

# CAPACITY DEVELOPMENT ACTION BRIEFS

United Nations  
Development Programme



UN  
DP

## CASE EVIDENCE ON 'CAPACITIES FOR INTEGRATED LOCAL DEVELOPMENT PLANNING'

**A UNDP Capacity Development Resource**

DRAFT COPY

## **DISCLAIMER**

The Capacity Development (CD) Action Brief series provides focused and concise synthesis of case evidence on selected Capacity Development responses of national governments and development partners. It reviews country experiences and explores common patterns and emerging trends in CD applications using case study methodology and normative frameworks. The Action Briefs are peer reviewed by CD policy advisors/specialists and key findings are shared through the Capacity Development Network (Capacity-Net) for further inputs and insights. The final product is meant to complement UNDP's CD policy statements and practice notes and intended to be additional aid for UNDP and development practitioners.

# CAPACITY DEVELOPMENT ACTION BRIEFS

United Nations  
Development Programme



## Capacities for Integrated Local Development Planning

By Capacity Development Group, UNDP

*This action brief highlights the commonly used approaches to local development and related capacity challenges to support integrated local development planning process. It specifically provides case evidence on key features of supporting capacity development for facilitating participatory planning through dialogue and priority-setting, data collection and analysis, and integrated planning and budgeting. The common capacitating elements for integrated local planning in the cases reviewed include promoting inclusive processes of consultation and links among the planning, decision-making, and accountability elements of local governance; skills development in the use of planning and monitoring tools, utilisation of local talent and knowledge, experience sharing and knowledge transfer, incentives for improved performance coupled with legal and policy framework for participatory governance.*

### Introduction

In the quest to achieve national development goals including the MDGs, there is increasing recognition that this could only happen when the goals are translated into actions at the sub-national levels and by active involvement of local actors. This in turn brought about renewed attention to planning for local development, which is output and impact oriented and linked to the national level policies and budget processes. Many studies, however, suggest that despite the increasing recognition and promotion of decentralisation and local governance for sustainable development in different parts of the world, local governments in many cases are too often unable to perform the tasks they have been delegated. An analysis of such situations usually reveals specific characteristics of challenges or achievements stemming from the particular political, historical, legal, and socio-economic traditions of a specific country. Nevertheless, in most instances, weak capacities of local governments for stakeholder consultation, integrated planning, mobilisation of partnerships and resources for implementation and monitoring and evaluation are the common problems cited in the existing literature. The recent draft UNDP Practice Note on capacities for integrated local development identified the critical capacity investment needs including, among others - capacities to facilitate participation through dialogue and priority-setting; capacities to gather, disaggregate, and analyse data for planning purposes; and capacities to undertake integrated planning and budgeting – all directly linked to the effectiveness, results and focus of successful local level planning (UNDP, 2006).

### Context

Applied research in to the analysis of the practice shows that governments and development partners have been taking various approaches to local development that can be categorised into *Community-driven Development (CDD); Local Government; Decentralized Sectoral; and Area-Based Development Approaches*<sup>1</sup>. Although these approaches share some common principles - *empowerment of the poor and other marginalised groups, responsiveness to beneficiary demand, autonomy of local institutions associated with greater downward*

<sup>1</sup> Decentralized sectoral approaches rely on functionally specialized organizations at the local level, with operational autonomy allocated through deconcentration or delegation policies. Local government approaches promote territorially organized political and administrative institutions, with policy and operational autonomy allocated through devolution policies. Direct community support approaches or CDD promote resource transfer and civil society empowerment strategies that emphasize community organizations as institutions of collective action and interlocutors between people and public service providers (Helling et-al, 2005). Area-based Development Approach on the other hand targets specific geographical areas in a country, characterized by a particular development problem, through an integrated, inclusive, participatory and flexible approach (Harfst, 2006; [UNDP Ukraine, 2003](#))

*accountability, and enhancement of local capacities*, studies noted that each has particular features and limitations (see annex 2), which have also been the focus of both conceptual reflection and practice debate for the past decades. Integrating these approaches, by selecting and combining methods drawn from each, offers opportunities for significant synergies. However, the challenges arising from their different principles of organisation, entry points, strategic orientation, and operational methods have been undermining the effectiveness and sustainability of investments on such integrated approach (Helling et- al, 2005).

Moreover, the application of these approaches has clear implications to any given capacity development support. While, for instance, direct community support approach leans towards developing social capital, participatory planning, and accountability of service providers to civil society [a demand side emphasis], sectoral approach on the other hand focuses on technical and managerial capacity development linked to public service providers (Ibid). In light of such practical challenges of integration, MDG localisation, which advocates for effective planning methods based on multi-sector approach to poverty reduction and human development, creates an opportunity to support capacity development for integrated local development planning and implementation processes and boosts synergies and alignments among different local development models. The cases reviewed in this paper focus on country experiences and lessons in addressing key capacity development needs for integrating local development planning.

### *Capacities for participatory planning through dialogue and priority-setting*

Studies in the field revealed that there is often a natural tension between national development priorities commonly established by such frameworks as the MDGs, and the empowerment of communities to determine their own priorities. In an effort to address such challenges, the government of Mozambique adapted innovative approach to local development through participatory deconcentration, where participatory district planning provided a venue for cross-sectoral priority-setting and greater responsiveness to community concerns. Besides, strengthening capacities in planning, budgeting and personnel systems enhanced the role of district authorities in local sectoral administration. By focusing on empowerment of community members vis-à-vis local civil servants, Indonesia's Kecamatan Development Program has contributed not only to improved social and economic infrastructure but also to the strengthening of peoples' capacity to deliberate and act collectively in their own interest (Wong, 2003, Guggenheim, 2003, WB 2003).

In an effort to enhance the capacities of communities to participate in local development processes, governments have created enabling environment and legal instruments that promote multi-stakeholder dialogue process. For instance, in the Philippines the local government Code of 1991 established a local development council for every province which is responsible for formulating a comprehensive multi-sector development plans. Similarly, the Law of Popular Participation in Bolivia empowers democratically elected municipal councils to design and implement local development policies and programmes. In order to ensure community priorities are well reflected in the local plans and budgets, a watchdog organ called Vigilance Committees were set up (Goetz and Gaeta, 2001; IDS, 2002). The experience of Indonesian Partnership on Local Governance Initiatives shows that well organised 'study tour' to the Philippines coupled with trained facilitator and small grant facility (made available by the Ford Foundation) to encourage follow-up actions were among key capacitating factors behind successfully establishing partnership arrangement for local governance (Sjaifudian, 2002).

Another mechanism used by governments to encourage people's participation in local development efforts is the People's Campaign for decentralised planning. Following the endorsement of the Panchayati Raj Act in the state of Kerala, its state planning board initiated the Peoples Planning Campaign to strengthen village level governance and empower local Panchayats to draft plans based on a participatory village-based planning process. Planning was supported via mobilisation of neighbourhood groups and involvements of resource persons including retired experts from state, district and local levels (IDS, 2002). Similar campaigning initiatives have been undertaken in various countries such as Bulgaria, Nigeria, Jordan, Latvia, Guinea, etc. These

initiatives have targeted specific communities such as youth, women and other vulnerable groups and developed their advocacy skills to be able to participate meaningfully in the local development process (UNDP, 2006).

While having in place the framework is important for participatory local development planning process, some of the studies revealed that there are other key determinants with a scope and depth that far exceed the domain of legal/administrative rearrangements where local planning takes place. For instance, formal changes in administrative processes (for example the introduction of decentralised local-level planning) are no guarantee of actual improvements in broad-based popular participation and may have different outcomes in different countries. Studies of decentralisation reforms in some South Asian countries have shown that the local elite may take advantage of the opportunities and capture related benefits, leaving the poor in increased marginalisation (UNCDF, 2004). Hence, it is worthy noting the fact that there is a need to pay greater attention to local power structures and dynamics so as to ensure meaningful participation in the local planning process. Moreover, effective participatory local planning requires inclusive processes of consultation and links among the planning, decision-making, and accountability elements of local governance. For instance, the Andra Pradesh experience suggests that links among community, local government and specialised service providers can contribute to more equitable, dynamic, and sustainable local development (World Bank 2003).

### *Capacities to collect and analyse data for planning purposes*

The case evidence reviewed alluded to the fact that baseline assessment and analysis capacity at the local level is another critical element of integrated local planning. Most of the approaches at the sub-national level to greater extent depend on national data systems and related institutional arrangements. Although a number of studies found out that national level intervention involving local actors do impact capacities at the local level (as in the case of Cape Verde, Tanzania, and Kazakhstan), there are interesting cases where specific activities were put in place targeting various stakeholders at the local level. For instance, CSO representatives in Albania, Local leadership group in Macedonia, National and regional government agencies, NGOs and UNCT in Kazakhstan were given trainings on statistical methods and techniques that enabled them to participate in the formulation and monitoring of MDG based local development strategies (UNDP, 2006).

The capacities for local level data collection, analysis and the use of this disaggregated data have been supported through the SNV-UNDP partnership for strengthening local actors in MDG and PRS processes. The progress report of this initiative indicated that the three pilot municipalities in Benin have identified local indicators to monitor the progress towards the MDGs in their municipality, and have started to collect the data to measure progress made. The same report also shows that a training manual for monitoring and evaluation of the MDGs was developed in these pilot municipalities. Similarly in Libya representatives of local and national level planning and statistical departments were trained on MDG indicators and on disaggregation methodology for the adaptation of targets to the national and local level (UNDP, 2006). The toolkit that was developed by UNDP-Kenya through the Capacity 2015 initiative attempted to address the capacity to analyse information within the participatory processes for local development. It offers a wide range of tools that can be adapted to different contexts including: a historical analysis of trends and development in the community through a "River of Life" diagram and exercise, trend lines, stakeholder analysis and matrices, institutional analysis, SWOT analysis, gender analysis, access and control profiling, and problem trees (UNDP, 2006; [Participatory Methodologies to facilitate Community Mobilization](#)<sup>2</sup>). The report further attests that appropriate analyses of survey data and the timely dissemination of the results will ensure that the requisite information can be utilised in decision-making and policy formulation (Ibid). In Albania UNDP, UNICEF and UNFPA have been supporting 3 regions in using DevInfo as a tool for monitoring progress towards achieving the Goals set out in their MDG-based Development Strategies. Initiative establishes a mechanism for data collection at the regional level, enabling the Regional Council to measure the regional indicators on a regular basis. Regional Councils are also equipped with practical

---

<sup>2</sup> It is a toolkit containing 100 participatory tools to help facilitate community mobilization in addressing HIV and AIDS within a community context.

Information Technology (IT) tools and methodologies for storing and processing regional data and producing Progress Reports on the Regional Development Strategy.

### *Capacities to plan and budget for integrated local development*

Integrated development planning is one of the key tools used by the South African Government to improve its new developmental role. It is both a function of municipal management and part of an integrated system of planning and delivery. This planning process facilitates decisions on issues such as municipal budgets, land management, promotion of local economic development and institutional transformation in a consultative, systematic and strategic manner. It also provides a venue for involvement and participation of non-state actors. Using local talents and skills, developing capacity, and putting in place appropriate monitoring and evaluation systems were among the key elements of most Integrated Development Plans (IDPs) reviewed in the country. The important aspect noted in the training and capacity development interventions is addressing the training needs of specific target audiences, adopting a more programmatic and continuous approach, seeking accreditation for training and, where possible, integrating such training and capacity development efforts with career aspirations of recipients. It must also be noted that all IDPs do budget for training, skills and capacity development (UNDP South Africa, 2002).

UNCDF's approach to CD focuses on typical capacity constraints of local government and other local organisations including human resource constraints, material/logistical constraints, institutional constraints and incentives for good performance. Strengthening human resources at the local level, through addressing local HR or personnel gaps and skills deficit and other training requirements, is one of the most important activities of Local Development Programmes (LDPs) (UNCDF, 2005). Perhaps more importantly, a number of UNCDF Local Development Fund experimental programmes suggest that local political realities play a critical role in introducing and implementing decentralised and participatory planning procedures. In Palestine, for example, there was some initial resistance from some local political leaders who have reluctantly accepted the participatory planning exercises introduced by the programme, since they felt threatened. Once it was made clear, through open dialogue, that the exercise is part of the requirement to access the programme's resources and it helped to manage some local conflicts and make more efficient use of resources, they were eventually fully brought into the participating planning process. Another lesson from the implementation of similar programme in Mozambique suggests that the visibility of the project was a major obstacle to the changes in perceptions and attitudes that were critical for the institutional sustainability of the Local Planning Process. A reduction in the project's visibility, the early buy-in of deconcentrated state agencies and the integration of the project in their regular operations were, therefore, the keys to successful introduction of sustainable planning process. Similar efforts are being made in Vietnam and Cambodia to ensure that the extension and support of the local planning process become an integral part of the mandate and regular workload of the provincial planning agencies.

The introduction of participatory planning and budgeting (PPB) by a number of local authorities throughout the world has improved the responsiveness, transparency and accountability of public investment and public service delivery. Specific experience on participatory budgeting in Brazil points out some of the key mechanisms through which citizen's inclusion was achieved, i.e., giving citizens a direct role in city governance by creating a range of public fora (micro-regional councils, district councils, sectoral committees, plenaries, delegate councils) in which citizens and/or delegates can publicly articulate and debates their needs; linking participatory inputs to the actual budgeting process through rule-bound procedures; improving transparency in budgeting process by increasing the range of actors involved and publicising the process; and incentivising agency by providing tangible returns to grassroots participation (Baiocchi et-al, 2005). Also, with the support of UNDP-SNV, about five municipalities in Armenia have formulated performance budgeting to improve the utilisation of local resources (UNDP Armenia, 2006). There are also documented cases highlighting gender-responsive budgeting initiatives in Yemen, Uganda, Cambodia, Mali and Mozambique aimed at integrating gender analysis in to process of local budgeting and planning (UNCDF, 2006).

Checklist for Action Agenda<sup>3</sup>: *Integrated Local Development Planning*

Elements	UNDP's Generic CD Mainstreaming Checklist	Operational Checklist for Integrated Local Development Planning
<b>Engage Partners and Build Consensus</b>	<ul style="list-style-type: none"> <li>- Identify all relevant stakeholders and engage them in the capacity development process</li> <li>- Support local dialogue processes</li> <li>- Build consensus through negotiation and dialogue and on the how, the what, and the who does what</li> </ul>	<ul style="list-style-type: none"> <li>- Identify local actors and map out potential CSO partners and other actors in the community who should engage in the planning process</li> <li>- Engage in a multi-stakeholder dialogue at the community and village levels</li> <li>- Support visioning process and consensus building (including changing attitudes, managing complex processes involving different actors and interest groups, etc.)</li> </ul>
<b>Assess Capacity Assets and Needs</b>	<ul style="list-style-type: none"> <li>- Mobilise and design the capacity assessment exercise</li> <li>- Conduct the capacity assessment</li> <li>- Summarise and interpret capacity assessment results</li> </ul>	<ul style="list-style-type: none"> <li>- Conduct initial baseline assessment that is not too complex and burdensome for local actors (select baseline indicator, collect data, analyse data and interpret and communicate results)</li> <li>- Assess and overcome institutional boundaries that separate sectoral, local government and community based actors and organisations</li> </ul>
<b>Define Capacity Development Strategies<sup>4</sup></b>	<ul style="list-style-type: none"> <li>- Define capacity development strategies and the required data and analysis that supports them</li> <li>- Define progress indicators for capacity development strategies and capacity development</li> <li>- Cost capacity development strategies and capacity development</li> </ul>	<p>Design integrated plan and budget in the form of thematic action plans. The action plans have the following key components:</p> <ul style="list-style-type: none"> <li>- <i>Define aims and objectives</i></li> <li>- <i>Specify desired/expected outcomes</i></li> <li>- <i>Outline key actions and policy requirements and establish priorities</i></li> <li>- <i>Assign specific roles and responsibilities through inclusive process</i></li> <li>- <i>Determine the timeframe (short- and long-term)</i></li> <li>- <i>Forecast budget and financial requirements and ensure community involvement throughout</i></li> <li>- <i>Assess resources/funding</i></li> <li>- <i>Put in place M&amp;E system/strategy</i></li> </ul>
<b>Implement CD Strategies</b>	<ul style="list-style-type: none"> <li>- Set up national and local programme and advisory teams that will guide and manage application of the strategies</li> <li>- Facilitate the lead institutions and networks of relevant service delivery agents to perform their functions</li> <li>- Introduce techniques for efficient project financial management, as well as leadership and change management</li> </ul>	<ul style="list-style-type: none"> <li>- Tap into and build up social capital and use the experiences/expertise of different groups and work with existing community mechanisms and networks</li> <li>- define the composition and mandate of coordinating bodies and other implementing bodies</li> <li>- Train communities and strengthen their capacities to ensure their participation in the implementation process</li> </ul>
<b>Monitor &amp; Evaluate CD Strategies</b>	<ul style="list-style-type: none"> <li>- Conduct short-term monitoring based on the agreed CD progress indicators</li> <li>- Ensure results feed into results based management systems</li> </ul>	<ul style="list-style-type: none"> <li>- establish participatory M&amp;E mechanisms</li> <li>- train communities on the use of participatory Monitoring tools and methods</li> <li>- conduct regular monitoring and reporting activities</li> <li>- ensure results from participatory impact assessments fed into appropriate national bodies</li> </ul>

<sup>3</sup> This checklist is based on the literature and country experiences reviewed, not intended to be comprehensive but essential ingredient to take note as a starting point in designing CD response strategy or programme.

<sup>4</sup> For details on the steps for MDG-linked local development strategy and supporting CD please see the draft practice note on Capacities for Integrated Local Development (UNDP, 2007)

## Concluding Remarks

The commonly employed approaches to local development, which have distinctive characteristics and benefits, have demonstrated limited impact due to the challenges of coordinating and integrating efforts with broader public sector institutions and processes. However, there is clear evidence asserting the usefulness of such concept as sustainable local development, which helps to promote effective planning methods based on multi-sector approach to poverty reduction and human development and creates an opportunity to support capacity development for integrated local development planning processes. Despite a number of attempts to ensure the full benefit of local level development process, there remain critical capacity challenges particularly in facilitating participatory planning through dialogue and priority-setting, data collection and analysis, and integrated planning and budgeting. And once developed, there are challenges of linking local plans and strategies to national policies and budgeting processes, mobilising partners and resources for implementation and achieve tangible results.

While putting in place proper legal and administrative framework encourages participatory local planning process, the reviewed cases equally highlights the importance of addressing local power structures and dynamics in order to ensure meaningful participation. With a strong legal and policy backing, the integrated development planning process creates a venue for greater involvement and partnership among local government representatives, civil society organisations and the private sector. While strengthening local capacities to collect and analyse development data is critical, country experiences highlighted that appropriate analyses and disaggregation of survey data and the timely dissemination of the results will ensure that the requisite information can be utilised in decision-making and policy formulation processes. Moreover, it was also noted that the introduction of participatory planning and budgeting processes has improved the responsiveness, transparency and accountability of public investment and public service delivery

The case evidence reviewed identified specific capacitating factors for integrated local development planning including, but not limited to, skills development of local actors for baseline assessment and analysis; utilisation of local talents including retired experts from national/local governments; small grant facility that will encourage follow-up action after the provision of trainings; experience-sharing and knowledge transfer such as 'study tours'; putting in place participatory planning and budgeting as well as monitoring and evaluation systems; proper incentives for local actors/agencies by providing tangible returns for grassroots participation; and strengthening policy development and oversight capacities at the national level. In the mean time, addressing such issues as changing attitudes and practices in both public sector organisations and in civil society to legitimate values of equity, responsiveness, accountability, and responsibility; managing complex processes involving many organisational actors; overcoming institutional boundaries that separate sectoral, local government and community-based actors due to divergent interests and values; and realigning relations of power to favour local actors came out as critical elements of integrated local development planning process in some of the cases reviewed.

**Reference**

Baiocchi, Gianpaolo et al. 2005. 'Measuring and Evaluating Empowerment: Participatory Budgeting in Brazilian Municipalities'. The World Bank

Centre on Integrated Rural Development for Asia and the Pacific and FAO (2004) Country experiences in Decentralization in South Asia Report of the Sub-regional Workshop Kathmandu, Nepal 24 to 26 February 2004 [<http://ftp.fao.org/docrep/fao/007/ad506e/AD506e00.pdf>]

Drobniak, Adam (no date given). 'Evaluation of Local Development Strategies and process of their implementation in the Silesia Region'. University of Economics in Katowice.

Gaventa, John. 2002. 'Introduction: Exploring Citizenship, Participation and Accountability'. IDS Bulletin 33.2, 2002. Institute of Development Studies 2002

Gercheva, Dafina. 2003. 'Local Sustainable Development Planning: Manual for a Local Sustainable Development Strategy Formulation'. UNDP Bratislava

Harfst, Jan. 2006. A Practitioner's Guide to Area-Based Development Programming. UNDP Regional Bureau for Europe & CIS. [<http://europeandcis.undp.org/files/uploads/LG/ABD%20toolik.doc>]

Helling, Louis, et al. 2005. 'Linking Community Empowerment, Decentralized Governance, and Public Service Provision through a Local Development Framework', SP Discussion Paper, The World Bank

IDS. 2002. Participatory Planning Topic Pack. Participation Resource Centre, IDS, University of Sussex, Brighton, BN1 9RE. [<http://www.ids.ac.uk/logolink/resources/topicpack.htm>]

IDS. 1998. Participatory Monitoring & Evaluation: Learning from Change. IDS Policy Briefing. Issue 12, November 1998.

Local Partnership for Urban Poverty Alleviation. 2006. 'Report of Evaluation Mission' – Bangladesh

OECD. 2004. Decentralization and Poverty in Developing Countries: Exploring the Impact. OECD Development Center. Working Paper No. 236. Johannes Jütting, Céline Kauffmann, Ida Mc Donnell, Holger Osterrieder, Nicolas Pinaud and Lucia Wegne, [<http://www.oecd.org/dataoecd/40/19/33648213.pdf>]

Oxfam UK. 2005. 'Breathing life into democracy: the power of participatory budgeting'. Oxfam UK Poverty Programme and Community Pride Initiative.

Simon, David. 2000. 'Contextualizing South African Local Economic Development in Current Development Debates: the International Setting'. Paper prepared for the Conference on Local Economic Development in Post- Apartheid South Africa University of Sussex, Brighton, 28-29 April 2000

Sjaifudian, H .2002. 'Encouraging Citizen Participation through Partnership Approach: The Experience of IPGI'. Logolink International Workshop on Participatory Planning Approach for Local Governance, Bandung, Indonesia, 20–27 January

UN and UN-HABITAT (no date given) Draft guidelines on decentralization and the strengthening of local authorities. [http://www.cities-localgovernments.org/uclg/upload/news/newsdocs/Guidelines\\_Decentralisation\\_JANV07.pdf](http://www.cities-localgovernments.org/uclg/upload/news/newsdocs/Guidelines_Decentralisation_JANV07.pdf)

## UNDP Capacity Development Action Briefs

- UNCDF. 2003. Local Government Initiative. Pro-poor Infrastructure and Service Delivery in Rural sub-Saharan Africa. A synthesis of case studies.
- \_\_\_\_\_. 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. [http://www.uncdf.org/english/local\\_development/docs/thematic\\_papers/0510\\_Delivering/UNCDF\\_LDG2.pdf](http://www.uncdf.org/english/local_development/docs/thematic_papers/0510_Delivering/UNCDF_LDG2.pdf)
- \_\_\_\_\_. 2006 Local Development Practices and Instruments and their Relationship to the Millennium Development Goals. A Synthesis of Case Studies from UNCDF Programmes in: Burkina Faso, Guinea, Mali, Niger and Senegal.
- UNDP. 2005. Toolkit for Localizing the MDGs: A UNDP Capacity Development Resource. Bureau for Development Policy, Capacity Development Group.
- \_\_\_\_\_. 2006. 'SNV-Capacity 2015-LA Sharing Insights and Lessons – Leadership for Local Development in Latin America'. Jose Romero.
- \_\_\_\_\_. 2007a. 'Capacities for Integrated Local Development'. Practice Note (draft), Bureau for Development Policy, Capacity Development Group.
- \_\_\_\_\_. 2007b. 'Localizing the MDGs for Effective Integrated Local Development: An Overview of Practices and Lessons Learned'
- UNDP Armenia. 2006. Armenia: Introducing Performance Budgeting. Report for UNDP-SNV Cooperation Activity Agreement 2 on Capacity Development Innovation.
- UNDP Kenya .2006. Participatory Workshop Toolkit. Poverty and Environment Initiative/Capacity 2015 Programme.
- UNDP Ukraine. 2003. UNDP/RBEC Area-Based Development Practitioners Workshop, Crimea, Ukraine 29-31 October 2003 [<http://europeandcis.undp.org/database/actions/getFile.cfm?DocumentID=4002>]
- UNDP South Africa. 2002. Case Studies on Sustainability in Local Governance. The Research project was undertaken by the UNDP-SA in partnership with the DPLG and SALGA. <http://www.undp.org.za/agenda21/Case%20Studies.pdf>
- Valderrama, Camilo and Gaventa, John. 1999. Participation, Citizenship and Local Governance. Background note prepared for Strengthening Participation in Local Governance Workshop, IDS June 21-24 1999 <http://www.ids.ac.uk/ids/part/>
- van Donk, Mirjam. 2004. 'Development planning and HIV/AIDS in sub-Saharan Africa'. Final Report Prepared for the UNDP Regional Project on HIV and Development in sub-Saharan Africa July 2004 [http://www.undp.org/hiv/docs/dev\\_plan\\_report\\_fnl.pdf](http://www.undp.org/hiv/docs/dev_plan_report_fnl.pdf)
- WB .2004. Local Development Discussion Paper prepared for the International Conference on Local Development. Human Development, Social Development, and Public Sector Management Networks, World Bank. Washington, DC <http://www1.worldbank.org/sp/ldconference/Materials/LDDPFinal.pdf>

**Annex 1 – Case Evidence Summary Table**

Country/Initiative	Key Features	Challenges/Lessons	Sources
<p><b>South Africa: Integrated Development Plans (IDPs)</b></p>	<ul style="list-style-type: none"> <li>- The case studies in four localities in South Africa demonstrate a strong focus on satisfying basic human needs and promoting social justice and equity through more integrated and participatory approach to local planning.</li> <li>- Economic growth and vitality is also promoted through the identification of economic development strategies that build on regional strengths and provide support to emerging businesses, farmers and the informal economic sector.</li> <li>- There is also evidence that the process of developing IDPs has resulted in improved communication and co-operation between different spheres of government, between traditional authorities and newly established local authority structures, as well as local government and civil society.</li> <li>- The use of local talents and skills in programmes and projects emanating from the IDPs as well as a strong emphasis on capacity building and training was evident in most of the IDPs reviewed.</li> </ul>	<ul style="list-style-type: none"> <li>- It was evident that the design and implementation of targeted and sustained capacity development programmes, employment of appropriate participation methods which encourage involvement of all sectors of civil society, and the development of an effective communication strategy, especially at the Ward Council level, were among the key factors for successful implementation of IDPs.</li> <li>- Facilitating active involvement of the private sector, providing facilitation support and technical assistance to emerging partnerships and ensuring the alignment of provincial and local priorities and budgets are some of areas requiring further support.</li> <li>- Clarifying the roles of traditional leaders and issues around land ownership and resource rights emerged as a key issue in all the IDPs reviewed.</li> <li>- The case study shows the importance of using appropriate mechanisms to facilitate public participation. This refers to the facilitation methodology at the workshop level as well as to the establishment of appropriate structures.</li> </ul>	<p>UNDP South Africa (2002) Case Studies on Sustainability in Local Governance. The Research project was undertaken by the UNDP-SA in partnership with the DPLG and SALGA.</p>
<p><b>Participatory Planning and Budgeting to Improve Local Governance in Brazil</b></p>	<p>most PPB systems include several key features including:</p> <ul style="list-style-type: none"> <li>- changes in local government planning and budgeting procedures to accommodate greater citizen input and participation;</li> <li>- the organisation of sub-municipal (community or multi-community) citizen assemblies each of which identifies and prioritises needs and solutions for its respective neighborhood(s) or village(s); and</li> <li>- local government-level discussion, prioritisation and eventual integration of these demands into approved municipal investment plans and associated budgets.</li> </ul>	<p>Studies suggest that the benefits of PPB are greater when</p> <ul style="list-style-type: none"> <li>- the size of the capital budget and the flexibility to allocate it are relatively high so as to provide sufficient incentives for meaningful participation,</li> <li>- pre-existent levels of social capital are relatively high to enable active civic participation, and</li> <li>- local authorities are willing to lead and facilitate these processes and relinquish some of their autonomy to representative bodies.</li> </ul>	<p>Baiocchi et al (2005) Evaluating Empowerment: Participatory Budgeting in Brazilian Municipalities, processed. The World Bank; <a href="#">Participatory Budgeting in Porto Alegre</a></p>

<p><b>Administrative Deconcentration and Local Development in Mozambique</b></p>	<ul style="list-style-type: none"> <li>- Participatory district planning in Mozambique provides a venue for cross-sectoral priority setting and greater responsiveness to community concerns.</li> <li>- Representatives “district consultative councils” with oversight over plans and budgets have been introduced to formalise accountability of local authorities to community representatives.</li> <li>- Public sector reform has strengthened district authorities’ role in local sectoral administration via the planning, budget and personnel systems.</li> <li>- Recent sectoral reforms have increased the managerial autonomy of district directorates and have empowered citizens by developing community oversight bodies linked to service delivery units. In the mean time, it redefines the role of sectoral ministries away from management and toward policy oversight and technical support.</li> </ul>	<p>The challenges of achieving effective, participatory and downwardly accountable deconcentrated governance include:</p> <ul style="list-style-type: none"> <li>- Local authorities are ultimately accountable upward and local discretion over resource allocation is limited by sectoralised budget procedures and little locally raised revenue.</li> <li>- Tensions between vertical ministerial and horizontal territorial direction of sectoral services remain unresolved.</li> <li>- Communities have limited ability to influence public officials who perform poorly so long as they are supervised by provincial directorates.</li> </ul>	<p>Serrano, Rodrigo (2002) Participation, transparency, and downward accountability in District Planning in Mozambique. Processed, World Bank.</p>
<p><b>Process of elaboration of the of Municipal Development Plan: example of the Roboré Municipality in Eastern Bolivia</b></p>	<p>Some of the factors favoring indigenous people’s participation in the municipality development planning include:</p> <ul style="list-style-type: none"> <li>- legal framework that supports the civic participation and the rights of the indigenous peoples and there are methodological instruments and official technicians in constant process of improvement to improve the processes of planning and the coordination and articulation between actors and levels</li> <li>- base organisations in the region (peasants, indigenous) stable and active that have experience in the negotiation with the State and other external actors (oil companies, road projects).</li> <li>- positive experiences and methodologies for the participatory planning in different levels, levels and thematic areas that could be systematised to improve the process</li> <li>- positive attitude toward the participation and the appraisal of local cultures in many of the institutions that support the development of the communities</li> </ul>	<ul style="list-style-type: none"> <li>- Elaboration of PDM directed by consultants and NGOs, not all have capacity, not all are objective, not all manage techniques to facilitate the participation</li> <li>- Lack of coordination between actors and plans at municipal level (POA, PLUS, POP, PLOT, plans of management of natural resources, projects of development of ONGs and cooperation etc) and among levels: municipality, province, department, state.</li> <li>- Vision of development local sectors, there is not a vision of common development (yet)</li> <li>- There are no deliberative spaces at municipal level. The sectors and representatives of communities only meet when there are some consultation process and participation financed from outside.</li> <li>- The municipal participatory planning expresses mainly the social demand, doesn’t focus on integrated development.</li> </ul>	<p>Anne-Katrin Linzer (2002) The participation of social actors traditionally excluded in the planning of the municipal development in Eastern Bolivia, paper presented in LogoLink International Workshop on Participatory Planning. Approaches for Local Governance Bandung, Indonesia, 20-27 January 2002</p>

<p><b>Capacity Development and Partnership Enhancement in Localising the MDGs - the case of Albania</b></p>	<ul style="list-style-type: none"> <li>- CSOs capacity have been strengthened in identified areas in CS needs assessment and with the institutionalisation of CS networks they will have opportunities to practice the acquired tools and methodologies for monitoring and evaluation, provide critical analysis of local government performance data and indicators and so on; Hands-on exercises in conducting CS needs assessment or the process of setting up CS networks have increased capacities, their profile and has strengthened their leadership position in the regions (CSDCs);</li> <li>- as a result CSOs and CBOs are able to participate in project identification, priorities and project implementation (ex Kukës) and communities are more involved in development projects that benefit them directly; conducted hands-on exercises by using Citizen Report Cards to evaluate community satisfaction with local government services; and created a regional synergy, dynamic, trust and cooperation spirit with each other and CSDCs have taken on a leadership role at regional level;</li> </ul>	<ul style="list-style-type: none"> <li>- the major challenges reported include conducting CS needs assessment, as it was a demanding task to cover the whole territory of Albania; Setting up the CS networks with a clear mission, structure and functions to be partners for dialogue with local government and to undertake monitoring and evaluations functions; and ensuring sustainability of CS networks, were among the major challenges reported.</li> <li>- The project approach relying on local partners (CSOs-CSDCs), local knowledge and expertise proved very successful in understanding the CS situation at regional and national level and mapping their needs, gaps, successes and contribution in regional development strategies and their linkage to MDGs.</li> <li>- The project contributed in building and developing capacities of CSOs and local government officials in statistic literacy, participatory budgeting, and social networking and monitoring and evaluation tools.</li> </ul>	<p>SNV &amp; UNDP (2007) Capacity Development and Partnership Enhancement in localising MDGs - the case of Albania. Draft conference paper. Elida Metaj, Jetona Myteveli, and Anila Karanxha</p>
<p><b>Citizens' Participation in Local Budgeting: The Case of Mongolia</b></p>	<ul style="list-style-type: none"> <li>- The new constitution promotes participation, but the development of local self-governance is in its initial phases.</li> <li>- Some participation takes place at the local level, mostly in the form of written and orally transmitted communications between citizens and line department civil servants, some administrators, and elected officials.</li> <li>- The citizens themselves lack knowledge about the activities of local governments and the ways in which they can participate.</li> <li>- The limited size of budgets and their high fixed-expenditure commitments discourage participation, as citizens believe that participating would not be effective.</li> <li>- Local governments, administrators, and politicians also rarely encourage citizen participation</li> </ul>	<p>The research identified a number of problems associated with the current system of local public finances in Mongolia and the level of citizens' participation in local budgeting.</p> <ul style="list-style-type: none"> <li>- Lack of information and transparency</li> <li>- Low capacity (lack of knowledge and skills) of local officials including preparation of strategic business plans, outcome definition, cost estimation, performance evaluation, and the drafting of effective contracts and performance agreements.</li> <li>- Lack of accountability and the need to strengthen horizontal and social accountability mechanisms</li> <li>- Lack of local participation which calls for new mechanisms for citizen participation must be devised to allow efficient state-society interaction, especially in the areas of local planning and budgeting</li> <li>- The limited possibilities for increasing local revenues and</li> </ul>	<p>Byambayar Yadamsuren (2006) Citizens' Participation in Local Budgeting: The Case of Mongolia, in UNPAN (2007) Enlarging Citizen Participation and Increasing Autonomy of Local Government in Achieving Societal Harmony. ADB Publication</p>

		the few initiatives in support of local interests have become obstacles to the development of local self-governance and decentralisation	
<b>Participatory Planning in Decentralised Indonesia – the case of Solo Municipality</b>	<ul style="list-style-type: none"> <li>- Direct community involvement was introduced in 2001 through participatory development planning</li> <li>- Local governments, NGOs and academics established a partnership forum – Indonesian Partnership for Good Governance Initiative to discuss local planning issues</li> <li>In 2004, significant changes were made including the involvement of women in the planning process and the inclusion of their perspective; program priorities and indicators were further disaggregated to sub-district levels; inclusion of the informal sector more directly in planning; and public scrutiny of mayoral decisions.</li> <li>- The team members who come from Bandung, Solo, and Pekan Baru visited the Philippines to study the experience of that country in implementing decentralisation and encouraging democratisation at the local level. The team members were accompanied by a local facilitator/organiser who was well-prepared to give assistance.</li> <li>The availability of the 'proposal grant' from the Ford Foundation had given the team the opportunity to have meetings to prepare the proposal and formulate the structure of the institution in the participatory way.</li> </ul>	<ul style="list-style-type: none"> <li>- From analyses of the case of Solo, it is evident that the limitations of the participatory planning practice relate to the low community trust in the role and function of government at all levels.</li> <li>- There is a tendency toward elite domination and the exclusion of women and the young generation.</li> <li>- Another obstacle is the difficulty in convincing some top-level local administrators and local parliament members to support the new planning method.</li> <li>- There is also a need to institutionalise access to information in decision making through an appropriate legal framework.</li> <li>- The experience of Solo shows that the direct involvement of the community in all stages of participatory planning creates a feeling of inclusion and a sense of purpose.</li> </ul>	<p>Ida Widianingsih (2006) Local Governance, Decentralisation, and Participatory Planning in Indonesia: Seeking a New Path to a Harmonious Society, in UNPAN (2007) Enlarging Citizen Participation and Increasing Autonomy of Local Government in Achieving Societal Harmony. ADB Publication</p>
<b>Achieving Synergies by Integrating Local Development: An Example from India</b>	<p>In the state of Andra Pradesh (AP), a large scale rural development program has demonstrated how a broad-based approach to strengthening community-level capacities can enhance empowerment, governance, service provision, and private sector growth.</p> <ul style="list-style-type: none"> <li>- The initiative under this programme have empowered the rural poor, especially rural women, by working with over 450,000 self-managed grassroots savings and credit mobilisation groups and over 800 federations of such groups representing more than 4.5 million people.</li> <li>- Federations of CBOs work with local health officials to</li> </ul>	<p>The social capital created around an economic activity has enabled the poor of Andra Pradesh to engage more effectively in local governance, to improve the coverage and quality of public services, to better manage risk, and to more effectively respond to a local emergency.</p> <ul style="list-style-type: none"> <li>- The Andra Pradesh experience suggests that links among community, local government and specialised service providers can contribute to more equitable, dynamic, and sustainable local development.</li> </ul>	<p>World Bank (2003). Project Appraisal Document: Andra Pradesh Rural Poverty Reduction Project, Washington, DC: World Bank.</p>

	<p>improve the quality of health services by implementing participatory performance monitoring mechanisms such as community scorecards.</p> <ul style="list-style-type: none"><li>- Federations also work with public and private insurers to make coverage for accidents and injuries available to poor households who are otherwise excluded from conventional insurance markets.</li></ul>		
--	---	--	--

**Annex 2 – Key Lessons and Limitations of Alternative Approaches to Local Development**

	Key Features/Lessons	Limitations
<b>Decentralised Sectoral Approaches</b>	<ul style="list-style-type: none"> <li>• Deconcentration within administrative hierarchies is necessary but not sufficient for effective service delivery</li> <li>• Demand responsive arrangements are useful in establishing appropriate service levels and standards</li> <li>• CBOs as co-producers and oversight bodies can improve service delivery</li> <li>• Linking public organisations to private firms and NGOs enhances local capacity to deliver services</li> <li>• Local planning processes not only allocate resources but also increase accountability of service providers</li> <li>• Service delivery arrangements should be adapted to the local institutional environment.</li> </ul>	<ul style="list-style-type: none"> <li>• Little local discretion to adjust national sector policies and service priorities to local conditions or preferences</li> <li>• Difficulty ensuring coordination and collaboration across interdependent sectors</li> <li>• Emphasis on operational management limits strategic response to local conditions and priorities.</li> <li>• Difficulty ensuring adequate responsiveness and accountability of sectoral officials.</li> </ul>
<b>Local Government Approaches</b>	<ul style="list-style-type: none"> <li>• LG responsiveness requires electoral accountability as well as other participatory processes</li> <li>• Decentralisation is most effective when LG reform is linked to sector reform</li> <li>• Local governance quality depends not only on LGs but also on the effectiveness of local civil society</li> <li>• LGs can lead local development as coordinators of private initiative as well as advocates for local interests</li> <li>• Effective service delivery requires collaboration between LGs and sector agencies</li> <li>• LG strategic planning helps build partnerships among public, private and CBOs.</li> </ul>	<ul style="list-style-type: none"> <li>• Risks associated with transfer of responsibilities to LGs without adequate resources</li> <li>• Incomplete decentralisation policies can limit LG capacity to respond to local priorities</li> <li>• Excessive politicisation of decision-making or “elite capture” may lead to inequitable allocation or poor management</li> <li>• Weak service delivery focus and technical capacities</li> <li>• Problems coordinating between devolved LGs and sectoral organisations</li> <li>• Inadequate contact between LG officials/LG agencies and communities</li> <li>• Vulnerability to “demand overload” when citizen expectations and devolved responsibilities exceed LG capacity</li> </ul>
<b>Community Support Approaches</b>	<ul style="list-style-type: none"> <li>• Community driven funds can channel resources in response to urgent, specialised or complex demands</li> <li>• Participatory community planning can efficiently allocate resources</li> <li>• Community-based management of resources and investments can be transparent and efficient</li> <li>• Targeted community-driven approaches can empower marginalised groups</li> <li>• Community control over decisions and resources can build social capital</li> <li>• Strengthening CBOs can increase poor people’s voice</li> <li>• Community contributions help ensure that investments are demand driven and “owned” by beneficiaries</li> <li>• Increased links between LGs and CBOs can speed “scaling-up” and improve sustainability</li> </ul>	<ul style="list-style-type: none"> <li>• Risks of “elite capture” and weak accountability resulting from entrenched inequalities of power and resource access within communities</li> <li>• Difficulty resolving problems across several communities and achieving economies of scale</li> <li>• Sustainability problems due to insufficient coordination with sectors and LGs</li> <li>• Weak links to public sector systems for planning, governance, and fiscal management, and accountability</li> <li>• Lack of strategic perspective on local economic development</li> </ul>

<p><b>Area-Based Development</b></p>	<ul style="list-style-type: none"> <li>- ABD Can be used to address a specific, complex development situations (poverty-, disaster-, conflict- and exclusion-related) in a particular area</li> <li>- ABD programmes intervene in multiple sectors and at multiple levels and involving multiple segments of the society in an integrated manner</li> <li>- Applying an ABD approach is appropriate when a given problem can be realistically and effectively addressed at the level of the area</li> <li>- ABD approaches are integrated, inclusive, participatory, flexible and apply bottom-up approach to development</li> </ul>	<ul style="list-style-type: none"> <li>- ABD programmes could be expensive, labour intensive and time consuming</li> <li>- limitations to prioritising very poor areas in developing countries is a challenge</li> <li>- limitations caused by lack of structural policy and institutional reforms</li> <li>- funding limitations for disadvantaged areas</li> </ul>
--------------------------------------	--	--

**Contact Information**

United Nations Development Programme  
 Bureau for Development Policy  
 Capacity Development Group  
 304 East 45<sup>th</sup> Street, FF-6<sup>th</sup> Floor  
 New York, NY 10017  
 Tel: 212-906-5618  
 Fax: 212-906-5896

Website: <http://www.capacity.undp.org>  
 Capacity Development Network: [capacity-net@groups.undp.org](mailto:capacity-net@groups.undp.org)