

The Local Governance Capacity Assessment Tool (LOGOCAT)

The purpose of this instrument or tool is to help district level organisations ascertain whether they are working within an enabling environment for good local governance, and, to the extent that they are not, to ascertain what elements of good local governance need to be supported and promoted. It is an exercise that leads towards action and is best done by all those who are likely to be affected by the actions that will be taken.

The context for the LOGOCAT is local government which has been strengthened within the context of increased decentralization. All over the world governments are providing more funding to their local authorities, and frequently these local bodies lack capacity to spend such funds effectively to help the poor. The assumed implication is that local CSOs (CBOs or federations of CBOs) are well placed and have the capacity to help local government make good use of such funds to improve local development.

The instrument has been developed from the research into CSO/Local Government relations carried out by different branches of the Aga Khan Foundation (MSDSP Tajikistan, MSDSP Kyrgyzstan, NSP Plus in Afghanistan, CRSP Kenya, NGORC Tanzania) with the help of the AKDN Civil Society Programme in 2006/7.

Page 3 provides a full list of Indicators, and is the basis of the LOGOCAT. What follows are suggestions for how it can be used.

How to use LOGOCAT

The LOGOCAT is a normative instrument which suggests aspects and indicators of Good Local Governance, and asks the people or organisations applying the instrument to score their district/sub-district against these indicators. From these scores it will be plain where there is a low score – and thus a need for improvement, and where there is a high score – and thus the structures and systems are in place and functioning adequately. The most important task is then to decide how to bring about the improvements which the LOGOCAT has shown to be important in the eyes of those carrying it out.

1. The first task for anyone thinking of using LOGOCAT is decide on the reference group or stakeholders that is going to be used for the exercise. Ideally it should contain representatives of local CSOs and local government. If it is not wide enough, then the exercise will be biased towards the views of one group.
2. The second task is to ground truth the LOGOCAT to your area or district. The LOGOCAT suggested here has 7 aspects of Good Local Governance
 1. Local Government – governance structures
 2. Local Government – executive structures
 3. Local CSOs - village level
 4. Local CSOs – district/sub-district level
 5. Interaction between local CSOs and Local Government
 6. Financing of development at local government level
 7. Access to local government resources

Please ascertain whether these 7 aspects fit your local situation. Would you identify good local governance in your area by these aspects, or other aspects?

3. The third task is further ground truthing. The LOGOCAT suggested here has 10 indicators of Good Local Governance within each of these 7 aspects (see Page 3). Please ascertain whether you think these indicators reflect the elements of good local governance within each of these aspects
4. The fourth task is to score each of the indicators using the system which follows

Score	Interpretation
1	This issue in district governance needs urgent attention and improvement
2	This issue needs attention and could be improved
3	This issue needs to be further examined
4	This issue is basically well-handled
5	On this issue there is no need for immediate improvement

This scoring may be by consensus, or may be by “secret ballot”. In the latter case the scores have to be aggregated and averaged.

5. The fifth task is to showcase the scores on a bar chart against the indicators, and examine the results that are so shown – see the example below:

4	LOCAL CIVIL SOCIETY – DISTRICT/SUB/DISTRICT LEVEL	1	2	3	4	5
4.1.	Village representative associations have federated at the district or sub-district level					
4.2.	Such federations are democratically elected and active					
4.3.	Such federations include the views of their member village associations					
4.4.	Such federations are recognized by the local government executive and council					
4.5.	Such federations have access to resources for their work					
4.6.	There are district or sub-district federations of different interest groups					
4.7.	These federations are democratically elected and active					
4.8.	These federations are recognized by the local government and council					
4.9.	These federations have access to resources for their work					
4.10	These federations represent the views of their members to the outside world					

In this example the lowest scores are for indicators 4.3. and 4.10. This leads to a discussion about why there are high or low scores against certain indicators and what can be done to work on topics with low scores in order to improve the situation. This is still in a formative stage. After the list of indicators (on Page 3) is an example from Zanzibar (on page 5) to show how it might be used.

Please try it out, change what needs to be changed, and tell us if it is helpful to your organisation. Please correspond with richard.holloway@akdn.org

The Local Governance Capacity Assessment Tool (LOGOCAT)

1. Local Government – Governance

- | | | |
|-------|---|-----------|
| 1.1. | There is constitutional provision for a democratically elected district or sub-district council | 1 2 3 4 5 |
| 1.2. | The district or sub-district council is elected and operates in accordance with the constitution | 1 2 3 4 5 |
| 1.3. | The district or sub-district council represents the views of the population of the district or sub-district | 1 2 3 4 5 |
| 1.4. | The district or sub-district council has clearly delineated and understood responsibilities | 1 2 3 4 5 |
| 1.5. | The district or sub-district council is independent of the government executive and has its own views | 1 2 3 4 5 |
| 1.6. | The district or sub-district council keeps records of its meetings and decisions | 1 2 3 4 5 |
| 1.7. | The district or sub-district council has a budget which is sufficient for its existence | 1 2 3 4 5 |
| 1.8. | The members of the council do the job they are meant to do | |
| 1.9. | The members of the council are concerned with the development of the district or sub-district | 1 2 3 4 5 |
| 1.10. | The members of the council deal responsibly with the issues and problems of the district or sub-district | 1 2 3 4 5 |

2. Local Government - Executive

- | | | |
|-------|---|-----------|
| 2.1. | There are salaried positions at district or sub-district level of civil servants whose responsibility is the management of the government at this level | 1 2 3 4 5 |
| 2.2. | These positions are filled | 1 2 3 4 5 |
| 2.3. | These positions are filled by competent people | 1 2 3 4 5 |
| 2.4. | These people are paid their salaries | 1 2 3 4 5 |
| 2.5. | These people have clear lines of authority and job descriptions | 1 2 3 4 5 |
| 2.6. | These people have a budget for their operations | 1 2 3 4 5 |
| 2.7. | These people have a budget for local programmes | 1 2 3 4 5 |
| 2.8. | These people report regularly to their supervisors | 1 2 3 4 5 |
| 2.9. | Their supervisors are aware of what they are doing | 1 2 3 4 5 |
| 2.10. | These people are accessible to the citizens of the district/sub-district | 1 2 3 4 5 |

3. Local Civil Society – village level

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|-------|--|-----------|
| 3.1. | There are village level associations which represent the interests and views of the village population | 1 2 3 4 5 |
| 3.2. | These village associations are elected and are run democratically | 1 2 3 4 5 |
| 3.3. | These village associations are active | 1 2 3 4 5 |
| 3.4. | These village associations are recognized by the local government executive and council | 1 2 3 4 5 |
| 3.5. | These village associations have access to resources for their work | 1 2 3 4 5 |
| 3.6. | There are other kinds of interest groups at the village level which represent the views of different groups within the village | 1 2 3 4 5 |
| 3.7. | These groups are active | 1 2 3 4 5 |
| 3.8. | These groups are recognized by the local government executive and council | 1 2 3 4 5 |
| 3.9. | These groups have access to resources for their work | 1 2 3 4 5 |
| 3.10. | These structures of both kinds represent the views of their members | |
| 3.11. | to the world outside the village | 1 2 3 4 5 |

4. Local Civil Society – district or sub-district level

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|------|--|-----------|
| 4.1. | Village representative associations have federated at the district or sub-district level | 1 2 3 4 5 |
| 4.2. | Such federations are democratically elected and active | 1 2 3 4 5 |
| 4.3. | Such federations include the views of their member village associations | 1 2 3 4 5 |
| 4.4. | Such federations are recognized by the local government executive | |

	and council	1 2 3 4 5
4.5.	Such federations have access to resources for their work	1 2 3 4 5
4.6.	There are district or sub-district federations of different interest groups	1 2 3 4 5
4.7.	These federations are democratically elected and active	1 2 3 4 5
4.8.	These federations are recognized by the local government and council	1 2 3 4 5
4.9.	These federations have access to resources for their work	1 2 3 4 5
4.10.	These federations represent the views of their members to the outside world	1 2 3 4 5
5.	Collaboration between CSOs and Local Government	
5.1.	There is a forum recognized by local government to hear the views of local CSOs	1 2 3 4 5
5.2.	This forum is active	1 2 3 4 5
5.3.	CSOs are prepared to (and allowed to) present their views to local government bodies	1 2 3 4 5
5.4.	There are examples where CSOs have influenced local government decisions	1 2 3 4 5
5.5.	Members of CSOs are elected into district or sub-district councils	1 2 3 4 5
5.6.	Members of CSOs are appointed into local government executive positions	1 2 3 4 5
5.7.	Local Government executive officers take up positions in CSOs	1 2 3 4 5
5.8.	Local CSOs know the structure of local government and how it works	1 2 3 4 5
5.9.	Local CSOs know who supervises local government officials	1 2 3 4 5
5.10.	Local government officials are aware of local CSOs of all types	1 2 3 4 5
6.	Financing of Local Development	
6.1.	The national government has allocated funding for locally identified development priorities, and there is a recognized budget	1 2 3 4 5
6.2.	Local government know that such funding exists	1 2 3 4 5
6.3.	Decentralized decision making on such funding is operational	1 2 3 4 5
6.4.	Categories and regulations for the spending of such devolved funding are known locally	1 2 3 4 5
6.5.	There is provision for the views of local CSOs to be taken into account in making decisions on the use of such funding	1 2 3 4 5
6.6.	Such decentralized funding has to be spent in a budget year	1 2 3 4 5
6.7.	In general such funding has been used for the benefit of the local population	1 2 3 4 5
6.8.	Local Government bodies are allowed by law to raise funds locally	1 2 3 4 5
6.9.	Funds raised locally by local government are spend locally on locally approved activities	1 2 3 4 5
6.10.	Local CSOs are involved in the spending decisions on such funds	1 2 3 4 5
7.	Access to Local Government Resources	
7.1.	The people of a district or sub-district know what categories and amounts of funds are available for local use	1 2 3 4 5
7.2.	The people of a district or sub-district know the mechanisms through which they can apply for such funds	1 2 3 4 5
7.3.	CSOs have an accepted role in putting forward their ideas for the use of such funds	1 2 3 4 5
7.4.	Local Government accepts local CSOs suggestion for the use of such funds	1 2 3 4 5
7.5.	There is a history of CSO ideas for the use of such funds being considered and (sometimes) accepted by local government	1 2 3 4 5
7.6.	Such funds, once their use is agreed, flow through local government to CSOs	1 2 3 4 5
7.7.	Such funds are transferred in total for their agreed use	1 2 3 4 5
7.8.	Such funds are properly administered for the benefit of the people of the district/sub-district	1 2 3 4 5
7.9.	The use of such funds is monitored by CSOs	1 2 3 4 5
7.10.	There are channels for reporting on the use of such funds	1 2 3 4 5

Analysis of Local Governance Capacity Assessment for West and North A Districts Councils in Unguja (example)

Introduction

The Local Government Capacity Assessment Tool (LOGOCAT) was used to assess the Capacity of Local Government in two out of six districts of Unguja - West District Council and North A District Councils. This assessment involved 40 participants (20 participants in each district) representing diverse stakeholder groups in the district – councillors, shehias, district councils’ executives and Civil Society Organisations working in the districts. It was facilitated by NGORC Zanzibar, but the results originate with the participants, not NGORC.

The objective of this exercise was to give a quick and clear overview of district or sub-district management and operations and see any deficiency in key indicators of good local governance and see where it is probably in need of capacity building for better local governance.

The assessment was done on 6 and not the 7 aspects of LGOCAT as aspect number 4 is not applicable for Zanzibar.

Scores

1. Local Government – Governance

- | | | |
|-------|---|------------------|
| 1.1. | There is constitutional provision for a democratically elected district or sub-district council | 1 2 3 4 5 |
| 1.2. | The district or sub-district council is elected and operates in accordance with the constitution | 1 2 3 4 5 |
| 1.3. | The district or sub-district council represents the views of the population of the district or sub-district | 1 2 3 4 5 |
| 1.4. | The district or sub-district council has clearly delineated and understood responsibilities | 1 2 3 4 5 |
| 1.5. | The district or sub-district council is independent of the government executive and has its own views | 1 2 3 4 5 |
| 1.6. | The district or sub-district council keeps records of its meetings and Decisions | 1 2 3 4 5 |
| 1.7. | The district or sub-district council has a budget which is sufficient for its existence | 1 2 3 4 5 |
| 1.8. | The members of the council do the job they are meant to do | 1 2 3 4 5 |
| 1.9. | The members of the council are concerned with the development of the district or sub-district | 1 2 3 4 5 |
| 1.10. | The members of the council deal responsibly with the issues and problems of the district or sub-district | 1 2 3 4 5 |

2. Local Government - Executive

- | | | |
|-------|---|------------------|
| 2.1. | There are salaried positions at district or sub-district level of civil servants whose responsibility is the management of the government at this level | 1 2 3 4 5 |
| 2.2. | These positions are filled | 1 2 3 4 5 |
| 2.3. | These positions are filled by competent people | 1 2 3 4 5 |
| 2.4. | These people are paid their salaries | 1 2 3 4 5 |
| 2.5. | These people have clear lines of authority and job descriptions | 1 2 3 4 5 |
| 2.6. | These people have a budget for their operations | 1 2 3 4 5 |
| 2.7. | These people have a budget for local programmes | 1 2 3 4 5 |
| 2.8. | These people report regularly to their supervisors | 1 2 3 4 5 |
| 2.9. | Their supervisors are aware of what they are doing | 1 2 3 4 5 |
| 2.10. | These people are accessible to the citizens of the district/sub-district | 1 2 3 4 5 |

- 3. Local Civil Society – village level**
- 6.11. There are village level associations which represent the interests and views of the village population 1 2 3 4 5
 - 6.12. These village associations are elected and are run democratically 1 2 3 4 5
 - 6.13. These village associations are active 1 2 3 4 5
 - 6.14. These associations are recognized by the local government Executive and council 1 2 3 4 5
 - 6.15. These associations have access to resources for their work 1 2 3 4 5
 - 6.16. There are other kinds of interest groups at the village level which represent the views of different groups within the village 1 2 3 4 5
 - 6.17. These groups are active 1 2 3 4 5
 - 6.18. These associations are recognized by the local government executive and council 1 2 3 4 5
 - 6.19. These associations have access to resources for their work 1 2 3 4 5
 - 6.20. These structures represent the views of their members to the world outside the village 1 2 3 4 5

7. Local Civil Society – district or sub-district level

[This category was not examined since this is a rare occurrence in Zanzibar](#)

8. Collaboration between CSOs and Local Government

- 8.1. There is a forum recognized by local government to hear the views of local CSOs 1 2 3 4 5
- 8.2. This forum is active 1 2 3 4 5
- 8.3. CSOs are prepared to (and allowed to) present their views to local government bodies 1 2 3 4 5
- 8.4. There are examples where CSOs have influenced local government Decisions 1 2 3 4 5
- 8.5. Members of CSOs are elected into district or sub-district councils 1 2 3 4 5
- 8.6. Members of CSOs are appointed into local government executive Positions 1 2 3 4 5
- 8.7. Local Government executive officers take up positions in CSOs 1 2 3 4 5
- 8.8. Local CSOs know the structure of local government and how it works 1 2 3 4 5
- 8.9. Local CSOs know who supervises local government officials 1 2 3 4 5
- 8.10. Local government officials are aware of local CSOs of all types 1 2 3 4 5

9. Financing of Local Development

- 9.1. The national government has allocated funding for locally identified development priorities, and there is a recognized budget 1 2 3 4 5
- 9.2. Local government know that such funding exists 1 2 3 4 5
- 9.3. Decentralized decision making on such funding is operational 1 2 3 4 5
- 9.4. Categories and regulations for the spending of such devolved funding are known locally 1 2 3 4 5
- 9.5. There is provision for the views of local CSOs to be taken into account in making decisions on the use of such funding 1 2 3 4 5
- 9.6. Such decentralized funding has to be spent in a budget year 1 2 3 4 5
- 9.7. In general such funding has been used for the benefit of the local Population 1 2 3 4 5
- 9.8. Local Government bodies are allowed by law to raise funds locally 1 2 3 4 5
- 9.9. Funds raised locally by local government are spend locally on locally approved activities 1 2 3 4 5
- 9.10. Local CSOs are involved in the spending decisions on such funds 1 2 3 4 5

7. Access to Local Government Resources

- 7.1. The people of a district or sub-district know what categories and amounts of funds are available for local use 1 2 3 4 5
- 7.2. The people of a district or sub-district know the mechanisms through which they can apply for such funds 1 2 3 4 5
- 7.3. CSOs have an accepted role in putting forward their ideas for the use of such funds 1 2 3 4 5

7.4.	Local Government accepts local CSOs suggestion for the use of such Funds	1 2 3 4 5
7.5.	There is a history of CSO ideas for the use of such funds being considered and (sometimes) accepted by local government	1 2 3 4 5
7.6.	Such funds, once their use is agreed, flow through local government to CSOs	1 2 3 4 5
7.7.	Such funds are transferred in total for their agreed use	1 2 3 4 5
7.8.	Such funds are properly administered for the benefit of the people of the district/sub-district	1 2 3 4 5
7.9.	The use of such funds is monitored by CSOs	1 2 3 4 5
7.10	There are channels for reporting on the use of such funds	1 2 3 4 5

Analysis

This analysis tries to list areas that needs urgent improvement, improvement or things that needs to be examined (scores 1-2). In about 30% of all areas of assessment, local authorities need to examine their performance further (Score 3). It is also observed that LGAs have performed well (Score 4 and 5) in only 10 out of the 60 assessment areas. Areas where critical action is required are within the 1-2 scores and are listed below: We have a detailed report of stakeholders comments on each of these.

1. Local Government – Governance

1 and 2 Scores – urgent action needs to be taken on these issues

- 1.4 The district/sub-district council has clearly delineated and understood responsibilities
- 1.5 The district/sub-district council is independent of the government executive and has its own views
- 1.7 The district/sub-district council has a budget which is sufficient for it to keep going

2. Local Government – Executive

1 and 2 Scores – urgent action needs to be taken on these issues

- 2.6 These people have a budget for their operations
- 2.7 These people have a budget for local programmes
- 2.10 These people are accessible to the citizens of the district/subdistrict

3. Local Civil Society - village level

1 and 2 Scores - urgent action needs to be taken on these issues

- 3.5 These associations have access to resources for their work
- 3.7 These interest groups are active
- 3.8 These groups are recognized by the local government executive and council
- 3.9 These groups have access to resources for their work
- 3.10 These structures (associations and groups) represent the village members views to those outside the village

5. Collaboration between CSOs and Local Government

1 and 2 Scores - urgent action needs to be taken on these issues

- 5.1 There is a forum recognized by local government to hear the views of the local CSOs
- 5.2 This forum is active
- 5.3 CSOs are prepared to, and allowed to present their views to local government bodies
- 5.4 There are examples of where CSOs have influenced local government decisions
- 5.5 Members of CSOs are elected onto district/sub-district councils
- 5.6 Members of CSOs are appointed into local government executive positions
- 5.8 Local CSOs know the structure of local government and how it works
- 5.9 Local CSOs know who supervises local government officials
- 5.10 Local government officials are aware of local CSOs of all types

6. Financing of local Government

1 and 2 Scores - urgent action needed on these issues

6.10 Local CSOs are involved in the decisions about spending such funds

7. Access to Local Government Resources

1 and 2 Scores – urgent action needed on these issues

- 7.1 The people of a district/sub-district know what categories/amounts of funds are available for local use from government
- 7.2 The people of a district/sub-district know the mechanisms through which they can apply for the funds
- 7.3 CSOs have an accepted role in putting forward their ideas for the use of such funds
- 7.4 Local government accepts local CSOs suggestions for the use of such funds
- 7.5 There is a history of ideas coming from CSOs for the use of such funding
- 7.6 Such funds, once their use is agreed, flow through local government to CSOs
- 7.7 Such funds are agreed in total for their agreed use
- 7.9 The use of such funds is monitored by CSOs
- 7.10 There are channels for reporting on the use of such funds

Conclusion

In general there is clear consensus among stakeholders that there is an urgent need for improvement in local government, and the particular areas for such improvements have been identified.

What still needs to be done is to work out, with all stakeholders, what measures need to be taken to build the capacity in the areas which are in need of urgent attention.