Training Toolkit on Effective National to Local Public Governance for SDG Implementation
Localization from National to Sub-national

Module 3.4
Learning Outcomes

- Understanding the different approach of localization
- Learn different forms of integrated local governance
- Explore mechanisms to strengthen & encourage local government
- Learn how to assess decentralization and local governance using different tools
I. Localization from National to Local

Sustainable development depends on “the effective decentralization of responsibilities, policy management, decision-making authority and sufficient resources, including revenue collection authority, to local authorities, closest to, and most representative of, their constituencies”

- UCLG, 2008

Local governments should strive to

- Be informed
- Evaluate performance
- Improve transparency and inclusion
- Work in partnership
- Cooperate with neighboring local governments
- Form coalitions of cities and local governments

Training Toolkit on Effective National to Local Public Governance for SDG Implementation
## I. Localization from National to Local

### Stages of SDG implementation process

<table>
<thead>
<tr>
<th>Stage</th>
<th>Focus</th>
<th>Activities</th>
</tr>
</thead>
</table>
| 1      | PREPARATION National level | • Preparation of national strategies (integration/alignment of the SDGs within national development strategies (NDSs) or development of a 2030 Agenda plan).  
• Appointment of a responsible national coordination body and building an inclusive governance arrangement to promote a ‘whole-of-government’ and ‘whole-of-society’ approach to SDG implementation.  
• National monitoring and evaluation framework and indicators.  
• Information and consultation (national and local).  
• Localization strategy for implementation of SDGs: vertical and horizontal alignment of policies.  
• Dedicated means of implementation: technical assistance and training programmes, financing mechanisms.  
• National reporting system for the preparation of the VNR with a multi-stakeholder participatory approach |
|        | PREPARATION Local/regional level(s) | • Alignment of local development plans (LDPs) with the SDGs and/or national development plans (NDPs) that have already integrated with the SDGs.  
• Local/regional coordination body: building governance arrangements.  
• Strengthening local information and consultation.  
• Setting priorities and targets for implementing local 2030 Agenda plans.                                                                                                                                                                       |

Source: Brian Roberts for the ‘GOLD V Report’.
## I. Localization from National to Local

### Stages of SDG implementation process

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<tr>
<th>Stage</th>
<th>Focus</th>
<th>Activities</th>
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</table>
| 2     | Operationalization           | • Setting priority targets, involving local stakeholders, preparing investment plans and budgets for projects and programmes.  
                                           • Operationalizing SDG monitoring and evaluation of performance targets and indicators.  
                                           • Collaborative multilevel governance and coordination arrangements established to support co-funded local SDG initiatives.  
                                           • National and local retrofitting of SDGs to existing projects and programme activities |
| 3     | Scaling-up/ mainstreaming    | • Long-term plans, budgets and funding models for scaling-up to long-term programmatic and bundled programme activities.  
                                           • Mainstreaming and tailoring to context and scale.  
                                           • Knowledge transfer involving continuous open learning. |
| 4     | Adapting/ glocalizing        | • Glocalization of good practices.  
                                           • Customization and adaption of learning and good practices.  
                                           • Value-adding through innovation and creativity.  
                                           • Developing learning systems and technologies. |

Source: Brian Roberts for the ‘GOLD V Report’.
II. Decentralization Approach

Module 3.4: Localization from National to Sub-national

![Diagram of decentralization approach, including forms, institutional arenas, potential benefits, and rationalities of decentralization.](image-url)
Decentralization is the transfer of authority and responsibility for public functions from the central government to intermediate and local governments or quasi-independent government organizations and/or the private sector.

**Political**
Democratization, citizen participation, legitimate government(s)

**Fiscal**
Assignment of revenues to local governments so they can discharge their responsibilities. Sometimes related to local revenue generating capacities

**Administrative**
Transfer of functions with regards to planning, management, allocation of resources

**De-concentration**

**Delegation**

**Devolution**

II. Decentralization Approach (Cont.)
Political Decentralization

Aims to give citizens or their elected representatives more power in public decision-making

Introduce more participatory forms of governance

Decisions made with greater participation will be better informed and more relevant

Allows citizens to know better their political representatives

Often requires constitutional law reform

Puts in place local governments at sub-national level allowing for relatively extensive decision-making, policy-making and even some legislative authority

A strong vehicle for championing local diversity and local autonomy as well as localizing SDGs

Provides a structural and institutionalized venue for local people
II. Decentralization Approach (Cont.)

Political Decentralization

- Adapting public institutions to decentralized context
- Existence of bodies separated by law from centre
- Organization of downward accountability
- Free and fair elections
- Devolution of power to local governments
- A well-developed and inclusive local political process (participation)
- Local autonomy to programme and spend (own) resources

Adapted from: European Union (2007) Supporting Decentralization and Local Governance in Third Countries

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II. Decentralization Approach (Cont.)

Fiscal Decentralization

- Need to have an adequate level of revenues
- Law changes are likely to be required
- Autonomy to make independent fiscal decisions
- Goal is to confer on local governments greater responsibilities for taxation and for resource allocation

Fiscal decentralization can take many forms, including:

- Self-financing or cost recovery through user charges
- Co-financing or co-production arrangements
- Expansion of local revenues through property or sales taxes, or indirect charges
- Intergovernmental transfers
- Authorization of municipal borrowing
II. Decentralization Approach (Cont.)

Fiscal Decentralization

- Self-financing or cost recovery through user charges
- Co-financing or co-production arrangements
- Expansion of local revenues through property or sales taxes, or indirect charges
- Intergovernmental transfers
- Authorization of municipal borrowing
II. Decentralization Approach (Cont.)

Fiscal Decentralization

- Assessing the impact of fiscal decentralization
- Allocation of responsibilities among levels of government
- Introduction of planning and budgeting cycle at decentralized level
- Allocation of various taxes among levels of government
- Fiscal transfer systems among different levels of government
- Central government control (upward accountability)

Adapted from: European Union (2007) Supporting Decentralization and Local Governance in Third Countries
II. Decentralization Approach (Cont.)

Administrative Decentralization

Transfer of responsibility for planning, financing, and managing certain public functions from the central to local government

Deconcentration
Consists of redistribution of decision-making authority and financial and management responsibilities among different levels of the central government

Delegation
Involves a national government transferring responsibility for decision-making and administration of public functions to semi-autonomous public sector organizations

Devolution
National governments devolve functions to sub-national government

Module 3.4: Localization from National to Sub-national
II. Decentralization Approach (Cont.)

Administrative Decentralization

- Delivery of public services & functions at lower levels
- Execution ‘on behalf of’ central government
- Clarifying accountability lines between local and central government (control/tutelle)
- Transferring decision-making authority, resources
- Existence of lower levels of government, agencies, field offices
- Ensuring effective local intergovernmental relationships
- Building institutional capacities at lower levels

Adapted from: European Union (2007) Supporting Decentralization and Local Governance in Third Countries

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II. Decentralization Approach (Cont.)

Decentralization choices, outcomes, results and impact

Decentralization Choices
- Political
  - Civil liberties
  - Political rights
  - Democratic pluralistic system
- Fiscal and Financial
  - Fiscal Resources
  - Fiscal Autonomy
  - Fiscal decision-making
  - Sub-national borrowing
- Administrative
  - Administrative structures and system
  - Participation

System Outcomes
- Political Accountability
- Political Transparency
- Political representation
- Resource mobilization
- Resource Allocation
- Fiscal Capacity
- Sub-national indebtedness
- Administrative Capacity
- Administrative accountability
- Administrative Transparency

System Results
- Soft/hard budget constraint
- Moral hazard
- Macro-economic instability
- Responsive services
- Effective services
- Efficient services
- Sustainable services

Dev. Impact
- Increased incomes
- Increased productivity
- Increased literacy
- Decreased mortality
- Growth of civil society
- Etc.

Source: UN DESA. Decentralized Governance for Democracy, Peace, Development and Effective Service Delivery
II. Decentralization Approach (Cont.)

**Decentralization For Better Service Delivery**

**Local governments are well placed to assess the needs of the users of basic services**

**National and regional governments**
- transfer to local government clear and extended responsibilities
- ensure that local authorities have predictable budgetary transfers
- permit local government to have access to, and to control, financial resources
- establish, in consultation with local government, an effective regulatory system

**National policies meet community needs at the local level**

**Local authorities can establish**
- Equitable tax systems
- Relevant rules of enforcement to ensure the collections of revenues
- User charges and monitoring mechanisms
II. Decentralization Approach (Cont.)

Complexity of Decentralization

- Subnational officials elected directly, but without administrative and fiscal powers
- Off-loading of unfunded expenditure responsibilities for government services to subnational levels
- Subnational expenditure powers realized, but only up to a certain threshold requiring approval by the center
- Decentralized subnational governments headed by centrally appointed officials
Looking at decentralization as an open system

- Efforts to promote political decentralization are unlikely to succeed in the absence of administrative deconcentration and fiscal decentralization.
- Decentralization attempts, in turn, are dependent on broader state and public-sector reforms.
- Inadequate intergovernmental linkages can have a substantial constraining effect on sustainable local development.
- Strong linkages are needed between decentralization as a ‘political process’ and the myriad of ‘local development initiatives’.
- The road from establishing ‘local governments’ to ensuring effective ‘local governance’ is likely to be tedious.
- The currently prevailing aid paradigm stresses the importance of supporting domestic policies and reforms with adequate financing modalities.
- For decentralization to succeed, a harmonization of agendas, roles and donor practices is required.

Major implications for the Government
II. Decentralization Approach (Cont.)

Decentralization: A complex field

- High political intensity and sensitivity
- A multitude of actors and stakeholders
- Question of commitment and/or capacity to reform at the central level
- Different levels of decentralization
- A wide range of complex institutional and technical issues to be sorted out
- Insufficient capacity to take on new responsibilities
- Confusion on new roles and responsibilities
- Limited legitimacy of the new local governments
- Strong presence of development partners
- An unpredictable and dynamic process
- Need for long-term donor engagement but with uncertain impact
Activity

Identification of the potential challenges and opportunities from the decentralization processes (in own national context) for your Change Project

Identify potential measures for addressing challenges and capitalizing on opportunities.

Note: Separate handout is provided
Local governance refers to the whole range of interactions between players at the sub-national level, ranging from local governments, to private sector, civil society and community-based organizations.
Successful implementation of the SDGs, with the triple bottom line of social development, economic development, and environmental protection, will require an integrated approach to governance and policy.

An integrated approach to sustainable development emphasizes the social, economic and environmental dimensions of development, by:

- breaking down traditional sector-based governance structures
- encouraging coordination between departments and public sector institutions
- aligning development priorities across different levels of government
- encouraging mutually beneficial decision-making and minimizing trade-offs, and
- promoting multi-sector planning through joint action
III. Local Governance Approach (Cont.)

- Institutional and organizational set-up for local governance process
- Existence and quality of accountability mechanisms
- Improvement of local finances (including citizen’s willingness to pay taxes)
- Empowerment of civil society (dialogue partners and ‘watchdog’)
- Mechanisms for exchange of information and dialogue

Responsive and accountable local governments

Adapted from: European Union (2007) Supporting Decentralization and Local Governance in Third Countries

Training Toolkit on Effective National to Local Public Governance for SDG Implementation
III. Local Governance Approach (Cont.)

- Democracy and legitimacy
- Transparency and openness
- Collective nature
- Appointment by election
- Legislative autonomy
- Organizational autonomy
- Financial autonomy
- State support and guarantees for LG
- Accountability & responsibility of LG bodies and officials to communities
- Judicial protection of the rights of LG
- Balancing local and state interests
- Subsidiarity
- Ubiquity
Framework for Local Governance

Improved Quality of Life, Resilient States-Society Relationship at the Local Level

Integrated Local Governance & Local Development

- Equitable, effective and sustainable delivery of goods and services
- Inclusive decision-making involving women and men
- Secure, stable and peaceful environment for development
- Sustainable use & management of natural resources
- Increased economic opportunities and jobs for women and men

Social capital (women, men, youth, indigenous people)
Administrative capacity
Rule of Law
Democratic accountability
Fiscal empowerment
Spatial information

Source: UNDP, 2016
III. Local Governance Approach (Cont.)

- Territorial coordination between local governments
- Horizontal coordination across departments/ministries
- Vertical coordination with national and state/regional governments

Form of integrated local governance
### III. Local Governance Approach (Cont.)

#### Mechanisms for Integrated Governance

<table>
<thead>
<tr>
<th>Inter-municipal or territorial coordination</th>
<th>Inter-departmental or horizontal coordination</th>
<th>Vertical Coordination Between Multiple Levels of Government</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inter-municipal agencies</td>
<td>Inter-departmental agencies</td>
<td>Parastatal agencies</td>
</tr>
<tr>
<td>Sectoral governance boards</td>
<td>Cross-sectoral departments</td>
<td>Vertical funds</td>
</tr>
<tr>
<td>Metropolitan governments</td>
<td>Digital Platforms</td>
<td>Special Purpose Vehicles</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Accountability mechanisms</td>
</tr>
</tbody>
</table>
New strategies for supporting local governance

- Taking fully into account the local cultural and institutional context
- Increasing levels of participation
- Adapt support for local governance to national strategy
- Enhance negotiation and consultation between actors
- Encourage transparency and accountability
- Encourage local government to act
III. Local Governance Approach (Cont.)

Importance of Local Governance during COVID19

Key to development that is inclusive and sustainable

Support horizontal and vertical coordination among local actors

Support equitable local resource allocation

Support dialogue and coordination among local governments

Engage with informal local governance actors and facilitate their involvement in formal local governance processes

Support local (real-time) monitoring systems

Strengthen transparency, social accountability, and grievance and complaints mechanisms

Support local government resource mobilization

Improving the quality of life of the people

Guarantee peace, boost economic development, maximize administrative efficiency

Support disaggregation of local administrative data

Strengthen community participation in local governance, including participation of women, youth and adolescents

Support local government resource mobilization
IV. Mechanisms to Strengthen & Encourage Local Government

Governance and democracy at local level
- Representative and participatory democracy
- Local officials and the exercise of their office

Powers and responsibilities of local authorities
- Subsidiarity
- Incremental action

Administrative relations between local authorities and other spheres of government
- Legislative action
- Empowerment
- Supervision and oversight

Financial resources and capacities of local authorities
- Capacities and human resources of local authorities
- Financial resources of local authorities
IV. Mechanisms to Strengthen & Encourage Local Government (Cont.)

Local Autonomous Government’s Performance Evaluation

- Self-Evaluation
- Evaluation by Central Ministries
  - Joint Evaluation
  - Individual Evaluation
V. Connection between Decentralization & Local Governance Approach

Decentralization directly influences local governance by setting up a new layer of political and economic power.

Local governance issues can be pursued even without decentralization. However, decentralization reinforces and legitimizes local governance processes when correctly done.

### Difference between Decentralization and Local Governance

<table>
<thead>
<tr>
<th>Decentralization Reforms</th>
<th>Local Governance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Support to the formal public sector elements of a decentralization reform</td>
<td>Support to the wider involvement of citizens, NGOs, private sector in relation to working with and monitoring local governments</td>
</tr>
</tbody>
</table>

Examples include:
- Assistance to central ministries responsible for reform to develop new policies and legislation.
- Capacity building of local governments for improved planning, financial management, etc.
- Provision of development funding to local governments for water, roads, health, etc.

Examples include:
- Assistance to private sector contractors to enable them to bid for decentralized works contracts.
- Civic education and support to CBOs to strengthen the capacity of local communities to hold their local governments accountable.
- Support to gender equality and empowerment.
V. Connection between Decentralization & Local Governance Approach

Sources of potential conflicts

- Local elections are the key to legitimacy of local governments
- Effective local governments are seldom created from the top
- Decentralization implies an overall rethinking of inter-governmental relations
- Decentralization is due to fundamentally affect the “accountability chain” in development processes
- Competition for donor funding
- Decentralization involves building an active citizenship

Potential tensions and conflicts

- National development needs
- Local development needs
- Donor requirements
- Local government requirements
- Sector-wide approaches
- Local government plans
- Development expenditures
- Recurrent expenditures
- State of the art ‘outputs’ in service delivery
- Improved local governance
- Line ministry roles
- Local government roles
- Minimum criteria for local governments to access grants
- Helping needy local government
- Use of local governments
- Work with NGOs and the private sector
VI. Assessing Decentralization & Local Governance

Assessments of local governance provide important information on issues specific to the local level, such as policies vis-à-vis decentralization, participation and local accountability.

Rationale for assessing decentralization & local governance

- 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.

Objectives

- Diagnostic
- Monitoring
- Evaluation
- Dialogue

https://bit.ly/3tVzrzA
VI. Assessing Decentralization & Local Governance

Focus of the Assessment

1. Decentralization indicators
2. Capture the principal dimensions and determinants of governance at the local level
3. Local democracy, or democracy at the local level
4. Local government and local government performance

Assessment tools or sources are grouped in three categories

1. Approaches based on **multiple stakeholders**
2. Approaches based on **citizen perspectives**
3. Self-assessments **by local government institution**

Multi-stakeholder participation in assessment

- Local government representatives
- Central government representatives
- Local government associations
- Civil society organizations
- Community based organizations
- Traditional leaders/institutions
- Local businesses
- Ordinary citizens
VI. Assessing Decentralization & Local Governance

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

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)

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

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)

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

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)
## VI. Assessing Decentralization & Local Governance

### Main features of the tools

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

Source: Adapted from UNDP Users’ Guide to measuring local governance, p.49
## VI. Assessing Decentralization & Local Governance

### Approaches based on citizen perspectives

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<th>Tools</th>
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<th>Lead actor(s) applying the tool</th>
<th>Explicit poverty &amp; gender measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>URBAN GOVERNANCE INDEX</td>
<td>Quick, cheap and ‘indicative’ findings</td>
<td>Both diagnostic and CD to facilitate engagement of citizens in governance processes</td>
<td>Mainly objective sources</td>
<td>Both: Internal municipal staff (self-assessment), typically facilitated by a local government association</td>
<td>Both disaggregated and specific to the poor</td>
</tr>
<tr>
<td>(UN-HABITAT)</td>
<td>(a two-day workshop can generate most of questionnaire responses)</td>
<td></td>
<td></td>
<td></td>
<td>Both disaggregated and gender specific</td>
</tr>
</tbody>
</table>

### Remarks
- **Indexation**
- **Looks more at institutional aspects of governance (are democratic governance systems in place?)**
- **Requires a data rich setting (urban)**
- **Strengths**: Universal criteria (comparability high); Quickly identifies areas of weakness for further investigation; Can be applied by municipality independently
- **Weaknesses**: Not context specific; No scores per stakeholder group; No perception data (no quality statements)

Source: Adapted from UNDP Users’ Guide to measuring local governance
### VI. Assessing Decentralization & Local Governance

**Approaches based on multiple stakeholder perspectives**

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</thead>
<tbody>
<tr>
<td>SOCIAL AUDIT OF GOVERNANCE AND DELIVERY OF PUBLIC SERVICES (Pakistan)</td>
<td>Longer, costlier and more detailed/reliable findings</td>
<td>Both diagnostic and CD to facilitate engagement of citizens in governance processes</td>
<td>Mainly subjective sources, complemented by some objectives sources</td>
<td>Both: Both government officials / service providers and citizens serve as facilitators of the audit and as respondents</td>
<td>Both disaggregated and specific to the poor</td>
</tr>
</tbody>
</table>

**Remarks**

- **Strengths**: Good as diagnostic and monitoring tool; High level of accuracy
- **Weaknesses**: Still in development (one country application); Costs are very high

*Source: Adapted from UNDP Users’ Guide to measuring local governance*
### VI. Assessing Decentralization & Local Governance

#### Self-assessments by local government institutions

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</tr>
</thead>
<tbody>
<tr>
<td>LOCAL INTEGRITY INITIATIVE (Global Integrity)</td>
<td>Longer, costlier and more detailed/reliable findings</td>
<td>Diagnostic</td>
<td>Mainly objective sources</td>
<td>External: Local country teams composed of well-known experts from national think tanks, universities, NGOs, and media</td>
<td>Some indicators are specific to the poor</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Some indicators are gender specific</td>
</tr>
</tbody>
</table>

**Remarks**

- Corruption (integrity) measurement tool
- Indexation for national level policy making
- Tested in various countries
- Country specific

**Source:** Adapted from UNDP Users’ Guide to measuring local governance
Group Discussion

What are experiences of working with assessments of local governance and/or decentralization?

What are strengths and weaknesses of the tools or approaches used?

Are principles such as participation, inclusion, equality, transparency and accountability sufficiently addressed?
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 directly influences local governance by setting up a new layer of political and economic power.

Effective local governance is key to development that is inclusive and sustainable, at the local level as well as the national.

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.

Assessment of decentralization and local governance can be assessed through approaches bases on multiple stakeholders; citizen perspective and Self-assessments by local government institution.
References


Thank you