none"> <li>1 Functioning (political?) council</li> <li>2 Development plan approved by council on time</li> <li>3 Position of the council director, treasurer and internal auditor filled</li> <li>4 Final accounts submitted for audit on time</li> <li>5 No adverse audit report</li> <li>6 No financial irregularities</li> <li>7 Internal audit in place</li> <li>8 Legally constituted tender board</li> </ol>	<b>Tanzania</b> <ol style="list-style-type: none"> <li>1 Evidence that queries raised in the external audit report have been acted upon.</li> <li>2 Evidence that in the planning process there is: <ul style="list-style-type: none"> <li>• Adherence to participatory planning procedures</li> <li>• Integration of gender, environmental issues and HIV/AIDS.</li> <li>...</li> </ul> </li> <li>3 Evidence of discussions and actions taken on financial and physical progress reports</li> </ol>
<b>Nepal</b> <ol style="list-style-type: none"> <li>1 Approved plan and budget</li> <li>2 Accounts completed and submitted for audit</li> <li>3 No major irregularities in previous accounts, functioning of committees,</li> <li>4 Information centre established</li> </ol>	<b>Nepal</b> <ol style="list-style-type: none"> <li>1 Representatives from NGOs, civil society and organization related with women and children and disabled groups are invited in the sectoral meeting of plan formulation committee meeting</li> <li>2 Social Audit conducted within four months after the end of financial year</li> <li>3 District Development Committee (DDC) officials code of conduct is prepared and made public</li> <li>4 DDC provides information to the public about project selection criteria, and approved annual plan and budget</li> </ol>

### Methodology

The rationale underlying the PBGS rests on the idea that funds are only disbursed if the beneficiary local government performs well according to pre-established criteria. These criteria are called Minimum Conditions (MCs). MCs are the minimum safeguards for proper utilisation of public resources, identifying the basic absorption capacity and maintaining financial discipline. In addition, Performance Measures (PMs) are designed to create an incentive for local governments to improve their performance, especially with regards to enhancing transparency and accountability to

citizens, and meeting the needs of marginalized and disadvantaged communities. The annual grant of local government usually increases or decreases subject to the scores achieved in PMs.

Table 32 shows some examples of indicators for MCs and some areas of PMs, for five selected country applications. These indicators largely derive from the principles of transparency, (upward and downward) accountability, participation, integrity, effectiveness and equity.

**Table 33: Tanzania – Calculation method for the size of the local government Capacity Building Grant**

Performance “rating”	Reward/Sanction
Acceptable performance (Complied with Minimum Conditions and attained minimum score in all functional areas to receive basic allocation)	Receives basic Capital Development Grants (CDG) allocation for next financial year (FY)
Very good performance (Complied with Minimum Conditions and attained scores in all functional areas above the stated minimum for a bonus)	+ 20% CDG allocation for next FY
Poor Performance (Complied with Minimum Conditions but in one or more functional area scored below the minimum to receive basic)	- 20% CDG allocation for next FY
Non-compliance with Minimum Conditions for access to CDG	No CDG
Compliance with Minimum Conditions to access CBG	Receives Capacity Building Grants (CBG)
Non – Compliance with Minimum Conditions to access CBG	No CBG

Results for both the assessments may be obtained through the evaluation of the fulfilment of existing statutory requirements/legal frameworks to promote local government compliance and/or the comparison with realistic benchmarks for good institutional performance, good governance and accountability.

In order to allocate funds, a clear formula is often applied in order to define the amount of the transfer, which also takes into account some characteristics of local governments, such as population, size of the local government, number of people below the poverty line, human development index.

Minimum Criteria and Performance Measures are assessed against the above criteria that are generally defined in country based manuals, providing the explanation of these indicators, the guidelines for their measurement, the scoring system and a detailed outline of the entire assessment process. With respect to the PMs, there exist two levels for each functional area, a minimum score that must be attained to attract a performance bonus and the minimum score below which a local government attracts a penalty for poor performance. To qualify for a bonus a council must score higher than the minimum mark for a performance bonus in all functional areas. Table 33 summarises the scheme applied in the assessment to determine the size of the grant to be received in the ensuing financial year in Tanzania.

#### Key actors/stakeholders

PBGs are usually managed and overseen by a central government ministry or department, such as the Department of Finance or Local Government, or a sector ministry if the assessments are sector oriented. Performance grants can also be carried out through an external assessment (contracting out solely or combined with stakeholders from various places co-opted in the teams), self-assessment by the local governments in dialogue with the citizens (social audit) or combined external and internal participatory assessment (external agency + local self-assessment).

#### Results reporting format

Minimum Conditions have usually to be fulfilled 100% in order to be eligible for grants (on/off conditions), while Performance Measures are more qualitative measures of local government performance (scoring values). It is recommended that results be published – through radio, newspapers and workshops – and discussed. Table 34 shows a summary of the status of Minimum Conditions and the level of Performance Measure for 20 districts in Nepal for 2006.

#### Coverage

Examples of how these systems have been tested and applied in recent years are available for some Asian and African countries, such as Uganda, Kenya, Tanzania, Bangladesh and Nepal.

**Table 34: Nepal – Summary of the status of Minimum Conditions and the level of Performance Measure for 20 districts, 2006**

No.	District	Minimum conditions		Performance				Previous Status	
		Met/Unmet	Status	Average Score	Minimum and above in all indicators	Less than Minimum in some indicators	Status 2006	2005	2004
1	Achham	M	q	51	✓		s	p	p
2	Bajhang	M	q	52	✓		s	b	p
3	Baitadi	M	q	48	✓		s	p	p
4	Darchula	M	q	51	✓		s	p	p
5	Kailali	M	q	57	✓		s	p	p
6	Jumla	M	q	39		✓	p	p	p
7	Humla	M	q	46		✓	p	p	p
8	Mugu	NM	dq	33		✓	p	p	p
9	Rukum	M	q	57	✓		s	p	p
10	Jajarkot	M	q	62	✓		b	p	p
11	Salyan	M	q	68	✓		b	s	p
12	Rupandehi	M	q	65	✓		b	p	p
13	Dolakha	NM	dq	54		✓	p	p	p
14	Dhanusha	M	q	50	✓		s	p	p
15	Kaski	M	q	56		✓	p	p	p
16	Kavre	M	q	66	✓		b	p	p
17	Udayapur	M	q	57	✓		s	s	p
18	Tehrathum	M	q	64	✓		b	s	p
19	Taplejung	M	q	56	✓		s	p	p
20	Solukhumbu	M	q	58	✓		s	p	s

**Note:** “q”= qualify for grants, “dq”= disqualify for grants “M”= Met “NM”= Not Met “p”= Penalty, “s”= Static, “b”= Bonus

### Timeline

By way of example, these systems were applied as follows: in Uganda starting in 1997 as a pilot test in a few districts and then nationwide from 2003; in Kenya from 2000/2001; in Tanzania from 2004 and covering all local governments by 2005; and in Nepal starting from 2004/2005 and extended to all local governments by 2008.

The assessments related to performance based grant systems should be carried out regularly, possibly on an annual basis, as grants are usually disbursed on annual basis.

### Gender focus

In countries such as Uganda, Nepal and Tanzania, gender is considered as one of the areas for performance measurement. For instance, in Tanzania, gender is one of the issues that needs to be integrated in planning and budgeting; in Uganda, a specific performance area is related to “Gender Mainstreaming Performance”, addressing the gender disaggregation of budgets, strategies and planning in local government; in Nepal, it is requested that the annual plan, the annual accounts and the budgets duly considers the need and concerns of women, children, adults, ethnic groups, disabled and old people.

### Poverty focus

PBGs pro-poor indicators are incorporated under Performance Measures, such as the determination of the allocation of the development expenditure in order to assess the proportion applied to the pro-poor sectors – education, health, water, agriculture and roads (Tanzania); the analysis of Local Government poverty and livelihood issues including poverty trends (cause-effect relationships), livelihood analysis for the different poverty categories/vulnerable groups (like children, people living with HIV/AIDS, the elderly, people with disabilities, displaced persons, the urban poor etc.) and geographical poverty pockets – related to performance measure for the quality of the Development Plan, of the Investment Plan (Uganda); the mention of pro-poor policy, national and district development priorities, criteria for selecting projects by municipalities within the LG activities concerning budget ceilings and planning guidelines (Nepal).

In addition, PBGSs can be adapted in order to overcome the potential tension that can arise between the focus on performance and the objective of poverty reduction. First, they might be restricted to the poorer rather than richer local governments. Second, performance grants systems can be designed focusing on lower capacity local governments. Third, they can include poverty or poverty proxy measures in the basic allocation criteria prior to the adjustment to the results on the performance measures.

### Strengths

- PBGSs improve local administration performance by linking transfers to performance in terms

of revenue mobilisation, administrative performance accountability, good governance. In countries such as Uganda and Kenya, local development plans and budgets are now being elaborated with a larger involvement of the citizens, more transparency and inclusiveness than prior to the introduction of the system. Improvements were also realised on the strengthening of accountability procedures, the establishment of internal audits, the functioning of tender boards, councils and committees. In many countries, PBGSs are supported by systemic reforms especially in the field of decentralisation and financial management.

- PBGSs have proved to be a tool for improved dialogue between citizens and public administration officials, while providing a way to address the local challenges more efficiently.
- PBGS applying clear criteria (formula-based) for transfers are more transparent, predictable and equitable than ad hoc transfers, and more suitable for the local planning process.

### Weaknesses

Given that the performance-based grants are usually administered by ministerial bodies, the process of assessment and delivery of these grants can be subject to political pressures, in order to manipulate the assessment's results. In this case, it seems preferable to involve in this process other local government representatives and/or stakeholders, in order to guarantee transparency and independent judgement.

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### Where to find it

[http://regionalcentrebangkok.undp.or.th/practices/governance/documents/uncdf\\_nepal-int2005.pdf](http://regionalcentrebangkok.undp.or.th/practices/governance/documents/uncdf_nepal-int2005.pdf)

### Supplementary tools/guidelines

Conceptual Basis for Performance Based Grant Systems and Selected International Experiences:

[http://regionalcentrebangkok.undp.or.th/practices/governance/documents/uncdf\\_nepal-int2005.pdf](http://regionalcentrebangkok.undp.or.th/practices/governance/documents/uncdf_nepal-int2005.pdf)

Performance Based Grant Systems – Using Grants as Incentives; Concept and Lessons Learned:

[http://www.kl.dk/\\_bin/7dbb8d72-4a58-47c8-b0ba-26d123226395.ppt](http://www.kl.dk/_bin/7dbb8d72-4a58-47c8-b0ba-26d123226395.ppt)

Manual for assessment of Minimum Conditions and Performance Measures for District Development Committees in Nepal:

[http://www.afdb.org/pls/portal/docs/PAGE/JAI/RESOURCE\\_MATERIALS/COURSE\\_MATERIALS/LOCAL%20GOVERNANCE%20PRO-POOR%20OUTCOME%2C%20KIGALI%2C%20RWANDA%2C%20%202006/ANNEX%204-%20PERFORMANCE%20ASSESSMENT%20MANUAL%20-%20FINAL%20DRAFT-%202006.DOC](http://www.afdb.org/pls/portal/docs/PAGE/JAI/RESOURCE_MATERIALS/COURSE_MATERIALS/LOCAL%20GOVERNANCE%20PRO-POOR%20OUTCOME%2C%20KIGALI%2C%20RWANDA%2C%20%202006/ANNEX%204-%20PERFORMANCE%20ASSESSMENT%20MANUAL%20-%20FINAL%20DRAFT-%202006.DOC)

Manual for assessment of Minimum Conditions and Performance Measures in Tanzania:

[http://www.afdb.org/pls/portal/docs/PAGE/JAI/RESOURCE\\_MATERIALS/COURSE\\_MATERIALS/LOCAL%20GOVERNANCE%20PROPOOR%20OUTCOME%2C%20KIGALI%2C%20RWANDA%2C%20%202006/REVISED%20ASSESSMENT%20MANUAL%20FINAL.PDF](http://www.afdb.org/pls/portal/docs/PAGE/JAI/RESOURCE_MATERIALS/COURSE_MATERIALS/LOCAL%20GOVERNANCE%20PROPOOR%20OUTCOME%2C%20KIGALI%2C%20RWANDA%2C%20%202006/REVISED%20ASSESSMENT%20MANUAL%20FINAL.PDF)

Manual for assessment of Minimum Conditions and Performance Measures in Uganda:

[http://www.afdb.org/pls/portal/docs/PAGE/JAI/RESOURCE\\_MATERIALS/COURSE\\_MATERIALS/LOCAL%20GOVERNANCE%20PRO-POOR%20OUTCOME%2C%20KIGALI%2C%20RWANDA%2C%20%202006/ASSESSMENT%20MANUAL%20REVISED%20-%20UGANDA-%20SECTORS.DOC](http://www.afdb.org/pls/portal/docs/PAGE/JAI/RESOURCE_MATERIALS/COURSE_MATERIALS/LOCAL%20GOVERNANCE%20PRO-POOR%20OUTCOME%2C%20KIGALI%2C%20RWANDA%2C%20%202006/ASSESSMENT%20MANUAL%20REVISED%20-%20UGANDA-%20SECTORS.DOC)

## Local Governance Performance Management System (LGPMS) (Philippines)

### Producer

Department of the Interior and Local Government (DILG), through the Bureau of Local Government Supervision and DILG Regional Offices, Philippines.

### History

The LGPMS follows on from several previous initiatives in the Philippines aimed at measuring and evaluating local development (the Local Productivity and Performance Measurement System (LPPMS – 1982), the Citizens' Satisfaction Index System (CSIS – 2000) and the Local Development Watch (DevWatch – 2001). The LGPMS tries to address two specific shortcomings of these previous initiatives. First, information was basically limited to service delivery capabilities and limitations, without providing information on overall administrative capabilities and development conditions obtained in a local government. Second, they did not address the imperatives of effectively managing the information for development and change at the local level. Considering the lessons learned, and aware of the evolving notion of governance, the Local Governance Performance Management System was developed.

### Objectives

The LGPMS is a self-assessment, management and development tool that enables provincial, city and municipal governments to determine their capabilities and limitations in the delivery of essential public services. The LGPMS serves three primary purposes:

- Supporting the development of a local government through the improved use of financial and human resources;
- Benchmarking local government performance against established standards; and
- Informing national policy-makers on the state of development in local governments.

### Applicability

LGPMS results can be applied at both the national and local levels. At the national level, they can be used in a capacity-building perspective, as a base for the delivery of recognitions, awards and strategic funding to local governments, to identify best practices, to re-classify local governments, to develop a forum concerning local governance amongst stakeholders.

At the local level, LGPMS results can help to identify priority performance areas, determining priority service areas and taking action.

### Types and sources of data used

There are two sets of Data Capture Forms (DCF), one for the provincial government and another one for the municipal government. Both forms collect two types of information. The first part of these forms is related to general information about the local government, its major income source(s), income and applicable service areas, as well as other basic data. The second part concerns LGPMS indicators and their corresponding performance elements. There are four types of indicators, namely

- List indicators: descriptive attributes; data is provided simply by making a check mark (✓)
- Percentage indicators: two numeric values, one serving as numerator and the other as denominator. The formula to compute the percentage is provided, the result of which becomes the basis for the LGU performance level for that indicator.
- Value indicators: exact numeric values as data input
- Exclusive List indicators: descriptive attributes that are mutually exclusive, i.e., only one of the attributes can be true for a local government at any given time

**Table 35: LGPMS – performance theme, service areas and indicators**

Performance Themes	Service Area	No. of Indicators		
		Input	Output	Outcome
Governance	Local Legislation	2	1	-
	Transparency	1	1	-
	Participation	3	2	-
Administration	Development Planning	2	3	-
	Revenue Generation	3	4	-
	Resource Allocation and Utilization	2	1	-
	Financial Accountability	3	2	-
	Customer Services	2	4	-
	Human Resource Management and Development	2	2	-
Social Services	Health and Nutrition	3	2	6
	Education	5	2	4
	Housing and Basic Utilities	3	1	4
	Peace, Security and Disaster Risk Management	7	3	2
Economic Development	Agriculture and Fisheries Development	2	4	4
	Entrepreneurship, Business and Industry Promotion	3	2	2
Environmental Management	Natural Resources Management	3	1	3
	Waste Management and Pollution Control	2	2	1

### Methodology

The LGPMS conceptual framework comprises five performance theme areas 17 service areas, and 111 indicators (see Table 35). Indicators are divided in performance measures for inputs, outputs and outcomes:

- Inputs or performance indicators refer to the underlying capacity of a local government. This capacity is assessed in terms of structures, policies, guidelines, administrative systems, managerial and technical competencies, tools, facilities, equipment, and financial resources. They mainly originate from the LPPMS.
- Outputs or productivity indicators refer to the availability and quality of basic services delivered by a local government. They originate from both the LPPMS and the CSIS.
- Outcomes or state of development indicators refer to the socio-economic and environmental conditions in a locality. The state of development

shows the results of actions or lack of action of government and other stakeholders, sectors and individuals, deliberately or unintentionally. They derive from the Local Development Watch initiative.

After the collection of these indicators, the local government units should upload the data into the web-based LGPMS database. The results of LGPMS indicators are converted by the software into performance levels ranging from 1 to 5. The highest performance level is set at 5 while the lowest is at 1 and the benchmark is set at 3. After that, the system processes data inputs and produces tabular and graphical reports, for purposes of information, analysis, and managing Local Government Units' performance, service delivery and development conditions.

### Key actors/stakeholders

Local government elected officers and officials represent the primary stakeholders. Through the LGPMS, these stakeholders are provided with

**Figure 4: Risk Comparison Report.**

Actual average performance levels are represented by the points on the **blue** polygon. Maximum possible performance levels, i.e., value of 5, are indicated by the points on the **green** polygon, and benchmarks, i.e., with a median value of 3, are represented by the points on the **red** polygon.



Sources: Local Governance Performance Management System Users' Guide

better appreciation of LGU strengths and weaknesses in service delivery. Data and information useful in the identification of priority areas for improvement are also made available to enable them to plan and implement appropriate strategies and action plans for their constituents.

Secondary stakeholders refer to organizations, institutions, sectors and individuals outside of the local government system yet interested in knowing the internal capacity and service delivery of a local government and the state of development in a particular locality. These include citizens and civil society organisations, national policy-makers and planners, private sector organisations and international development agencies.

Key actors in the implementation of the LGPMS at the local level are the Local Chief Executives and the LGPMS LG teams, with the latter primarily responsible for data collection, data validation, data entry, report generation and communication of results. In addition, an advisory or technical assistance role is provided by officers dealing with city or municipal local government operations, by provincial and regional LGPMS focal persons, and by the PGPMS national project management team.

### Results reporting format

*My LGU Single-Year Reports* is a web-based platform that provides summaries, in tabular and graphical formats, of LGPMS data for a particular LGU in a given profile year. Upon completion of the data entry, different types of reports are automatically generated by the system. They are: Display Data, Risk Comparison, State Comparison, Service Mission Attainment and Benchmark Summary Table. In figure 4, there is an example of a Risk Comparison Report shown by a spider-web type graph where the performance of the local government is plotted against the maximum level performance and the benchmark. Each level of the report, that is, Input, Output and Outcome, is presented separately in a graph and a State Comparison Report (representing the input, output or outcome performance levels of all performance areas, including their underlying service areas and indicators) is shown through a colour wheel diagram (figure 5).

The LGPMS Users' Guide provides indications in order to interpret these reports and thus obtain an understanding of the situation in a selected locality. Results from the LGPMS are supposed to be published and disseminated by local government units, not only through the Local Governance Reports, but also through formal and written performance area – or service area-themed reports, oral reports, articles and papers.

### Coverage

The LGPMS was field-tested in 113 Local Governance Units in the Philippines, from February to October 2004. It is intended to cover all 79 Philippine provinces, 117 cities and 1,501 municipalities.

### Timeline

Tested in 2004. Implemented from 2005. On-going. The process of data collection usually takes place during March – April of each year.

### Gender focus

This initiative has a strong gender-focus in all its parts. For instance, it verifies the existence of a “gender and development code” within ordinances or resolutions in support of social development, economic development and environmental management; it assesses the quality of the gender and development plan; and it evaluates the gender-sensitivity of human resource policies, plans and support materials.

### Poverty focus

Not explicit.

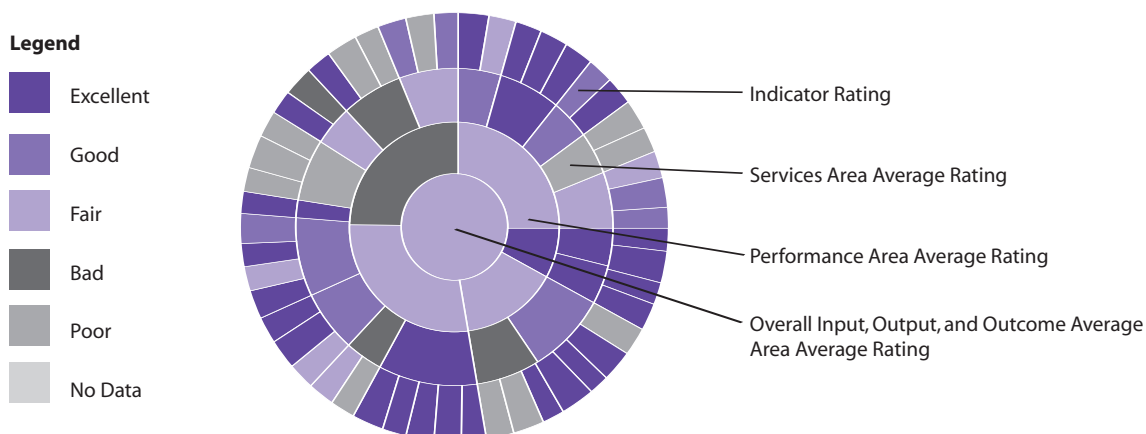
### Strengths

- Although the LGPMS can be an internet-based tool, a local government unit without an Internet connection may opt to use an “upload sheet” in MS Excel Format in order to use it.
- The LGPMS provides practical benefits for all actors involved in local governance, such as information and benchmarks about local government performance, productivity and state of development, ways to improve the quality of services and better manage local concerns, the stimulation of transparency, accountability, equity and participation in local governance.

### Weaknesses

Many stakeholders may not have the sufficient time or skills to appreciate and understand the value of the various LGPMS reports. For instance, the specific framework and performance level scheme of the standard on-line LGPMS reports may not be of common knowledge to all interested users. For this reason the interpretation and publication of results carry a great importance.

**Figure 5** Input (Performance) Municipality, Province, 2004



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**Where to find it**

<http://blgs.gov.ph/lgpms/>

**Contact details**

LGPMS National Project Management Team  
Bureau of Local Government Supervision  
3/F A. Francisco Gold Condominium II  
Mapagmahal Sreet, Diliman,  
Quezon City. Philippines  
Phone: (02) 925-1153 or 925-0377  
Fax: (02) 928-9181

**Supplementary tools/guidelines**

More information about the tool:

[http://www.blgs.gov.ph/lgpms/about.php?about1\\_id=1](http://www.blgs.gov.ph/lgpms/about.php?about1_id=1)

Local Governance Performance Management System Users' Guide:

[http://www.blgs.gov.ph/lgpms/lgpms\\_manual.pdf](http://www.blgs.gov.ph/lgpms/lgpms_manual.pdf)

LGPMS database:

[http://www.blgs.gov.ph/lgpms\\_live/v1.3d.001/default/login.php](http://www.blgs.gov.ph/lgpms_live/v1.3d.001/default/login.php)



## Index of Responsibility, Transparency and Accountability (Macedonia)

### Producer

UNDP with Macedonia's State Commission for Prevention of Corruption, Association of Local Self-Government Units, Ministry of Local Self-Government, State Audit Office, and other national actors.

### History

The Index of Responsibility, Transparency and Accountability at the local level in Macedonia (RTA Index) has been developed within the framework of the UNDP project "Fighting corruption to improve governance". It was created in response to the need for a tool to measure corruption at the local level, within the context of an intensive decentralisation process which confers an increasing number of competencies upon local governments.

### Objectives

The overall objective of this Index is to increase accountability, responsibility and transparency of local governments, which will foster better local governance at the local level. In particular, the Index is designed to make measurable assessments of the capacity of a given institution to combat corruption, by identifying those 'points' most vulnerable to corruption, the specific mechanisms that can be used to prevent corruption, indicators measuring the effectiveness of these mechanisms, and criteria to score these indicators.

### Applicability

The Index can be used as a mechanism for self-evaluation by the local government, as a tool used to identify the points that are vulnerable to corrupt behaviour, as a way to increase the level of accountability and transparency of local governments, and also as a solid database about local governance.

It has universal features that enable its application to all Macedonian municipalities. With small adjustments to the local context, it could be used in other countries.

### Types and sources of data used

Mainly based on objective information, including available administrative data on budgets, procedures and functions related to the local public administration.

### Methodology

Perceptions from experts and users of municipal services have been used as an important source in the design of the tool, namely to identify corruption "hot spots" which need to be monitored.

The Index covers three main areas of competence of local government: urban planning, financial management and property, and public procurement. For each of these areas, the Index identifies four aspects:

- 10 to 15 "hot-spots" or "critical points" for corruption in local government,
- the corresponding anticorruption mechanisms that can prevent the appearance of corrupt practices
- the corresponding indicators of the existence and proper functioning of such mechanisms.
- The scoring of indicators based on well-defined criteria

Table 37 Presents examples of these four aspects for each of the three thematic areas:

The final RTA Index value is obtained by the simple arithmetic average value of the indicator scores.

### Key actors/stakeholders

Although designed in a way that does not require highly specialized skills for its implementation, at the beginning it would be desirable to implement the instrument by a specifically trained agency before local self-government units start their self-evaluation. This should be done in close coordination with municipal authorities in order to

**Table 37: RTA Index – Examples of “critical points” of corruption, anti-corruption mechanisms and indicators for three competence areas of local government**

URBAN PLANNING	
“critical points” of corruption	Development, adoption and revision of a General Urban Plan (GUP) and Detailed Urban Plan (DUP) without the participation of a participative body
anticorruption mechanisms	Setting up a qualified Participative body and its direct and active participation in the development and revision of the GUP and DUP
Indicators	Minutes from the work of the Participative body, number of negative opinions from competent organisations on the proposed versions of GUP and DUP
Scoring of indicators	There are minutes confirming the active participation of the Participative body >3 points There are minutes, no confirmation of active participation of the Participative body > 2 points There are no minutes >>> 1 point
FINANCIAL MANAGEMENT AND PROPERTY	
“critical points” of corruption	Non-transparent procedure for development and adoption of the municipal budget, without the participation of the public and experts
anticorruption mechanisms	Participation of the public and experts in the process of planning and development of the municipal budget, as well as consultations with the public and experts
Indicators	Degree of participation of the public and experts in budget preparation and access to information regarding the budget
Scoring of indicators	The budget preparation is publicised, there is participation of the public >3 points The budget preparation is publicised, there is no participation of the public >2 points The budget preparation is not publicised >1 point
PUBLIC PROCUREMENT	
“critical points” of corruption	Defining the technical specification of the goods and services in a way that favours a certain supplier
anticorruption mechanisms	Detailed technical specification of the goods or services is defined clearly and is an integral part of the tender documentation, without specifying a specific trade name or brand
Indicators	Existence of a precise technical specification of the goods and services in the tender documentation, documentation that stated the trade name or brand
Scoring of indicators	There is always a precise technical specification >3 points There is a precise technical documentation in most of the cases >2 points There is a precise technical documentation in some of the cases >1 point

achieve two important goals – to decrease to a minimum the possibility for critical comments on the methodology or on the data collection process, and to train the staff of the municipality for future self-evaluations.

This tool being designed as a self-evaluation tool to be implemented by various actors, the intention is for trained professional agencies and mixed teams, including non-governmental stakeholders and the municipality itself, will implement the second round of assessments.

#### Results reporting format

The RTA Index is to be created at two levels in every municipality:

- a separate RTA Index for the resistance to corruption in specific areas such as urban planning, public procurement, and financial management.
- An overall RTA Index for the resistance to corruption of the whole municipality, comprising all of the abovementioned areas. This level would allow comparison of the level of the resistance to corruption among the different municipalities.

### Gender focus

Not explicit.

### Poverty focus

Not explicit.

### Strengths

Based on the first results from the field test, the methodology is proving to be very practical and simple to implement; it gives objective, indisputable results.

- Instead of measuring the perceptions or prevalence of corruption as most corruption assessment methods do, the Index is pragmatically oriented towards measuring *resistance* to corruption. This makes it possible to take into account the sensitivities related to combating corruption by not declaring municipalities as corrupt, but rather measuring the efforts invested in preventing corruption.

- Innovative use of perceptions in the design of the methodology: Corruption perceptions from citizens and local officials, instead of being used as indicators, are used to design the methodology, i.e. to identify corruption hot spots and appropriate anti-corruption mechanisms in the local context. This approach ensures that people's inputs are sought, while not compromising the objectivity of all (fact-based) indicators.

### Weaknesses

Not explicit, given that the tool is still in a pilot phase.

### Coverage

To date the Index has been tested in four municipalities.

### Timeline

2008, on going.

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### Where to find it

<http://europeandcis.undp.org/governance/show/E0665B63-F203-1EE9-B2237737A3E4BC48>

UNDP – Macedonia

Address: 8-ma Udarna Brigada Str.2,

1000 Skopje, Macedonia

Tel: + 389 - 2 - 3249 500

Fax: + 389 – 2 – 3249 505

Web Site: [www.undp.org.mk](http://www.undp.org.mk)

E-mail: [registry.mk@undp.org](mailto:registry.mk@undp.org)

## Standards of Municipal Transparency (Chile)

### Producer

Asociación Chilena de Municipalidades and Chile Transparente

### History

The “standards of municipal transparency” elaborated for Chile are the result of a study consisting in several steps: the investigation of the process of function and management of municipalities, the selection of the pieces of information on municipal management that have to be divulgated (on the basis of their importance, relevance and feasibility in sharing the information), collection of international experiences on municipal transparency. The first proposal of standards has been analysed and debated by an expert group and applied in three Chilean municipalities: Santiago, Recoleta, Maipù.

### Objectives

The objective of the standards of municipal transparency is to provide a model guaranteeing access to information in all municipalities of Chile. The “standards of municipal transparency” focus on “active transparency”, i.e. on the availability and clarity of information that a municipality should provide to citizens on a continuous basis, through a webpage and government offices in each municipality (as opposed to information provided on the basis of citizen requests.)

### Types and sources of data used

Objective only. The data used are represented by municipal standards, procedures, norms and regulations as well as municipal and national laws.

### Methodology

95 indicators have been identified according to the following criteria: fundamental information on the municipality; complete information on municipal norms and regulation, on municipal management and orientations, on the management of public financial resources; information useful for citizens’ participation in municipal programmes of benefits; necessary information to access other municipal information. Table 39 outlines the 11 dimensions

for the standards of municipal transparency, and provides an example of indicator for each dimension:

The third dimension related to “Information on municipal management and the decision-making process” has the highest number of indicators (64) as it assesses the availability of information on the municipal council, on public hearings, on human resources, on the municipal budget, on municipal development planning, on subsidies and social programmes, and on decentralised services.

The indicators require a simple yes/no answer. They are divided into three categories: those that represent a basic standard that any municipality should be able to comply with, those that require additional effort (intermediate), and those that are most demanding in terms of compliance (advanced). The municipalities are then divided into three groups, according to an assessment of their capacity to meet the three levels of ‘standards’. An example of some indicators and their classification is provided in table 40:

Given the heterogeneity of Chilean municipalities, the 345 Chilean local governments are divided into 3 different groups according to their population, socio-economic situation, technological conditions (number of computers in the municipal officers) and access to IT (number of households with internet access). These groups represent the more (group 1) or less (group 3) municipal favourable conditions to implement transparent practices. On the basis of these groups, the Chilean municipalities have to comply with all the advanced standards (groups 1), at least with all the intermediate or basic standards (group 2) or at least with all the basic standards (group 3).

### Key actors/stakeholders

The project is at the inception stage and has not been tested on the ground yet. It is therefore too early to tell which stakeholders will be involved.

**Table 39: Dimensions for the standards of municipal transparency**

DIMENSIONS	NUMBER OF STANDARDS/INDICATORS	EXAMPLE
1 Standards of transparency defined by Chile Transparente	1	<i>Publication of a document comprising the listing of standards proposed by Chile Transparente as to make citizens aware of the information they can demand at the municipal level</i>
2 information on municipal structure, organisation and regulation	12	<i>Polices and general regulation for the granting subsidies</i>
3 information on municipal management and the decision-making process	64	<i>The nomination of all the councilors and the Mayor, mentioning the political party they belong to and their contact details</i>
4 Denounces and complaints	1	<i>Monthly statistics on denounces and complaints according to their location, interested municipal department, kind of complaint</i>
5 Informational on municipal management	6	<i>Public budgets of the last three years</i>
6 list of available documents	1	<i>Structured listing of available categories of information (both in the website and municipal offices)</i>
7 corporations	3	<i>Monthly report of activates</i>
8 urban security	1	<i>Emergency phone numbers as well as number and kinds of vehicles used for security and controls</i>
9 legal activity	3	<i>Listing of judgements where the municipality is involved</i>
10 prescription of the General Controllershship of the Republic	1	<i>Opinions of the General Controllershship affecting the Municipality</i>
11 Access to the reactive or passive information	2	<i>Creation and publication of a document on municipal procedures to access information</i>

**Table 40: Example of some indicators and their classification**

NUMBER INDICATOR	BASIC	INTERMEDIATE	ADVANCED	DESCRIPTION
14	YES	YES	YES	The nomination of all the councilors and the Mayor, mentioning the political party they belong to and their contact details
75	NO	YES	YES	The monthly municipal transfer for the sectors of health, and the transfer received by the State through the Heath Service
20	NO	NO	YES	Publication of the date and subject of public hearings

### Results reporting format

No results reporting format up to now.

### Gender focus

Standard 21 assesses the gender breakdown of municipal human resources.

### Poverty focus

Not explicit.

### Strengths

The tool has been conceived to suit the great heterogeneity of Chilean municipalities: different standards have been set (basic/intermediate/advanced), which Chilean municipalities have to meet based on their more or less “favourable conditions to implement transparent practices” (based on population, socio-economic situation, technological conditions, and IT access) Instead of applying a “blanket methodology” with one set of standards to be met by all, three groups of municipalities have to meet three different sets of standards. Such a contextualized approach fosters a sense of fairness, especially amongst municipalities where “conditions” are less favourable, which increases local buy-in and likelihood that results are used by local policymakers.

### Weaknesses

- The standards aim to guarantee access to information to an “average citizen” but have a minimal focus on groups who are more likely to be excluded from the reach of public

information programmes, such as ethnic minority groups and the poor. For instance, the standards do not refer to the percentage of publicly available government information that is accessible in local/ethnic minority languages, to whether the means of communication used are utilised by women and the poor (such as the radio), or whether systematic channels of communication exist between government agencies and women’s and pro-poor groups.

- The standards focus primarily on “active transparency” (i.e. on the proactive dissemination of information by the municipal government); standards on “passive transparency” are minimal, mainly assessing whether procedures for responding to public information requests from citizens exist.
- The tool draws exclusively from objective data, which is used to assess the *existence* of programmes and mechanisms for local transparency, but which falls short of assessing the *quality* of these mechanisms.

### Coverage

The project is at the inception stage and has not been tested on the ground yet, but the intention is to implement it nationwide.

### Timeline

Started in December 2007. On-going.

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### Where to find it

<http://www.munitel.cl/eventos/otros/chiletransparente/propuestatransparencia.pdf>

### Contact details

Chile Transparente  
Rancagua 535, Providencia  
Santiago, Chile  
Fono fax: 56-2-2743627  
[www.chiletransparente](http://www.chiletransparente)

### Supplementary tools/guidelines

Power point presentation of the standards for municipal transparency:

[http://www.munitel.cl/eventos/escuela2008/Documentos/sede\\_valdivia/concejales/concejal03.pdf](http://www.munitel.cl/eventos/escuela2008/Documentos/sede_valdivia/concejales/concejal03.pdf)



### Producer

Global Integrity

### History

The Local Integrity Initiative is an extension of the nationally-focused Global Integrity Reports, aiming to realise a collection of unique projects assessing anti-corruption and governance at the sub-national and sector levels, within countries.

### Objectives

The Local Integrity Initiative has the objective to meet a demand in the development community for actionable data at the sub-national level, in order to inform policy choices and priorities at the county, state, provincial, or regional level in a country. The Local Integrity Initiative applies a series of rigorous quantitative indicators to states, counties, or provinces within a country to assess the strengths and weaknesses of sub-national anti-corruption and good governance mechanisms.

The goals of the Local Integrity Initiative are to generate credible and actionable data assessing the existence and effectiveness of key governance and anti-corruption mechanisms at the county-level and designing an evidence-based advocacy and outreach campaigns.

### Applicability

County, state, provincial, or regional administrative levels in a country.

### Types and sources of data used

Information is primarily objective (e.g. a web link to a relevant report, or reference to a specific law or institution), drawing sometimes from more subjective sources (e.g. an interview conducted with a knowledgeable individual), but always backed up with evidence.

### Methodology

The sub-national Integrity Indicators, like their national counterparts, are based on a simple yet powerful concept. Rather than trying to measure

actual corruption, considered virtually impossible by experts, the tool quantitatively assesses the opposite of corruption, that is, the access that citizens and businesses have to a country's provincial, regional or state government; their ability to monitor its behaviour; and their ability to seek redress and advocate for improved governance. The sub-national Integrity Indicators break down that "access" into a number of categories and indicators. In table 42 it is possible to see the categories and sub-categories in which indicators are organised in the pilot study in Liberia.

Each sub-category is assessed through scorecards that contain indicators are assessing the following three different conditions:

- The existence of public integrity mechanisms, including laws and institutions, which promote public accountability and limit corruption (indicators assessing the laws, regulations, and agency/enteritis that are place at the sub-national level.
- The effectiveness of those mechanisms (indicators assessing such aspects of public integrity as those same mechanisms' protection from political interference; appointments that support the independence of an agency; professional, full-time staffing and funding; independently initiated investigations; and regular imposition of penalties).
- The access that citizens have to those mechanisms (indicators assessing the availability of public reports to citizens, or publicly available information, within a reasonable time period and at a reasonable cost).

All indicators, regardless of type, are scored on the same ordinal scale of 0 to 100 with zero being the worst possible score and 100 perfect. "In law" indicators provide an objective assessment of

**Table 41: Indicators and questions relative to the Liberia pilot project for the sub-category “Sub-National Civil Society Organizations”; category “Sub-National Civil Society, Public Information and Media”**

INDICATORS	QUESTIONS	SCORE
1 Are anti-corruption/ good governance CSOs at the sub-national level legally protected?	1a: In law, citizens have a right to form civil society organizations (CSOs) focused on anti-corruption or good governance at the sub-national level.	Yes/no
	1b: In law, anti-corruption/good governance CSOs at the sub-national level are free to accept funding from any foreign or domestic sources.	Yes/no
	1c: In law, anti-corruption/good governance CSOs at the sub-national level are required to disclose their sources of funding.	100 – 75 – 50 – 25 – 0
2 Are good governance/ anti-corruption CSOs at the sub-national level able to operate freely?	2a: In practice, the government does not create barriers to the organization of new anti-corruption/good governance CSOs at the sub-national level.	100 – 75 – 50 – 25 – 0
	2b: In practice, anti-corruption/good governance CSOs at the sub-national level actively engage in the political and policymaking process.	100 – 75 – 50 – 25 – 0
	2c: In practice, no anti-corruption/good governance CSOs at the sub-national level have been shut down by the government for their work on corruption-related issues during the study period.	Yes/no
3 Are civil society activists at the sub-national level safe when working on corruption issues?	3a: In practice, in the past year, no civil society activists at the sub-national level working on corruption issues have been imprisoned.	Yes/no
	3b: In practice, in the past year, no civil society activists working on corruption issues at the sub-national level have been physically harmed.	Yes/no
	3c: In practice, in the past year, no civil society activists working on corruption issues at the sub-national level have been killed.	Yes/no
4 Can citizens organize into trade unions at the sub-national level?	4a: In law, citizens have a right to organize into trade unions at the sub-national level.	Yes/no
	4b: In practice, citizens are able to organize into trade unions at the sub-national level.	100 – 75 – 50 – 25 – 0

whether certain legal codes, fundamental rights, government institutions, and regulations exist. These “de jure” indicators are scored with a simple “yes” or “no” with “yes” receiving a 100 score and “no” receiving a zero. “In practice” indicators address de facto issues such as implementation, effectiveness enforcement, and citizen access. As these usually require a more nuanced assessment, these “in practice” indicators are scored along an ordinal scale of zero to 100 with possible scores at 0, 25, 50, 75 and 100. Well-defined criteria are set to score indicators.

The above table provides an example taken from the Liberia pilot project and showing the indica-

tors and questions for the sub-category “Sub-National Civil Society Organizations”.

For the purpose of producing the scorecards for each sub-national unit, a simple aggregation method is used. Original indicator and sub-indicator values are assigned by the lead researcher (those scores are adjusted following the peer review process; see more below). Each indicator score is then averaged within its parent subcategory, which produces a subcategory score. The subcategory score is in turn averaged with the other subcategory scores in a parent category. Category scores are then averaged to produce a county score.

**Table 42: Integrity Indicator scorecards for the Lofa county in Liberia**

Overall Score: 61 – Weak			
CATEGORY	SUB-CATEGORY	SCORE	
<b>Category LIB-1</b>	<b>Sub-National Civil Society, Public Information and Media</b>	<b>82</b>	<b>Strong</b>
LIB-1-1	Sub-National Civil Society Organizations	96	Very Strong
LIB-1-2	Sub-National Media	86	Strong
LIB-1-3	Sub-National Public Access to Information	63	Weak
<b>Category LIB-2</b>	<b>Sub-National Government Accountability</b>	<b>67</b>	<b>Weak</b>
LIB-2-1	Sub-National Executive Accountability	69	Weak
LIB-2-2	Sub-National Judicial Accountability	60	Weak
LIB-2-3	Sub-National Budget Processes	72	Moderate
<b>Category LIB-3</b>	<b>Sub-National Administration and Civil Service</b>	<b>41</b>	<b>Very Weak</b>
LIB-3-1	Sub-National Civil Service Regulations	38	Very Weak
LIB-3-2	Sub-National Whistle-blowing Measures	0	Very Weak
LIB-3-3	Sub-National Procurement	82	Strong
LIB-3-4	Sub-National Property Rights	45	Very Weak
<b>Category LIB-4</b>	<b>Sub-National Oversight and Regulation</b>	<b>72</b>	<b>Moderate</b>
LIB-4-1	Sub-National Audit Institution	78	Moderate
LIB-4-2	Sub-National Business Licensing and Regulation	65	Weak
<b>Category LIB-5</b>	<b>Sub-National Anti-Corruption and Rule of Law</b>	<b>44</b>	<b>Very Weak</b>
LIB-5-1	Sub-National Anti-Corruption Law	0	Very Weak
LIB-5-2	Sub-National Rule of Law	74	Moderate
LIB-5-3	Sub-National Law Enforcement	59	Very Weak

### Key actors/stakeholders

All data and reporting is home-grown, bottom-up information generated and peer reviewed by in-country local experts, so that there is no need for an external executive agency but rather for a sufficiently qualified research team in the country. Local country teams are responsible for the scoring of indicators and have to be composed by recognised experts from think tanks, universities, public policy research centres, NGOs, and media organisations who have attained expertise in the nuances of governance and corruption issues. Local teams should be composed by a lead researcher, a small team of research assistants, three to five peer reviewers (a mix of other in-country experts and out of-country experts).

There are five groups of target audience: government policymakers seeking to design

evidence-based reform programs; grassroots advocates that want to sharpen their message when calling for reform; journalists seeking insight into where corruption is more or less likely to occur in a country; researchers and academics interested in exploring the relationship between anti-corruption safeguards and other variables; and businesses (especially investors focused on emerging markets) seeking to assess risk and opportunity.

### Results reporting format

The Integrity scorecards report is composed by the scoring attached to indicators, sub-categories, categories and the final total score, additional comments from researchers to support their score and reference for a particular indicator (e.g. to capture the nuances of complex situations, especially the “Yes, but...” phenomena) and,

optionally, the peer review comments. The figure 6 shows the Scorecard Summary for the Lofa county in Liberia; while the following table presents the Integrity Indicator scorecards for the Lofa county in Liberia.

### Gender focus

Within the sub-category “Sub National rule of law”, in the set of indicators developed for the Liberian pilot project, there are two indicators assessing whether women have full access to the formal sub-national as well as customary justice system.

### Poverty focus

Not explicit. However, in the set of indicators developed for the Liberian pilot project, within the sub-category “Sub National rule of law”, there some indicators poverty-related: is an indicator assessing that judicial decisions in the formal sub-national as well as customary justice system are not affected by racial, ethnic, and religious bias, an indicator assessing whether the sub-national government provides adequate legal counsel for defendants in criminal cases who cannot afford it, an indicator assessing whether citizens earning the median yearly income can afford to bring a legal suit. Furthermore, within the sub-category “Sub National Law Enforcement”, there is an indicator assessing whether all citizens regardless of their race, ethnicity, and religion have equal access to the law enforcement agency acting on the sub-national level.

### Strengths

- The Sub-National Integrity Indicators and scorecards for each county, like their national Integrity Indicators counterparts, are characterized by an innovative, award-winning research methodology; a robust peer review process; and start-to-finish transparency.
- Some sub-national Integrity Indicators are replicated from Global Integrity’s master national level Integrity Indicators. However, not all of those indicators are applicable at the sub-national level in a given; hence new indicators are developed for each new application to take into account country-specific concerns in each country covered under our Local Integrity Initiative.
- The richness of the data set enables a discussion of how best to allocate limited political and financial capital when the challenges are many and the resources few.

- Transparency, both in terms of our methodology and findings, characterises the Global Integrity approach while enhancing the robustness and credibility of the findings.
- The methodology is continuously revised on the basis of fieldwork experiences.
- To minimise the interferences of personality, language and culture, and maximise inter-coder reliability, a codebook defining indicator scoring criteria is provided.

### Weaknesses

- Given that the set of indicators is country-specific, it is important to foresee the necessary time and capacities to allow adaptations.
- Although the tool is applicable at the county, state, provincial, or regional administrative levels, a country-level approach is recommendable (e.g. having a set of “core indicators” common to all, complemented by some “satellite indicators”)
- This Sub-national Integrity Indicators are not a tool to assess reduced corruption and increased government accountability. Positive results for indicators should simply be understood to reflect circumstances where key anti-corruption safeguards exist and have been enforced, which while one would hope reduces corruption may not eliminate it entirely. In simple terms, corruption can still occur even where local communities have implemented what are understood to be ideal reforms.
- The sub-national Integrity Indicators focus heavily on formal institutions, although it is possible to recognise functional equivalences with the more informal practices and relationships even in the absence of a specific, sought-after institution or mechanism.

### Coverage

The first Local Governance Toolkit (pilot project) was applied in 15 counties in Liberia. Three other toolkits are foreseen for Argentina, Peru and Ecuador.

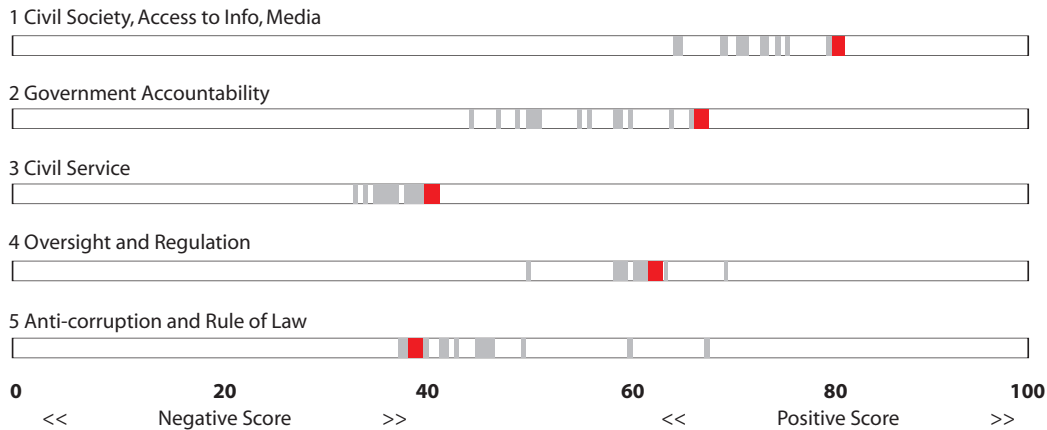
### Timeline

2007. On-going.

**Figure 6: 2008 Scorecard Summary: Lofa**

Countries are scored on an absolute scale from 0 to 100, based on many indicators. See the full Scorecard for source data and methodology.

Red line is this county's category score, and gray lines are other Liberian county scores



Source: Liberia local integrity toolkit: <http://local.globalintegrity.org>

#### Where to find it

<http://local.lr2007.globalintegrity.org/>

#### Contact details

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Website: [www.globalintegrity.org](http://www.globalintegrity.org)

#### Supplementary tools/guidelines

Methodology White Paper:

<http://local.lr2007.globalintegrity.org/Liberia%20Local%20Governance%20Toolkit%20Methodology.pdf>



## Methodology for the Assessment of Capacity of Municipalities in Turkey and the Western Balkans to Deliver Services

### Producer

UNDP – Capacity Development Practice, Bratislava Regional Centre

### History

This capacity assessment methodology has been developed in response to a need identified by EU member states, and EU candidate and potential candidate countries to enhance the capacities of the two latter to achieve development goals. It responds, in particular, to the need for improved local capacities of local administrative structures in the Western Balkans and Turkey in order to provide services effectively, especially following the recent fiscal, planning and operational decentralisation that has transferred much responsibility to local governments.

### Objectives

This capacity assessment it is intended to identify and address strategic issues within each country that will have the most impact overall on the delivery of five basic services in each country, taking into account the limited resources available for capacity development responses: drinking water supply, liquid waste management, solid waste management, basic healthcare and primary education. In particular, the results of capacity assessment are intended to be used jointly by central, regional, and local stakeholders in each country to:

- Identify and prioritise capacity gaps;
- Identify, design, implement, and review appropriate capacity development responses;
- Support capacity development funding requests by demonstrating a clear link between capacity development project proposals and real, evidence-based needs that are well defined and documented.

### Applicability

While it is expected that UNDP country offices will initially play a prominent facilitating role in

implementing the methodology and translating the results into follow-on actions, the idea is to develop and embed sustainable capacity in Turkey and each country belonging to the Western Balkans to carry out subsequent rounds of capacity assessment in other thematic areas, relying increasingly on national expertise and resources, systems, processes, and procedures, and less on external support. Eventually, the process is intended to be owned and steered by national stakeholders, including central, regional, and local authorities, NGOs, and local citizens.

### Types and sources of data used

Data are mainly obtained through a questionnaire and the information collected is both subjective and objective. The verification of survey results can be undertaken through focus groups and/or follow-up interviews.

### Methodology

The capacity assessment exercise consists of several steps: the capacity assessment survey undertaken through a questionnaire, the analysis and interpretation of the survey feedback, the verification of the survey results (e.g. by means of focus groups and/or follow-up interviews), the benchmarking, the gap identification and prioritisation (mainly at the national level). The capacity assessment exercise is supposed to be followed by the identification and the design of capacity development responses.

The questionnaire consists of three parts.

- Part 1 covers background information about the municipality (14 questions).
- Part 2 covers services that are the sole responsibility of the municipality (22 questions).
- Part 3 covers services where responsibility is shared by the municipality with one or more other service delivery organisations (6 questions).

The following table provides two examples of questions belonging to the Part 2:

**Table 43: Two examples of questions belonging to the Part 2**

<b>Question 26:</b> <i>To what extent are specialist gender and human rights staff, departments, and other bodies (e.g. councils and committees) involved in policy, strategy, and service development activities for the five services?</i>					
	Frequently	Sometimes	Rarely	Never	Not sure
Drinking water					
Liquid waste management					
Solid waste management					
Basic healthcare					
Primary education					
<b>Example 2:</b> <i>Overall, how do you rate the capacity of the municipal administration to translate the findings of monitoring and evaluation into service improvements for the following groups?</i>					
	Strong	Moderate	Weak	No capacity	Not sure
The general public					
Women					
Minorities					
People with disabilities					
People with low income					
Other typically socially excluded groups					

17 additional and optional questions can be added in Part 3 and 125 in part 2, organised into 5 categories: Mobilizing, informing, and involving stakeholders in service delivery; Analysing statistics and issues affecting service delivery; Policy and strategy formulation for effective service delivery; Financial resources, budgeting, and managing implementation of service delivery; Monitoring and evaluation of service delivery.

Questionnaires should be circulated to municipalities through a national body, such as an association of municipalities, or relevant government ministry. The questionnaires should be completed by mayors and/or their municipal administrations, and signed by the mayor after her/his review of the answers to ensure the correctness of the responses.

#### Key actors/stakeholders

A steering group should be established in order to provide consultative inputs, act as a channel of communication with a wider range of stakeholders and as a driving force to assure the follow-up of the assessment. It should be composed by central government ministries; regional development agencies; regional, provincial and district authorities; association of municipalities; grouping of other relevant

public and private sector service delivery organisations; NGO sector (including groups representing the interest of marginalised population). These key stakeholders are supposed to be included throughout the assessment process, in order to ensure the relevance of the exercise, to gain their trust, ensure their ownership and thus commitment to subsequent capacity development responses.

The target audience for this user guide is primarily staff of UNDP country offices in Turkey and the Western Balkans who are currently involved, or may become involved, in the assessment of municipal capacities. The guide is also intended for other parties that have a role or interest in any assessment of municipal capacities in EU candidate and potential candidate countries, and these will include, among others: Central, regional, and provincial authorities; Associations of municipalities; Groupings of other public and private sector service delivery organisations; Local and national non-governmental organisations (NGO); Citizens' representatives; European Commission Delegations.

#### Results reporting format

Not yet available as the tool is currently being piloted.

### Gender focus

A specific attention is given to the gender aspect of social exclusion in the region due to the particularly bad conditions of women's access to assets, poverty and political representation, together with higher levels of poverty and unemployment amongst women than for men. As a result, the questionnaire aims, at a minimum, to consider the situation of women in economic and political participation, and how they relate to the functions and services of the municipality.

Questions have been included in the questionnaire to assess the ability of the municipal administration to implement gender-mainstreaming measures efficiently. Questions also cover specific actions, such as encouraging women to apply for vacancies, and measures to increase the number of women in public and private decision-making bodies, and the quality of their participation (e.g. "Does the municipal administration use any of the following special methods (Interviews with individuals, Specially targeted surveys, Focus group discussions, Advisory panels, Working groups or Committees, Separate public meetings) to ensure that women, minorities and typically socially excluded groups are participating effectively in public consultations regarding drinking water supply, liquid waste management, solid waste management, basic healthcare, and primary education?", or "If there are specific guidelines / procedures covering the integration gender and human rights issues into policies, strategies, and services, to what extent are they actually implemented with respect to drinking water supply, liquid waste management, solid waste management, basic healthcare, and primary education?").

### Poverty focus

The tool explicitly focuses on the capacity of municipal administrations to deliver services to all sectors of the community, in particular those members of the community facing increased risk of poverty and social exclusion. The questionnaire therefore includes questions that directly address the accessibility of public services to these groups (women, ethnic and religious minorities, old people, people with disabilities, migrants, etc.) with respect to their needs, their participation in defining these services, and their participation in

service delivery (e.g. "Which of the following issues are important when selecting service delivery partners: Partner's services meet pro-poor requirements (affordability), regarding setting of tariffs, users fees, payment methods etc.").

### Strengths

- The capacity assessment exercise is not conceived to be a measurement tool per se, but to be followed by the implementation of capacity response strategies on the ground.
- The questionnaire is intended to be used as it stands. Thus there should be no need for significant modification. Nevertheless, if it is considered desirable and feasible, some supplementary questions formulated by the assessment team may be added or may be taken directly from the list of supplementary questions annexed to this user guide.

### Weaknesses

- The methodology is limited to services that are delivered exclusively by municipalities, and to a lesser extent, services that are delivered with the involvement of other service delivery organisations. It does not cover services for which municipalities have no responsibility, or for which they have minimal responsibility. Thus, in some countries, the methodology may not cover all five of the above services, where municipalities have little or no involvement in the delivery of one or other of these services.
- A wide range of human and institutional resources are required to manage, implement and follow-up the capacity assessment exercise: UNDP country offices, national central, regional, and local administrations, associations of municipalities, national, regional, and local NGO, citizen representatives, national public administration academies, EC Delegations, independent experts, etc.

### Coverage

It is envisaged that all the municipalities of Turkey and the Western Balkans will be covered by the survey.

### Timeline

2008. On-going.

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**Where to find it**

Users' Guide & supplementary questions: <http://europeandcis.undp.org/cd/show/68567553-F203-1EE9-B0F61CC5775E3F9E>

**Capacity assessment questions:**

<http://europeandcis.undp.org/cd/show/B1FC1F8E-F203-1EE9-B06F342DB5E4E9C9>

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