Capacity and Institution Building
Working Group

UCLG Capacity and Institution Building Working Group Meeting

19 and 20 May 2016

Background Documents

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Index – background documents

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A. Effects of the Syrian Refugees on Turkey

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Report No: 195, January 2015

EFFECTS OF THE SYRIAN REFUGEES ON TURKEY

ORTADOĞU STRATEJİK ARAŞTIRMALAR MERKEZİ
CENTER FOR MIDDLE EASTERN STRATEGIC STUDIES
مركز الشرق الأوسط للدراسات الاستراتيجية

ORSAM

Ortadoğu Stratejik Araştırmalar Merkezi
Center for Middle Eastern Strategic Studies
مركز الشرق الأوسط للدراسات الاستراتيجية

Center for Middle Eastern Strategic Studies (ORSAM) was established in January 2009 to inform the general public and the foreign policy community on the Middle East. ORSAM is an independent and non-profit research centre based in Ankara.

ORSAM aims to diversify sources of information on the Middle East and expose the Turkish academia and political circles to the perspectives of researchers from the region. ORSAM, by facilitating the visits of Middle Eastern statesmen, bureaucrats, academics, strategists, businessmen, journalists, and NGO representatives to Turkey, seeks to ensure their knowledge and ideas are shared with the Turkish and international community. To that end, ORSAM carries out research on social, economic and political developments in the Middle East and shares these with the public.

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PREFACE

We believe that NGOs are responsible for attracting attention to the refugee issue and should take the lead in contributing to solutions. ORSAM (The Center for Middle Eastern Strategic Studies) released a report in 2014 that examined the refugee situation in a comparative manner, drawing on extensive field research. TESEV (The Turkish Economic and Social Studies Foundation) has also contributed to the process of public awareness about the Syrian refugee crisis by organizing meetings and hosting workshops related to the issue. As part of our ongoing research to understand this problem, we have jointly conducted a three-month-long study based on visits to the cities bordering Syria. Interviews were held with local authorities, NGOs, businessmen, academics, local communities and Syrians living in Turkey. This joint research prepared by ORSAM and TESEV investigates the effects of Syrian refugees on the country's social structure, economy, politics and security. Findings on these topics can be found in the study. Besides general classifications, each city hosting Syrian refugees have a unique condition according to its demography, economy and political atmosphere. Thus, there are individual city analyses investigating the unique situation in every city. The study is based on three main observations. First, a considerable number of Syrian refugees in Turkey will either stay in the country for an extended period of time or will live the remainder of their lives in Turkey. Second, based on the first observation, it is crucial that Turkey prepare a comprehensive policy that includes preventative measures to deal with possible negative reaction from the local communities. This issue is predominantly about social integration, and recommendations for decision makers are provided in the conclusion. The third evaluation is related to diversity. If the integration process works effectively, the Syrian refugee situation might contribute to an enhancement of the multicultural makeup of Turkey.

Although the report was written by Oytun Orhan and Sabiha Senyücel Gündoğar, many people contributed to the study during fieldwork and preparation stages. We would like to thank Ferhat Pirinççi, a faculty member of Uludağ University and an ORSAM advisor, for his help with the field research in Gaziantep and Şanlıurfa and for drafting the framework of the report in an academic perspective. Also, we would like to thank Mustafa Aldı, a doctoral student at Bilkent University's International Relations Department, who worked in the team conducting field research in Adana, Osmaniye, and Hatay, for his preparation of the notes for the interviews and for translating the complete report into English. We also thank Tunç Demirtaş, a research assistant at Uludağ University's International Relations Department, for conducting the field research and interviews in Mersin. We would also like to extend our gratitude to two TESEV program assistants, Zerrin Cengiz Ceren Zeytinoğlu, and to the program's intern, Esra Şimşek, for their help in setting up appointments for the research. We would like to especially send our gratitude to the NGOs, local authorities and communities for helping us bring this report together by accepting our interview requests and by sharing their information. The list of the institutions interviewed can be found at the end of the report. We hope that the study attracts attention to the living conditions and problems of the Syrian refugees while also generating solutions for the problems in the area. The burden of the refugee situation falls mostly on the shoulders of the border cities in Turkey. We hope that this report can be an effective tool to convey the issues to decision makers. Thank you to all who contributed to the study and to those who attended the interviews. In the end, we hope readers better understand the refugee situation and realize the steps needed to ameliorate it.

Assoc. Prof. Şaban Kardaş
President of ORSAM

Prepared by: Oytun Orhan, *ORSAM Researcher*
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EFFECTS OF THE SYRIAN REFUGEES ON TURKEY

EXECUTIVE SUMMARY

Basic data about Syrian refugees in Turkey:

- According to the official numbers, there are 1,645,000 Syrian refugees in Turkey as of November 2014. Unofficial numbers are estimated at around 2 million. These numbers mean that Turkey hosts a Syrian refugee population of 2.1% (officially) and 2.5% (unofficially) of its population.
- 1.2 million people have been included to the 10 million already residing in cities near the Syrian border.
- With the Interior Ministry's decision in October 2011, registered Syrian refugees are given "temporary protection status." Under the temporary protection regime, protection and aid is provided to Syrians, covering regulations on indefinite residence, protection against going back under coercion, and responding to emergency needs.
- 85% of the Syrians live outside of refugee camps.
- 500,000 Syrian patients have been sent to the hospitals from the camps.
- Syrians working in Turkey have reached 200,000 individuals.
- According to Ministry of Health data, 35,000 Syrians have given birth in Turkey.
- Turkey has spent 4.5 billion dollars on Syrian refugees between April 2011 and November 2014.
- According to official numbers, aid from the UN and European countries is approximately 246 million dollars.

Social effects of Syrian refugees on Turkey:

- Differences in cultures, languages and life styles make social integration more challenging.
- Polygamy among local communities is spreading as a result of an increase in divorce rates.
- Child labor is spreading.
- A suitable environment for ethnic and sectarian polarization can be observed at present.
- Uncontrolled urban development is on the rise.
- In some bordering cities, there has been disturbance due to changing demographics.
- There has been a change in demography (fertility rates, population increase, etc.).
- The challenging living conditions and lack of educational opportunities for Syrian refugees might worsen certain social issues in the long term. However,

there have not been any serious law and order issues as of December 2014.

- Even if there are some issues between locals and refugees, both sides have developed some mechanisms that help keep social peace. The fact that there have not been many social issues thus far shows the capacity of the receiving and guest communities in dealing with social problems.
- Even if it is still problematic, the integration process has started. There have been 35,000 Syrians born in Turkey. Marriages between Syrians and Turks might cause some issues, but they have also helped with the integration of refugee communities. Many investors and small businesses have moved their funding to Turkey. A large portion of the Syrians in Turkey are made up of children or youth. Even without proper schooling, these young people have been learning Turkish.

Economic effects of Syrian refugees on Turkey:

- If the effect of the Syrian refugees on the Turkish economy is examined in detail, it is apparent that risks and opportunities are closely intertwined.
- There has been an increase in rental prices and, as a result, it is often difficult to find affordable rentals.
- There has been an increase in inflation in border cities.
- Hiring illegal workers is spreading, especially among small businesses.
- There is unfair competition between businesses that hire illegal workers and companies that do not employ illegal workers.
- Locals believe that job opportunities have been taken away from them. However, when investigated, the effect is not existent. People who might lose their jobs under normal circumstances believe that they have lost their jobs because of Syrian refugee workers. In reality, Syrians are generally employed in areas that locals are not willing to work in. Thus, Syrians meet the demand in unskilled labor.
- Syrians filling a demand for labor creates a suitable environment for investment.
- There has been an important decrease in wages in areas with Syrian refugees.
- The fact that humanitarian aid material distributed to the Syrians in Turkey and Syria are supplied from local Turkish firms creates an opportunity for many of them, especially those involved in the food and textile industries.
- Investors and merchants have moved operations from Syria, especially from Aleppo, to Turkey. Mersin's harbor and sea access make it a top choice for Syrians. Another city attractive to the Syrian investors is Gaziantep.
- The number of Syrian companies registered with the Gaziantep Chamber of Commerce was 60 before the Syrian crisis. By the end of October 2014, the number rose to 209.
- It has been suggested that a large business opportunity has been lost in channeling Syrian investments to Turkey.
- Syrian investors and merchant who have good relations with the Middle East contribute to the commerce and investments in the region.
- Syrians contribute to production related to the smaller businesses (bakery, shoesmaking etc.). However, since most of these small shops are unregistered and they also escape legal responsibilities, they result in losses in tax revenues. Both situations cause unfair competition.

Effects of Syrian refugees on Turkish politics and security:

- There are rumors among the public that Syrians disturb law and order. However, this is not a correct assumption. The number of criminal cases in which

refugees are directly involved are very low and, in most cases, Syrians living in Turkey are the victims.

- The most serious security threat is a risk of violent mass reaction, caused by the provocations capitalizing on anger towards Syrian refugees.
- The biggest concern among people living close to the borders is their perceived vulnerability to terrorist attacks.
- The fact that Syrians live together in the ghettos is a challenge to the integration process. This situation may cause security problems in the future.

Effects of Syrian refugees on public services in Turkey:

- Hospitals in border provinces offer approximately 30% to 40% of their services to Syrian refugees. Thus, there are capacity issues in the hospitals.
- Municipality services (garbage collection, cleaning, public transportation, water distribution, controls, etc.) are planned according to the population. Thus, the services are not sufficient because of the rapid influx of refugees.
- Municipalities receive their budget according to their population. But the actual population of bordering cities increased critically. Therefore these municipalities are forced to serve people with limited supplies and budgets.

Conclusion and recommendations:

- The initial presence of Syrian refugees on Turkish territory, which was considered temporary at the beginning of the crisis, has now become a permanent one. The permanent nature of the situation is now affecting the psychology and reactions of both the host community and the Syrians.
- Syrians will stay in Turkey for an extended period of time, and some might spend their whole life in Turkey. If Syrian refugees are to become permanent and a reality for Turkey, measures that will minimize the negative consequences and maximize the benefits need to be introduced.
- It is crucial to create an immigration policy that includes the prevention of reactions from the local communities. The issue should be considered as a social integration problem. There should be a holistic policy covering education, working conditions, accommodation, social services and improving the receptivity of the host community.
- If the integration process works effectively, the Syrian refugee situation might contribute to the diversity and the development of a multicultural structure in Turkey in the long run. In addition, the presence of Syrians can strengthen bonds with neighboring countries and help provide a better environment for economic and political cooperation in the future.
- With the above realities in mind, many points of action need to be taken into consideration: officially registering all Syrians, increasing the capacity of local hospitals and educational facilities, facilitating work permits, providing more authority to local administrations, coordinating between local and central authorities, generating extra capacity and budget for municipalities, creating community leader groups among Syrians, preparing booklets and webpages in Arabic, opening up new living areas in the border cities, increasing international aid, increasing border security, fairly sharing or distributing the refugee burden, developing programs for Turkish people to accept Syrian refugees, correcting the Syrian stereotype, creating a database to understand refugee movements, looking at the issue objectively without political concerns, preventing begging, bolstering the efficiency in law and order, building a capacity for Syrian refugees are the main points of action that should be considered carefully by the authorities.

INTRODUCTION

The humanitarian factor is one of the crucial aspects of the Syria conflict that has lasted now for nearly four years. According to the UN's official numbers, 191,000 people lost their lives. On the other hand, according to the Syrian NGOs' unofficial numbers, 283,000 people lost their lives so far. Approximately four million people had to flee from Syria and around 6 million have left their homes in order to settle in secure areas in the country. More than half of the refugees outside the country consist of children and youth under the age of eighteen. A majority of these refugees struggle to survive under challenging conditions outside the refugee camps. Syrian refugees have been struggling to find basic necessities such as security, food, shelter and health services, let alone basic modes of comfort. In addition, the refugee influx has caused problems for host countries. Tension caused by economic hardships, social problems and changing ethnic and sectarian balances have resulted in conflicts between the host country nationals and the Syrian refugees.

Turkey hosts the largest population of Syrian refugees among the countries neighboring Syria. According to the latest official numbers, Turkey hosts over 1.6 million Syrian refugees as of November 2014. However, the actual number of refugees could be around 2 million. In many cities, chiefly those along the border, there are many Syrians who have entered the country through illegal ways and have not been registered yet. The issue of refugees in Turkey should be investigated under two headings, namely Syrians living in the camps and those living outside the camps. The majority of refugees living in camps have better conditions in terms of access to the basic services and social environment than the ones living outside the camps. It can be stated that under the coordination of AFAD, Turkey set an example for the world in the manner it establishes and manages camps in such a dire situation.

Although the camps might be a good place for refugees who live inside these areas, approximately 85% of all Syrians live outside them. Thus, the real or crucial situational factors for refugees occur outside the camps, especially in the city centers where the majority of Syrians live. It is a mistake to assume that the integration of the Syrian community with the locals is an easy and straightforward process. The initial presence of Syrian refugees on Turkish territory, which was considered temporary at the beginning of the crisis, has now become a permanent one. The permanent nature of the situation is now affecting the psychology and reactions of both the host and incoming communities. Accordingly, this study focuses on the impacts of the Syrian refugees on Turkey.

To understand the effects of refugee influx on Turkey, four different field studies were conducted in the provinces of Adana, Osmaniye, Hatay, Kilis, Gaziantep, Şanlıurfa, Mersin and Kahramanmaraş during a period of three months. In these provinces, NGOs, local authorities, community leaders, academics, members of chambers of commerce and industry, local citizens and Syrian refugees were interviewed. This report, titled "Effects of the Syrian Refugees

on Turkey" was prepared with observations and data collected from field studies. First, an overview of the situation of Syrian refugees in Turkey is presented. In the second chapter, the effects of the Syrian refugees on Turkey will be examined in relation to the economy, social life, security and politics. Because of the unique nature of these effects in each city, the third chapter is dedicated to a detailed examination of different provinces. In the last chapter, a general conclusion of the study and recommendations for improvement of the Syrian refugees' situation will be presented.

I. GENERAL SITUATION OF THE SYRIAN REFUGEES IN TURKEY

The influx of Syrian refugees to Turkey began in April 2011. Turkey announced at that time that it would apply an "open-door policy" for these refugees. When AFAD made their first announcement regarding the Syrian refugees in June 2011, they reported that there were 8,535 individuals living in the camps established in Hatay, Yayladağı and Altınözü. According to AFAD statistics, the number of Syrian refugees in Turkey reached 78,409 in August 2012. When this number was determined, Turkey announced that a critical threshold would be around 100,000. However, the refugee flow from Syria has exceeded all predictions. Turkey continued to accept Syrian refugees, even though the numbers have increased dramatically. According to official numbers, by November 2014, the number of Syrians under temporary protection reached 1,645,000. There are 16 different tent cities in 10 different provinces, 1 temporary admission center and six container cities that host 221,447 Syrians. The majority of Syrian refugees not in these centers try to live in the cities among local populations. Turkey is now hosting many times more Syrians than its critical threshold, which makes it confront a multi-faceted refugee problem.

When the economic side of the refugee issue is investigated, it can be observed that Turkey has spent 4.5 billion dollars on refugees. More than 500,000 people have been sent to hospitals from the refugee camps and, according to the Ministry of Health, nearly 35,000 Syrians have given birth in Turkey. Humanitarian aid which comes from the UN and European countries amounts to only 246 million dollars.

Even though the conditions in camps are satisfactory, life is challenging for those who live outside the camps in the cities. Because Turkey accepted the 1951 Geneva Convection on the legal status of refugees with geographical limitations, it cannot accept Syrians as legal refugees. Even though the individuals inside and outside the camps can get their temporary protection identification cards, because of that reservation, they encounter the geographical limitations. Because of the geographical limitation, only people coming from Europe with the fear that they will be prosecuted for their nationality, ideas, religion, political views or membership to certain groups can get refugee status in Turkey. The situation of those who apply for refugee status in Turkey is negotiated with the United Nations High Commissioner for Refugees (UNHCR) and if these individuals are eligible, they are transferred to a third country. Thus, Syrians in Turkey do not have refugee status and they are considered *guests* in the formal terminology.

With the decision of the Ministry of Interior Affairs in October 2011, Syrians registered in Turkey get "temporary protection status." Under the temporary protection regime protection and aid is provided to Syrians, covering regulations on indefinite residence, protection against being sent back under coercion, and meeting emergency needs. In addition, those living

in camps are provided education, water, food, shelter and health services. The majority of those living outside the camps are only provided free healthcare and medication if they are registered. Those who are not registered, often for various reasons, do not have any rights.

Chart- 1 Basic Data About The Refugee Camps Hosting Syrian Refugees (November 2014)

City	Camps	Opening Dates	Number of Container and Tents	Camp Population
	Altınözü1 Tent City	09.06.2011	263 (divided)	1,372
	Altınözü2 Tent City	10.06.2011	622	2,578
	Yayladağı1 Tent City	30.04.2011	546 (Triple divided)	2,816
	Yayladağı2 Tent City	12.07.2011	510	3,004
	Apaydın Tent City	09.10.2011	1,181Containers	4,965
	Reyhanlı Admission Center		Changes according to daily data.	
Hatay	Total		573 Divided+1.368 Tents +1.181 Containers	14,735
	Öncüpınar Container City	17.03.2012	2,065	13,414
	Elbeyli Container City	03.06.2013	3,589	24,164
Kilis	Total		5,654	37,578
	Ceylanpınar Tent City	01.03.201	4,771	19.199
	Akçakale Tent City	06.07.2012	5,000	26,416
	Viranşehir		4,100	19.986
	Harran Tent City	13.01.2013	2,000	14,064
Şanlıurfa	Total		13,871 Tents + 2,000 Containers	79,665
	Islahiye Tent city	17.03.2012	1,888	9,984
	Karkamış Tent City	28.08.2012	1,686	7,641
	Nizip1 Tent City	03.10.2012	1,858	10,674
	Nizip2 Tent City	11.02.2012	1,000 (Containers)	5,029
Gaziantep	Total		5,369 Tents + 1,000 Containers	33.070
	Kahramanmaraş Tent City	01.09.2012	3,318	17,215
Kahramanmaraş	Total		3,318	17,215
	Cevdediye Tent City	09.09.2012	2,012	7,597
Osmaniye	Total		2,012	7,597
	Adıyaman Tent City	22.09.2012	2,292	9,854
Adıyaman	Total		2,292	9,854
	Sarıçam Tent City	28.01.2013	2,162	11,124
Adana	Total		2,162	11,124
	Midyat Tent City	19.06.2013	1,300	2,858
	Nusaybin Tent City	Under Construction		
Mardin	Total		1,300	2,858
	Beydağı Container City	12.06.2013	2,083	7,493
Malatya	Total		2,083	7,493

Source: AFAD (The Disaster and Emergency Management Presidency of Turkey)

Chart- 2: Syrian Refugees Living Outside the Refugee Camps (November 2014) (Cities with 1000 or more Syrians are listed. These numbers only include registered Syrian refugees. Numbers in the report include unregistered Syrians based on estimates by local authorities and NGOs).

City	**Number of Syrian refugees**
İstanbul	330.000
Gaziantep	220.000
Hatay	190.000
Şanlıurfa	170.000
Mardin	70.000
Adana	50.000
Kilis	49.000
Mersin	45.000
Konya	45.000
Kahramanmaraş	44.000
Ankara	30.000
Bursa	20.000
Batman	20.000
Şırnak	19.000
Kocaeli	15.000
İzmir	13.000
Osmaniye	12.000
Antalya	10.000
Kayseri	9.500
Diyarbakır	5.000
Adıyaman	2.500
Samsun	1.230
Niğde	1.100
Aydın	1.000

Source: Ministry of Interior Affairs

II. EFFECTS OF THE SYRIAN REFUGEES ON TURKEY

In the initial phases of the crisis, Syrian refugees were living in and around border cities. Later, they began spreading around the country. According to the data from the Ministry of Interior, there are only eight cities without any Syrian refugees. Today, the majority of the refugees are living in the border cities, leaving aside the big cities. As a result, the 10 million people who reside in these borders cities have been struggling to host approximately 1.2 million refugees. Inevitably, the situation is causing issues all around the country, especially in border cities. The effects can be categorized as follows: social, economic, political, security-oriented effects and the effects of accessibility to public services.

a. Social Effects

The issue of Syrian refugees in Turkey is primarily one of social adaptation. The difference in culture, language and living style is one of the main reasons for various reactions from the local communities. Besides, the increase in polygamy, a higher divorce rates because of polygamy, women and child abuse, social and sectarian polarization and urban sprawl can be listed as the social effects of Syrian refugees in Turkey.

A conservative culture is predominant in Turkish border cities. Local communities tend to react to incidents that might clash with the local culture. One of the most prominent changes affecting the local culture is the frequent marriage between Turkish men, be they elderly or young or married or single, with young Syrian women. These occurrences have been happening mainly in Kilis, Şanlıurfa and Hatay. The marriages cause reactions among the locals, especially among women of these urban areas. In all the three cities, divorce rates have increased because of marriages between Syrian women and Turkish men. In the official data, these marriages do not seem high since most of them occur under the religious traditions, something that may not result in official registration. For example, in Kilis, the causes of 20% of the divorces are speculated to be because of Turkish men marrying Syrian brides. Women have been complaining that the fear of losing their husbands to Syrian women has brought great pressure on them. Also, the women of these cities blame Syrian women for deceiving their husbands. The most negative aspect of the issue is that there is a market surrounding the arranged marriages. Men who want to marry Syrian women pay a middleman to arrange a marriage, and then pay a dowry price to the bride's family. Syrian families often consider arranged marriages to be an efficient way to make money and also to secure a daughter's future. This phenomenon has been observed in Şanlıurfa and Kilis at greater rates than in other cities. Another negative aspect of these types of marriages is that many of the brides are minors, and these marriages may result in child abuse.

Many Syrians living in cities prefer low quality suburbs and neighborhoods because this means lower rents. Multiple families live together in the same house in dire conditions. This situation mainly causes unplanned settlements and construction of shantytowns. With the expectation of extra income, locals often start the construction of illegal building around their houses or fields. They may also add extra floors to their apartments. These illegal buildings put more pressure on the already irregular city structures. Connected to this issue is the fact that this sort

of illegal activity provides an environment that may cause Syrians to get involved in criminal activities. For example, because of the harsh living conditions, some young Syrian men end up being caught in drug use or trafficking, while women may fall victim to prostitution.

Another social issue caused by large refugee populations is child labor. Only a small group of the children outside the camps have access to education. The first reason for this is the inability of the Turkish government and NGOs to offer sufficient education to the refugee children. Another major factor is that Syrian parents often have their children work instead of sending to school. The economic and social desperation of many families results in an increase of child labor. Many children from Syrian backgrounds end up working in factories, selling goods on the street or begging in public.

Another concern in the border cities is the rapidly changing demographics. The rapid change and constant flow of people tends to cause feelings of insecurity among the local community. This sentiment might not be so prominent in every city, but citizens living in cities such as Kilis, Hatay, Şanlıurfa and Gaziantep suffer from a feeling of insecurity in a tangible manner. Kilis is one city where this issue is quite apparent. The city consists mainly of Turkmens. Since it accepted a large number of refugees who are mostly Arab, the local community has had the sense that they are now the minority in their hometown. In Hatay, the same sentiment can be observed among the Arab Alewite population. The fact that most Syrian refugees are Sunni is changing the demographical mosaic of the city. This change has, in turn, caused feelings of lack of security among the Arab Alewite population.

b. Economic Effects

When the effect of Syrian refugees on the economy is closely examined, it is apparent that risks and opportunities are intertwined, and it can be observed that Syrians contribute in an important way to the local and national economy. The most visible and common effect of the new population in all cities is an increase in rental prices. The increase is an advantage and a gain for the landlords, whereas it is yet another burden for those low income people who rent. With an increasing demand and higher rental prices, it is becoming difficult for renters to find affordable accommodation. Landlords prefer to rent their properties to Syrians in some cases, because they can offer higher rent payments. There are even rumors that some of the landlords were forcing Turkish tenants to leave so they can rent their houses to Syrians for a higher price. It is apparent that landlords use the demand created by Syrian refugees as an opportunity. Another effect created by the influx of Syrian refugees is the increase in the living costs. The prices for basic food products and houses for rent have increased, as there is more demand. Therefore, statistics show above average inflation rates in cities such as Kilis and Gaziantep.

The second complaint frequently mentioned is the use of Syrian workers in the industry, agriculture and small business sectors as illegal, cheap labor. According to the survey findings of a report investigating the economic effects of Syrians on Turkey by ORSAM, 40% to 100% of the people who lost their jobs in border cities believe that they lost their jobs because of the Syrians. This perception causes strong reactions from the local community because they think that Syrians are stealing job opportunities. In reality, however, there seem to be both positive and negative effects of the Syrians entering into the domestic work force. In most cases, a large part of those locals losing jobs do so because of normal economic developments.

Employers want the Syrians to enter the job market, but they want regulations to be able to hire them legally. Given the possibility of accidents in the work place, un-

ease in the local community, and chances for social tensions or disturbance, Syrian workers are a worry for local businesses. Furthermore, there are fears that a potentially unduly competition between the companies hiring Syrian workers and those that do not may appear, something which might cause instabilities in the long run. The possibility of such instability in the job market is worrying both for employees and employers.

At the same time, there is a high demand for new workers in cities such as Gaziantep and Kahramanmaraş. There are two different opinions about the perceptions that Syrians are stealing jobs from local people. Interviews with businesses and employers suggest that locals are not willing to work in factories and in agriculture even though there is substantial need for workers in these fields. Therefore, it can be understood that Syrian refugees are not stealing jobs from the locals; rather, they are filling needed positions for unskilled labor. In contrast to the views of employers, locals state that there have been cases of layoffs in order to replace local workers with refugee workers. There is a perception that the locals are losing their jobs because of the refugees even though in many cases the reasons might be different. In conclusion, even though Syrian refugees might steal some job opportunities away from the locals, the perceptual dimension surrounding this issue is much more decisive among the local community. One of the most important issues related to illegal workers is the low wages paid to these individuals, and its probable effects on the job market in the long term.

Considering all of the above-mentioned negative aspects, it is possible to state that Syrians contribute to the economy in different aspects. Most of the humanitarian aid distributed to the Syrians in the camps as well as the aid dispatched to Syria are supplied through the local firms. Similarly, the firms in border towns also supply some of the humanitarian assistance provided by the international community. This situation creates opportunities especially in textile and agriculture. This development helps increase the production and recover exports from the sharp drops due to the Syrian conflict. For example, exports from Gaziantep to Syria amounted to 133 million dollars in 2011, and it increased to 278 million dollars in 2013.

Although a majority of the Syrian refugees come from rural areas and belong to lower income groups, some business owners and investors, especially from Aleppo, have also come to Turkey. These groups of high-income business people primarily prefer Mersin to settle in because the commercial opportunities offered by the harbor in the town have attracted these groups. Another city, which had its business increase with the influx of refugees, is Gaziantep. There has been a visible increase in the number of Syrian firms registered to Gaziantep's Chamber of Commerce since 2011.

Despite the increase in capital flows in the Turkish border cities, bigger opportunities have been missed in terms of attracting Syrian investments in Turkey. The Gaziantep Chamber of Commerce, though speculative, maintained that around 25 billion dollars have been transferred to Europe through Greek Cyprus banks. Although there is great opportunity, there have not been a considerable amount of investments by Syrians as of 2014. Conversely, another economic impact has been the significant commerce generated in Turkey by the businesspeople from Aleppo who had great networks and relationships with the Middle East. These merchants have been distributing Turkish products around the Middle East. Finally, Syrians businesses have had another positive effect on the Turkish economy in terms of creating an environment that attracts investors thanks to the flow of labor force from Syria.

Syrians are also starting to contribute to the manufacturing, though at a small scale. Syrian shops, bakeries and shoe manufac-

turers contribute to the local economy. Of course, these types of businesses appeal mostly to Syrians because they offer products Syrians are accustomed to. Although they might seem positive at first glance, another reality of these enterprises is that they are predominantly illegal. This creates disturbance among locals because these underground businesses create unfair competition. As a result, there have been a number of disputes between the Syrian and Turkish business owners.

Smuggling in the border cities existed before the Syrian conflict; however, with the advent of the crisis, it has increased considerably. Smuggling is now beneficial for only a minority portion of the population, while before the conflict it was an income source for a broader group of individuals. This situation is especially apparent in Kilis. Before the uprising, smuggling was considered as a source of income by people in Kilis. Families from Kilis used to cross the border, fill their tanks with gas and buy as many products as they could for sale upon return to Turkey. After the civil war, this trade disappeared because of security concerns. However, now some villages smuggle products in great scale. Thus, while smuggling used to be an activity from which a larger group of people received their income, now it has become a big income source for only a limited group of people.

At the macroeconomic level, Syrians have had an effect on budget and unemployment rates. Turkey has spent around 4.5 billion dollars on the Syrian refugees so far. Also, in November, the unemployment rate reached double digits with a rate of 10.1%. It is possible that Syrians entering the job market has also had an effect on the unemployment rates in Turkey.

c. Political and Security Effects

The effects of the Syrian refugees on politics can be analyzed in two different ways. First, there is the effect of Syrians on the political environment. The possibility of a conflict with locals, increasing security concerns among the locals and political polarization can be seen as the possible effects on the Turkish political environment. Also, the political environment in Turkey has a definitive influence on how the Syrians are viewed in general. Political views sometimes cause people to approach Syrians in a more tolerant manner. However, it also causes people who are not in direct contact with Syrians to react harshly to the issue of refugees, simply because of political preferences. Therefore, it can be argued that the issue of Syrian refugees is a topic that feeds an already existing, polarized political discussions in Turkey.

One possible security concern that could be caused by the Syrian refugees is a violent mass uprising that might be caused by provocations stemming from the existing anger and frustration towards Syrian refugees. Minor examples of such behavior have already occurred in almost every Turkish border city. If the current conditions continue, it is possible that the events that happened in Gaziantep and Kahramanmaraş in July 2014 could happen again in other cities. The most dangerous consequence of such reactions from the locals is that the Syrians feel the need to organize themselves and provide for their security and justice. Recently, Syrians have been discussing the possibility of organizing in order to protect themselves. Such a development may result in small judicial issues turning into larger scale conflicts. The possibility of the organization of Syrian groups among themselves is causing reactions even from formerly friendly communities. It is also creating polarization among the locals and the refugees, and this polarization may emerge as a barrier to integration.

One of the biggest fears of the locals is the feeling of being vulnerable to terrorist attacks. Locals have the belief that among the Syrian refugees there are people who might want to punish Turkey and create provocations. Some locals also believe

that it is very possible that there are individuals among the Syrian refugees who are closely associated with Assad, ISIS or the PKK. These beliefs are especially widespread in the border cities such as Kilis and Şanlıurfa. Any judicial reprisal or terrorist attack perceivably committed by Syrians could affect the Turkish perception of all Syrians in a critical manner. An event of that kind has the possibility of turning into a bigger security issue. Thus, it is crucial that local tensions be observed very carefully.

Refuges living in cities continue their lives in the ghettos of these urban areas. This situation causes a serious challenge for the integration process, but it also creates an environment that might produce security issues in the long term. Also, living under harsh conditions makes Syrians open to the possibility of getting involved in criminal and violent acts. It can be said that youth growing up in poverty, who have a sense of being outcasts or who have identity crises, could be a source of crime in the future. The locals state that if precautions are not taken soon, these lost generations might be the reason for an increase in criminal acts in the future. This possibility means that even if it is not felt yet, there may be more serious security issues in the near future.

d. Effects on Public Services

Syrian refugees living in the camps have no difficulty in accessing basic services such as health and education. If registered, refugees in the camps can also have free health services in public hospitals. Public hospitals around the border cities serve the refugees, which may take up around 30% to 40 % of their capacities. Because of the high rate of service to the refugees, hospitals in these areas have significant capacity problems. In these hospitals, not only the locals and refugees, but also people who are injured in clashes across the border are treated. Because of the high number of patients, hospitals are suffering from insufficient capacity in terms of the operational conditions and personnel. Furthermore, locals who believe that they are not getting the services they want and need further aggravate the existing negative reactions. Another issue related to the health service problem is the negative effect on the health of the community at large. Some diseases such as polio, which was eliminated in Turkey many years ago, have been newly detected. In addition, Gaziantep reported the highest rates of measles in Turkey in 2013.

Only the refugees who enter with a passport or have a residence permit can attend government schools. However, there is a language challenge for new students from Syria who attend public schools. Other than public schools that are supported by the initiatives of Turkish NGOs and various Syrians, other limited education services are provided. Overall these initiatives are only a beginning. Nevertheless, only about 10% of the Syrians living in Turkish cities can access formal education. It is therefore clear that there is not much immediate pressure on the educational sector. But, a lack of education might cause a risk in terms of social issues in the long term.

Another effect of the Syrians on Turkish cities is the challenge of municipal services. With the influx of Syrians refugees there has been a great burden on municipalities that oversee garbage collection, building inspections, traffic, public transport, water supply, city cleanliness, city police and cultural events. There are burdens on the municipalities in two different ways. Firstly, since municipalities are provided a budget according to their population, with the flow of Syrians, they now have to serve many more people with an already limited budget. Secondly, the infrastructure in the cities is designed to serve only a certain amount of people. With the rapid rush of huge number of Syrians, several cities, such as Kilis whose population doubled in a year, have encountered problems meeting the demand for services.

III. ANALYSES OF CITIES

The cities around the border differ in terms of demographic structure, economy, culture and politics. Thus, the border cities hosting Syrian refugees have unique experiences. More specifically, each city has had a unique reaction to the Syrian refugees and has been affected in unique ways by the refugee crisis. In this section, eight cities will be studied and evaluated as regards the various effects elaborated in the previous section.

a. Gaziantep

There are 220,000 registered Syrian refugees in Gaziantep. It is estimated that the number might be closer to 280,000 in reality, which is the highest refugee population after Istanbul. In fact, people have been immigrating to the city from all around Turkey since the 1980s. The potential of economic growth is the main reason for domestic immigration. The ever-growing economy is also a main reason for an easy integration process. Groups of people from different cultures and sub-identities have come together with a common purpose, i.e. benefiting from stable economic growth. By directing people towards productivity and integrating them into the management of the city, integration issues have been solved naturally. According to the people in Gaziantep, "the insurance of the city is the industry."

The economic dynamism of Gaziantep can be advantageous for the integration of the Syrian refugees, but it could also become a risk factor. Because the economy is the main bond in the city, any damage or instability on economic sphere can cause polarization, not just between Syrians and locals but also among the locals. Therefore, it is imperative for the city to sustain economic growth and stability in order to prevent negative consequences.

Because of the reasons mentioned above, business people in Gaziantep who are aware of the problems with Syrian refugees decided to keep the events of July 2014 contained. Business groups are and were aware of the fact that increasing tension in the city could destroy economic growth. Furthermore, they have been trying to persuade the relevant stakeholders to act in a responsible manner to solve issues related to the Syrian communities in the city. Business people know that even if the conflict ends in Syria, a majority of the refugees will remain in Turkey. Thus, they believe that plans for long-term integration should be implemented as soon as possible. Considering the destructive results of instability, business people from Gaziantep do not care about cheap labor. In contrast, they believe that regulations for refugees to work legally in Turkey should be in place as soon as possible. Such a step is believed to be a step towards decreasing the existing tension in the city, while also helping the integration and providing a strong labor force for the economy. In conclusion, business people believe that Syrians should be integrated into the society and the economy.

In Gaziantep, it is believed that Syrians contribute to the economic growth because of their involvement in production as well as consumption. Also, an important number of Syrian investors have decided to stay in Gaziantep. Before the revolution, there were only 60 Syrian companies registered with the Gaziantep Chamber of Commerce, but the number has reached 209 as of October 2014. These companies include traders and manufacturers. It is not certain how much of an invest-

ment has been made by Syrians, although it can be said that the increasing amount of investment might hold an insignificant place in the city's booming economy. Since many of the Syrian investors could not get any business assurance, according to local accounts, they decided to invest in other places. These missed investment chances might be a lost opportunity for the city, in terms of turning a crisis into an opportunity.

Exports from Gaziantep have been recaptured, after experiencing the shock of the initial instability in the region. Between January and July of 2014, export figures increased 21% compared to the same term in 2013. Of course, there are some disadvantages, such as increasing inflation because of the refugees. Kilis and Gaziantep showed the highest inflation rates in the country. While the avarage inflation rate was 7.4% in Turkey, Gaziantep, Adıyaman, and Kilis regions had a higher rate with 8.51%. Even if it has one of the highest inflation rates in the country, Gaziantep does not show any serious symptoms of a bad economy. City entrepreneurs are actually more worried about the effects of social risks related to the Syrian refugee influx and its effects on the overall economy.

In terms of social integration, initially, Gaziantep approached the Syrian community in a positive manner, but recently the refugees have been considered as an unwanted group. Syrians have settled in the ghettos of the city which used to have high immigration anyway. Attack towards Syrians in July 2014 began in these neighborhoods, which had high crime rates in the past. Thus, it can be stated that one of the main issues in Gaziantep is that since the Syrians settle in the ghettos with high crime rates, they are more likely to be attacked. Even if the attacks were limited to these neighborhoods, their effects spread citywide. After the attacks, there was tension in the streets, shopping centers and in other common areas. It can be said that with the advent of these recent events, there is now a trust issue between the two communities. Even if some of the refugees have left after the events, many have remained in the city, but they usually do not socialize outside their communities.

It was mentioned in interviews with Syrians that locals in the city had helped them a lot; however, the perception has changed with the long-lasting process of further inflow of Syrians. The biggest result of the violent events of July 2014 is that the Syrians do not feel completely safe in the city. The community's reaction has caused Syrians to consider organizing in order to protect themselves. If the organization process cannot be controlled in a way that keeps a balance between the local community and the refugees, there is the possibility that conflicts will occur due to possible provocations or misunderstandings.

Although the recent clashes were limited to the ghettos, it is apparent there is a disturbance all around the city. There are numerous causes for disturbance such as cultural and linguistic differences, economic reasons, the reality that Syrian refugees will stay for long periods, criminal acts committed by Syrians, and a feeling of unfairness, because aid is given to refugees but not to the locals in need. In the events of Gaziantep, socioeconomic factors might have played an important role, although provocations were a leading cause, as well. To provoke unrest, social media is frequently used. False news spreading through social media such as "Syrians poisoned the water system" or "Syrians killed a police officer" caused reaction that led to the reactions in the city. It should not be ignored that the situation in Gaziantep is extremely vulnerable to provocation.

b. Şanlıurfa

In the city center and in towns surrounding Şanlıurfa, there are approximately 150,000 registered and unregistered Syr-

ian refugees living outside the camps. In addition to that number, there are around 80,000 refugees living in the camps. Despite the high volume of Syrians, the situation in the city is relatively calm. There are two reasons for the low occurrence of tensions in the city. First of all, the majority of people in the city have familial relationships with the refugees. The city mainly consists of Turkish citizens of Kurdish and Arab origins, so are the refugees who came to the city. Therefore, Syrian refugees are usually hosted by locals who are relatives from the same tribe. If a disturbance occurs, it is generally resolved without escalating into a serious dispute, because of adherence to tribal law. Even if there is no blood relationship, the refugees are treated with respect because they share a common identity with the locals. Hence, a benefit of the city's demography is that it is easier to solve integration problems because of the similar culture and language.

Another reason easing tensions in the city is the efficiency of the NGOs in playing a leadership role in the community. NGOs have been bringing together community leaders among Syrians, who played a crucial role in directing their communities into more conciliatory approach. Community leaders have been making suggestions such as urging them for integration and staying out of crime, arguing that the wrongdoings of a few would be blamed on all Syrians. These suggestions have helped refugees to be more sensitive and positive in their behavior. Thus, it is almost impossible to mention any issues of disorder caused by the refugees. In conclusion, disturbance or unrest is not a high possibility in Şanlıurfa.

Low tension does not mean that there are no problems in the city. Almost all Syrians belong to low-income group. It is possible to observe a certain annoyance among the locals, due to the perception of losing jobs to cheap labor provided by poor Syrian workers. Although the increase in rental prices is an issue, it is not as apparent as in other cities in this study, since the city has always had higher rates.

The growing idea that the Syrian refugees will not go back has also caused some verbal disagreement. The biggest risk for the city is the fact that the number of Syrians exceeds 10% of the total population. In effect, the city does not want more increases in the refugee population. It is believed that decreasing the number by resettling the refugees could be beneficial. Another sour point with the locals is related to the healthcare or lack thereof, and this is a main cause of negative reaction from the public.

It can be said that the biggest issue in Şanlıurfa is security. There is a common belief in the public that there might be some among Syrians who might want to cause instability. Because of its location on the border, this fear has reached critical levels. Şanlıurfa has the longest border with Syria and friendly forces do not exist across the border. There is a feeling of vulnerability towards terrorist attacks because across from Akçakale ISIS is active and across from Suruç, the PYD, an extension of the PKK, has strongholds. The biggest fear of NGOs is the risk of a change in the peaceful acceptance of Syrian refugees because of a terrorist act.

The most critical social issue related to Syrian communities in Şanlıurfa is the second marriages. Due to these marriages, there have been disturbances among local women. Some of the men leave their families to marry Syrian women. As a result, there might be social disturbances due to the harm to the family structure.

In economic terms, the effect of the crisis is limited in Şanlıurfa because of its already limited business connection with Syria. As a disadvantage, it can be said that the investment environment in Şanlıurfa has been negatively affected by the crisis in Syria. Besides, there has been a decrease in the exports from Şanlıurfa due

the crises in Syria and Egypt. However, the importance of exports in the city's overall economy is low, so the decrease in exports does not have much general effect. Actually, many entrepreneurs think that the refugees contribute to the economy instead of harming, because they do the jobs locals are not willing to do. There are not many rich Syrians living in Şanlıurfa, so there has only been 2 million dollars worth of Syrian investments in the industrial district of Şanlıurfa, according to local estimates. These investments are only a fraction of the city's overall economy. Although there is not much contribution in a large scale, Syrians still participate in the economy by opening small shops and other retail centers. Also, the camps contribute to the city economy, because supplies for these camps, which house a refugee population of 80.000 people, are provided by local companies.

c. Kilis

The population in the city center of Kilis is 84,000 and the overall population of the province is around 129,000. By October 2014, the population of registered Syrian refugees reached 98,000 in the city center. NGOs estimate the number of Syrian refugees living outside the camps at around 120,000. In addition to these numbers, there were 15,000 refugees in Öncüpınar refugee camp and 24,000 in Elbeyli refugee camp. The refugees living in the city exceed the local population of Kilis. As a result, Kilis is one of the most affected places by the refugee influx. It can even be said that the people of Kilis feel like they live in a sort of buffer zone between Syria and Turkey.

Because the local population of Kilis is mainly Turkish and the refugees coming to Kilis are mainly of Arab descent, some troubles were observed as a result of the rapid mixing of the city's demography in terms of culture and language. Actually, since Kilis is situated on a main route that leads to both a pilgrimage and commercial center, there always has been historical tolerance towards foreigners. Being one of the first cities to accept refugees from Syria, Turks approached refugees as generous hosts. They even collected funds for Syrian refugees and some accommodated Syrians in their extra homes. While helping new guests, locals thought that the situation was only temporary. They expected Syrians to either return home or settle in the refugee camps. With the realization of the fact that these Syrians would not be able to go back for a long time or could not be settled in the refugee camps, the general attitude towards Syrians has changed considerably for the negative. Moreover, the uncertainty of the process adds to the already existing negative sentiments towards the Syrians. As a result, most of the aid that was once thriving for Syrians by the local community has started to diminish.

Kilis has also been struggling with the issues caused by its proximity to the border. The local community fears that there might be criminals or escaped convicts among the Syrians who might commit crimes such as kidnapping. They think that in the case of an event like kidnapping they will not be capable of doing anything. So far, there has not been any kidnapping of a local. However, other refugees kidnapped some Syrians for ransom. Therefore, Kilis feels the negative effects of the uncontrolled border between Syria and Turkey in the most apparent way. In addition, locals believe that Kilis has turned into a hinterland and a buffer zone for the Syrian opposition. The fear of provocation and having people from the PKK or ISIS around them is widespread in Kilis. The biggest threat is the fact that the city is vulnerable to mass protests that could occur with little provocation.

The economy of the town has been negatively affected by the refugee influx. First of all, exports, which reached 30 million dollars previously, fell to 10 million before rising again to 20 million dollars. Howev-

er, this is still below what it was before the uprising in Syria. Previously an economy partly based on smuggling existed in Kilis. Before the crisis, families used to cross the Syrian border to fill their cars with gas and other products in order to resell them. An estimated 6,000 families, which means almost 25,000 to 30,000 people, lived on profits from smuggling. The population engaged in these activities totaled almost one third of the city's population. After the crisis, the level of smuggling increased but, consequently, the number of people benefiting from it decreased dramatically. Only a few villages around the border have benefited from smuggling after the crisis. That means 6,000 families in the city have lost their income source. The positive contribution of Syrians to the economy is therefore limited, and only a few refugees have good income. There is only one businessman settled in Kilis who invested and does trade. Thus, the contribution is very marginal. Some Syrians brought money with them but that ran out rapidly.

The population of Kilis mainly consists of Turkmen and is very homogeneous. Thus, Syrians do not worsen an already existing ethnic-sectarian problem. However, with more Syrians now in the city than locals, there is the possibility of ethnic polarization between Syrians and locals, as the local people of Kilis now find themselves in the situation of minority.

Another issue regarding Kilis is that the city is designed to accommodate up to 80,000 people although it is currently inhabited by 200,000. Consequently, the city is burdened in terms of municipality services such as health services, garbage collection and traffic. Also, the city is serving 200,000 with funds necessary for only 80.000 people. The situation in the hospitals does not only cause health problems but also psychological problems because the hospitals in the town resemble war hospitals. For the people in Kilis, it gives them the feeling that they are living in the middle of the Syrian crisis.

Besides all these limitations, street begging, problems with unregistered Syrian vehicles, and security issues cause panic in the city. There are also more serious social problems caused by prostitution, polygamy, and Turkish men marrying Syrian women. These occurrences contradict the traditional conservative structure of the community. Other issues such as unplanned settlements, culture clash and increasing rental prices also exist in Kilis. Therefore, it is possible to say that Kilis is one of the most vulnerable cities observed in our study. There are signs of this vulnerability such as disagreements between Syrians and locals turning into negative reaction towards the Syrian community as a whole. Although the Syrians in the town form the numerical majority, they still carry with them the psychology of a minority and feel the need to organize in order to protect themselves.

Overall, Kilis's citizens feel that they cannot handle more refugees. Thus, community leaders have suggested that if Syrians are to remain for an extended period of time, they must be resettled to other cities in order to share the burden.

d. Hatay

One of the most affected cities is Hatay. The city has not come to know Syrians only after the crisis. The border between Hatay and Syria was practically non-existent before the crisis given the deep cross-border ties. Almost every family in Hatay has or had relatives across the border. As a result, Hatay not only faces economic and social problems because of the Syrian situation but humanitarian concerns, as well.

According to the United Nations data from October 2014, there were 15,504 refugees in five different camps in Hatay region. The official number of Syrians living in the city at the time was around 60,000. However, the number is doubled when the estimated number of unregistered refugees living in Reyhanlı, Antakya and the

towns close to the border are added to this amount.

Hatay has a heterogeneous demography. The city is proud of its heritage. People from different ethnic groups, cultures and religions live together in peace there. Generally, the population of Hatay consists of Turks, Alawite Arabs, Sunni Arabs, Kurds and Christian Arabs. The town's demography means that it is a more sensitive place for Syrian refugees. The biggest fear in Hatay is losing the balance in the population in favor of a certain group. This fear is especially present for Alawites.

At the same time, each group recognizes they will be affected the first and most by the unrest in the city. Some of the divisions created by the presence of the Syrians have already manifested themselves on the streets. Granted, there is broad acknowledgement that the community leaders and city officials are handling the crisis well. After the above-mentioned street manifestations, the idea of furthering peace and togetherness in the city is improving.

Although there were some issues regarding the refugees' arrival, there has not been any widespread reaction or protest apart from the off-shoots of Gezi protests in Hatay. It is important to mention that there was not big unrest even after the terrorist attack in Reyhanlı in May 2013. Even if there were rumors that some refugees left the city because of negative reactions following the attack, the numbers and the current situation in the city does not reflect that. However, there is concern that some reports in local and national news about Hatay are provoking unrest and might cause discomfort in the community. For example, speculative news about Syrians creating problems or about some Syrians not paying their bills in hotels and restaurants perpetuates the dissatisfaction of the locals.

The historical family relationships between Syrians and locals keep the social environment stable and prevent any mass disturbance in the community. Locals maintain that 20% of the Syrians living in city center stay with their relatives, where they also receive emotional and physical support. Still, there are reports that Hatay is like a ticking time bomb. Different groups have the common view that if there is a spark of unrest, this could lead to major problems. The fear of losing the peace is a predominant sentiment around the city. This fear actually prevents many issues from being resolved.

In addition, the economic effect of Syrian crisis on Hatay is more severe than in many other cities. Many citizens in the city mentioned that Hatay has suffered from the crisis more than any other city in Turkey. Every branch of business has expressed the fact that they have suffered from the early stages of the crisis in Syria. It is possible to categorize the economic effects of Syrian crisis on Hatay in four categories:

Direct trade: Hatay's exports to Syria, which amounted to nearly 118 million dollars in 2010, fell to 56 million dollars in 2012. Even if this number is expected to increase in 2014, it does not seem possible for exports to reach pre-war levels.

Transportation/transit crossings: Before 2011, Hatay housed the biggest logistics companies after Istanbul because of the city's trade with Syria. The logistics firms provided countless jobs for the region directly and indirectly. Problems starting after the crisis reached their peak when the border was officially closed on July 20, 2012. Only a few logistics companies went bankrupt, but if a solution is not provided or alternative routes opened, this sector might face dire problems.

Frontier trade/Informal economy: The war economy was initiated in Hatay as it has everywhere, with the advent of the war. In

fact, smuggling has not stopped as some suggest. In reality, only the products and the smugglers have changed with the crisis.

Tourism: The tourism has mostly died out in the city. However, the Syrian refugees mostly spend their money locally, thus it provides a balancing effect for the economy. Also, most of the humanitarian supplies are provided by locals business, so the economy still has some dynamism.

In addition to the sectors mentioned above, banking also took a hard hit after the crisis. It is reported that some Turkish citizens moved their funds elsewhere because of security concerns. Contrary to some other cities, real estate prices have gone down because of the city's security issues. A majority of the refugees in Hatay do not have the funds to make big investments. Some of them participate in the economy by opening small businesses like barbershops or grocery stalls in open markets.

Syrians in Hatay have done well in getting jobs in entry levels. Of course, unregistered labor is still an issue, and there are some groups who are disturbed with Syrians getting jobs in the city. It is believed that people who can find a job in Antakya will stay there even after the crisis. The cultural and linguistic similarities make integration easier for them.

In terms of security and order, the belief that individuals from the Syrian opposition regularly come to Hatay has caused some security concerns among the public. Thus, the security forces increased their regulations and checks. Although there are not many Syrians opposition members in the city, concerns about this have not totally vanished. A lot of people believe that it is impossible to totally block and check the border. Thus, some people come and go across the border in order to fight or work. Even if there is a sense of help or protection for the refugees, there are some concerns about Syrian fighters in the city.

There have been some judicial cases between Syrians and locals. The number of cases was approximately 200 by June 2014, which is lower than expected considering the city's demographic and cultural structure. One of these cases was a homicide committed by a Syrian against a local. Such cases can spread through rumors and cause disturbance in the city. It is believed that familial relationships help maintain the order in the city. Since the family and relatives offer a kind of protection, crimes such as theft remain low. However, there is a perception that child abuse and domestic violence towards women is very high in Hatay. Also, it is believed that there has been an increase in multiple, informal marriages.

The life standards of Syrians living in Hatay might not be high, but their integration process is better than many other cities. Many of the refugees have found accommodation thanks to their family relationships. In addition, it is evident that the higher population of Arabic speakers in the city has prevented possible language barriers to a great extent. Education is still an issue in the city though the initiatives in this sector have increased.

e. Adana

Adana is less affected by the Syrian crisis but the issue of Syrians has been a major item on the local agenda. According to official numbers, there are around 40,000 Syrian refugees living in Adana. 11,292 of these refugees live in Sarıçam tent city, and the rest live in the city center. According to unofficial numbers, Adana hosts over 50,000 refugees.

The community in Adana is generally cautious and can, at times, be judgmental. Thus, any kind of issue caused by Syrians can easily turn into mass disturbance. Contrarily, there is an atmosphere of sym-

pathy and generosity in Adana. When compared to the other cities, the effects of Syrian on Adana in terms of economy and social life is very limited. However, there are a number of people in Adana who claim that they have been affected from Syrians in a negative manner. The main cause of the complaints is the idea that Syrians are contributing to an already existing unemployment and causing security problems.

The social effect of Syrians in Adana is limited, compared to other cities. There has not been any ethnic-sectarian conflict in Adana as of yet, although there are concerns about it. Especially Alawite Arabs, who are a large group in the city, are cautious and disturbed by the presence of Syrian refugees. Thus, refugees do not settle in Alawite-dominated neighborhoods in the city. Besides the Alewites, there are some who are opposed to Syrians living in the city because of nationalist ideas and tendencies.

Syrians generally live in big groups in neighborhoods with limited opportunities and low-income populations. Even if it has not happened yet, the possibility of more Syrians arriving and creating their own neighborhoods is a matter of contention in the city.

When the economic effect is observed, situations can be encountered where the locals are victims or abusers of the refugee population. The general public opinion is that it is harder to get a job and the wages are lower due to the Syrians in the city. In addition, the firms affirm that some companies create unfair competition by hiring illegal refugees. Upon closer examination, the situation is different than what the public states. The average unemployment rate in the city might be high but there are job opportunities in different basic job sectors. Many people believe that there are some individuals who are used to living on welfare and who are picky about jobs. It is believed that they only use the Syrian case as an excuse. According to some Syrians, they are simply filling the positions locals do not want to take. Still, it can be said that stronger regulations for Syrians to work in Turkey could help both the public and the employers.

There is not much investment by Syrians in Adana. When direct commerce is examined, the rate of exports, nearly 43 million dollars in 2011, dropped down to 24 million in 2012. After the refugee crisis, exports have picked up and have actually reached higher levels than before the crisis.

In terms of security there are no signs of any serious crimes committed by Syrians. There have been small fights or conflicts, but these are common among the locals, as well. There might be rumors that Syrians cause some tension, but there is no solid evidence of this. Until the middle of 2014, there have only been forty Syrians involved in disturbances. There might be some reaction from the community, but it is only done verbally.

There are instances of child labor. The insufficient education and lack of supervision of children make them vulnerable to such problems. It is possible that children growing up without an education might cause bigger issues in terms of security and order in the city in the future if necessary social and economic opportunities are not provided. In fact, begging in order to survive is already causing some problems in Adana.

When the living conditions of Syrians are examined, it is apparent that the primary issue is accommodation. Syrians living outside the camps are already on their own in meeting their needs, with the exception of health services. Health is, seemingly, the least problematic issue in Adana. Registered refugees are able to go to hospitals free of charge and can get free prescriptions, as well. There have been no

complaints of an under capacity of work, as in other cities.

It is hard to mention positive things about education and shelter. As stated before, refugees might have to work illegally to meet their needs, and they are still living in poverty. Refugees coming with money have already spent their savings. Most Syrians struggle to survive, and multiple families live together in single houses in bad neighborhoods. There is some aid provided by local initiatives and NGOs, but they are not sufficient and not well coordinated. When compared to the demand, the aid provided is insufficient.

It is possible to make the same evaluation in terms of education. The rate of people who need basic education in Adana is very high. According to unofficial numbers from NGOs, there are currently at least 12,500 school-age Syrian children in Adana. With NGOs' initiative, a school is opened which educates around 3,000 students. There are also language issues. It is difficult to find good quality educators in Arabic because Syrian teachers are offered very low salaries.

Another issue related to education is the fact that many Syrian families are reluctant to send their kids to school because of security concerns. It is often mentioned that if the school is far from where the family lives, the family will not want to send their children because of financial burdens and safety concerns. Because of the imperative of earning money, it is particularly hard to encourage families to send their male kids to school.

f. Osmaniye

According to AFAD's statistics from July 2014, 9,051 of the refugees in Osmaniye stayed in Cevdetiye tent city. There are 14,145 refugees living in the city according to official data. However, it is estimated that there are at least 20,000 refugees in Osmaniye as of November 2014. Most of the refugee population living in Osmaniye are of Turkmen origin while a limited number are of Arab origin.

Since the refugee influx that came to Osmaniye is relatively low, there has been no serious social disturbance in the city. Although there are some verbal complaints, there are no serious issues revolving around the refugees. It can be said that the fact that majority of the refugees are Turkmen is helping to keep the peace. The biggest concern for the public is an increase of refugees from different ethnicities. Another concern, as in other cities, is the increase in unofficial marriages.

Even if the Turkmen refugees provide a positive dimension, there are still complaints from conservative and nationalist groups. The individuals and initiatives that organize and collect aid state that the majority of the donations come from conservative people. However, the willingness to help is decreasing among them. Another factor initiating and perpetuating dissatisfaction is the fact that refugees have a different way of life.

Communication between the refugees and the locals is very limited. The local community believes that the situation is temporary and does not want to consider it a long process. It is frequently stated that if the refugee number increases by 50%, there will be more serious problems in the city.

The economic effect of the Syrians is very limited in Osmaniye. Still, illegal employment of refuges might be an issue. It is estimated that 2-3% of the refugees are wealthy, and the rest belong to low-income groups. Most of the illegal workers can find jobs in construction. According to reports from locals, there are some refugees who cross the border to go work on their fields and who later come back to Turkey. As an economic effect, the rents are increasing. The 250-300 TL increase in the rental prices makes landlords hap-

py, but it upsets the tenants. It is believed that there are problems related to the real estate sector in the city, but there have been some initiatives to remedy this.

In terms of law and order in the city, officially there have not reported many cases involving Syrians; however, there are rumors in the community about Syrians disturbing order. In 2013, there were 24 cases involving Syrians and in 2014 there were only 26 Syrians involved in court cases. Many of these cases were resolved before going to the court. Another issue mentioned in Osmaniye is that there might be some refugees going across the border to fight and then coming back. These cases are considered security problem and cause some distress among the public.

There is no major report about the abuse of women, but many confirm that unofficial marriages are occurring. One of the major issues reported by the public, especially from women, is that marriage with Syrian women is quite common.

When the living conditions of the refugees are analyzed, the fact that Osmaniye is a small city enables humanitarian aid to be more efficient and coordinated. However, accommodation and education are still crucial issues as they are in other cities. 2,000 children living in camps have access to education, while the ones living in the city lack educational opportunities. There is a school that will be opened soon with 12 classrooms that will serve 2,000 children, but this may not be sufficient.

g. Kahramanmaraş

In Kahramanmaraş, there are 17,000 refugees in camps and 40,000 in the city, totaling approximately 57,000 registered refugees. It is estimated that the real number of refugees is around 75,000. The reason for the difference between the numbers is the unregistered refugees living in the rural parts of the province. Kahramanmaraş has a homogenous population because of its limited domestic immigration. The population is very conservative and inclusive. The reaction to the Syrians is mainly determined by the helpful but easily provoked structure of the community. On the one hand, Kahramanmaraş is the least likely place where a negative reaction towards Syrians may occur. On the other hand, there is the risk that one little incident could turn into a mass disturbance in the city. Mass disturbance may occur not because the city is at risk for this type of event but, rather, because the community can be easily provoked. The one factor that stabilizes the situation is the efficiency of NGOs in keeping the public from moving in a negative direction. In addition, the painful legacy of the 1978 incidents in Maraş has made the public, local authorities and NGOs more responsible and cautious.

After the incidents in July 2014 against a group of Syrians, the city is better now. In fact, these events helped the city decrease tensions afterwards. The reason for the decrease in tensions is the improvement made in answering complaints from the locals. It can be said that the reactions before the incident had multiple reasons. The flow of refugees, who came with a different culture and a different language, caused a reaction from the conservative and closed segments of the community. For example, Square Park in the center of the city has become a place used by Syrians daily. Square Park and other parks are even named Syrian parks because the Syrians are often using them. Moreover, usage of the parks till late hours, the large crowds, the noise and some other behavior, which are not in line with the local culture, have caused a negative verbal attitude towards Syrians. Also, this city, which had little crime and beggars before, has many beggars in the streets. This is one reason for the negative attitude towards Syrians. After the July incident, Syrians are less apparent in city life. They have also devel-

oped more acceptable behaviors that have been adapted to the local culture. Local authorities have also taken precautions to prevent street begging. For these reasons, it can be said that the atmosphere in the city is calmer and a risk of a major disturbance is very low.

The biggest fear of community leaders is the possibility of provocations that seek to trigger disturbance in the city, by capitalizing on domestic or international political developments. For example, reports surfaced that urban myths played a big role in the July incidents. An erroneous piece of news titled "A Syrian killed a police officer" was the spark of the incident. Also, articles such as "Syrians cut open a pregnant woman" caused mass protests. As in Gaziantep, provocations were the main reason for major disturbance. In addition, the cultural layout of the city is open to provocations. For example, during the events of the July, most of the protestors were young people between the ages of 12 and 20 who were easily provoked and acted irrationally. Another worry for locals is that, on the one hand, they are concerned about the fact that they are willing to help Syrians as victims of war but, on the other hand, that they may react if Syrians behave inconsiderately towards the local culture. The perception of Syrians as victims is weakened by crimes, organization against locals, and actions that go against local culture. In contrast to the perception of the local community, involvement in crime is rare in the Syrian community. The real worry is that one criminal act committed by a single Syrian might be used as impetus to act against the entire Syrian community.

Another reason for negative reaction towards Syrians is the economy. Many Syrians have opened their own stores in the city, and often these entrepreneurs do not pay taxes, something that causes unfair competition with local stores. In addition, the increasing numbers of small businesses such as shops and bakeries have affected other businesses. As a result, this has caused problems with local business owners. Attacks on stores with Arabic signs during the July incidents were a result of this problem. It was speculated that local business owners were the primary instigators of these incidents.

In spite of the reactions from small business owners, big businesses do not show any signs of contention with Syrian refugees. It can even be said that they need and depend on the Syrian work force. The public has made suggestions that Syrians are stealing local jobs, but no real data shows any indication of that. The unemployment in Kahramanmaraş is lower than the national average. The work force is needed to work in factories and in the region's agricultural sector. In addition, there is a new industrial district being built which will need workers. Business people in the city think that Syrians could be a good resource for the new work force, and that their legal issues regarding work permits should be resolved immediately. Consequently, it can be said that Syrians contribute to the city's economy. Another small contribution is that a few Syrians made investment through local businesses. There are two Syrian textile factories, but their contribution to the overall economy is not crucial. These two companies employ only Syrians.

A staggering 150% increase in rental prices, a lack of available housing, and the fact that landlords attempt to get rid of Turkish tenants to rent places to Syrians are common problems in Kahramanmaraş. It can be stated that Syrians cause less issues in terms of security and social problems in Kahramanmaraş than in other cities. There has been no considerable increase in the crime rates either. The city's homogenous demography has played a role in keeping the peace, as well. However, in the long term, an inclusion of an additional 10% Arab population to the city might cause problems. Thus, business sector participants, who are not concerned but,

rather, happy with the existing Syrian work force, still do not want a new wave of Syrians into the city.

h. Mersin

Mersin has experienced domestic immigration because of the Gulf War and the situation in the southeastern region of Turkey. Thus, the refugee flow is not its first experience with foreigners. The increasing population in Mersin might be considered positive factor by some, though there have been complaints about the change in daily life in the city. The primary complaint is the fact that the city's infrastructure remains unchanged even though the population is increasing because of the refugee influx.

Official numbers from November 2014 show that there are 58,800 Syrian refugees living in Mersin. 41,801 of these refugees have either gotten their residence permits or identification or they are on the waiting list. However, it has been repeatedly reported that the actual number of refugees might actually be closer to 200,000. The majority of the refugees are Sunni Arabs, Turkmen or Kurds.

The local population considers Syrians to be a negative factor on the life in the city. Locals also complain that refugees create uncontrolled living environments. It is believed that wealthy Syrians prefer Mersin, so the overall situation in this city is much better than in others. This evaluation has some truth in it since there have been significant investments in the city after the crisis. Nonetheless, the number of these wealthy Syrians is only a small portion of the refugee population when we consider the size of the refugee population in the city. Therefore, it is hard to suggest that things are positive in Mersin. There has been a considerable increase in the already existing malaise about immigration with more and more Syrians entering the city. Most of the interviewees claim that from the social life to traffic, Syrians have had negative effects on the city. It has been repeatedly stated that Syrians try to live in their own ways in isolated areas, and this sometimes disturbs the locals to some extent. Some interviewees mentioned that Syrian youth spending time together in public areas have caused some concerns among public.

In terms of the city's economy, it can be stated that Mersin turned the Syrian crisis into an opportunity, and the effects of wealthy Syrians in the economy is quite visible. The number of Syrian firms active in Mersin was 25 in 2009 and by 2014 the number reached 279. Additionally, the portion of Syrian firms in Mersin was 6.3% in 2009, and it increased to 31% by 2014.

A positive effect can also been in the commerce with Syria. When commercial activities between Syria and Mersin in the last five years are examined, there was a drop in 2010 and 2011 and an increase in 2012 and 2013. Before the crisis, exports from Mersin to Syria totaled 19 million dollars in 2010. The number rose to 75 million dollars in 2013. The increase in exports was 331% in 2013 compared to the previous year. With the increase, exports reached their highest point in the last 5 years. It can be said that exports have continued at this pace during 2014.

The reason for the substantial Syrian investment and increasing export in Mersin is due to the relationships created before the crisis with Latakia and the advertisement campaigns in Latakia before the uprising. It is evident that the merchants who settled in Mersin have continued their trading with their old contacts via Mersin. It has been reported that especially highly needed products such as food and emergency supplies can be sent to Syria from Mersin by using individuals with contacts in Syria. This also gives a boost to the economy.

In spite of the positive effects on the economy, it is hard to see any positive effects

in the public sphere. As in other cities, small and medium-sized businesses in Mersin hire illegal Syrians and give them very low wages. In addition to this, most of the Syrians do not shop in local stores. It has been observed that the positive perceptions related to previous immigration have started to turn into negative ones recently. A decrease of the shopping in local stores by Syrians, coupled with the fact that they are starting to shop in their own stores, might be a reason for the change in attitude. The fact that most of the Syrian businesses are not registered is also problematic for local businesses.

Although suggestions were made that unemployment in Mersin is caused by Syrians, it is impossible to make a valid evaluation of that. It is frequently mentioned that illegal workers not only harm the local economy but also cause problems in the social structure by getting involved in crime and disturbing the peace. When the statistics on law and order were examined, the rates of criminal involvement and criminal disturbance do not seem as high as previously thought, however. Until July 2014, there were 519 Syrians involved in crime in the city. There have also been a lot of complaints about unregistered Syrian vehicles getting involved in accidents. Citizens claim that these drivers often do not take any responsibility for their actions. It has also been stated that, in contrast to periods before the Syrian crisis, there has been a considerable increase in the abuse of women, drug use, theft, and gang activity at present. It is evident that the locals are concerned about these issues. Another security issue is the belief that several radical groups exist in Mersin. Related to this, lack of sufficient security in the city is also a concern for the public.

When the living conditions of Syrians are investigated, the results seem to be better than in many other Turkish cities. However, there are still problematic issues concerning education, food supplies and accommodation. Humanitarian aid is organized by NGOs, but it is not stable and sufficient. According to local citizens, there are five schools in Mersin serving Syrians. These schools educate 4,484 children and, in addition, nearly 1,000 students attend government schools. Health service provision is not of the highest concern. Registered refugees can get free health service and drug prescriptions.

CONCLUSION AND RECOMMENDATIONS

The Syrian refugee situation in Turkey has become an integration and security issue with social, economic and political dimensions. As a result, it has been generally accepted that a policy based only on providing the basic needs of the refugees is unsustainable. Upon realization of this, the institutions tasked with administering the issue have been working on this dimension recently. Under AFAD coordination, camps have been set up in way that can be an example for the world. However, the life standards of Syrians living outside the camps need to be reexamined and changes need to be made. The suggestions below may help in the establishment of a policy on social integration of Syrians in Turkey.

1. First of all, the studies on the number of Syrian refugees and those who will remain in Turkey should be conducted in a more realistic manner. The results of such studies can make a better contribution to policies and to the steps that need to be taken. This study shows that many Syrians will remain in Turkey for a long time and some may not go back even if the conflict in Syria is resolved. If these permanent guests are a reality for Turkey, measures that will minimize the negative consequences and maximize the benefits need to be introduced.

2. If we assume that Syrian refugees are permanent, there should be a comprehensive Syrian refugee policy that also includes actions to prevent reaction from local communities. The Syrian refugees issue should be considered as a social integration issue. Accordingly, there should be a holistic policy that includes work force development, educational development, accommodation aid, health service restructuring, a betterment of municipality services, and progress in terms of host community understanding.

3. If the integration process can be managed successfully, it can contribute to the diversity and improvement of a new multicultural structure in Turkey. Also strengthening bonds with neighboring countries can help provide a better environment for economic and political cooperation in the future.

Based on this assessment, the non-exhaustive suggestions listed below could be considered in future policies directed toward Syrians:

- *Registration of Syrian refugees:* There is a common perception in the public sphere that Syrian refugees can commit crimes without punishment. For example it was frequently mentioned during interviews that cars with Syrian plates often simply leave the scene when they are involved in accidents and that, consequently, locals are unable to make complaints. Also, there is a belief that Syrians can cross the border and come back when they commit a crime in the cities where they live. These situations create security concerns among people. Therefore, registering Syrian refugees is extremely important for the integration process. Registration has been handled by AFAD and the Police Department. It was noted that a considerable number of Syrians are still not registered. One reason for this is that the registration process started only recently. Additionally, refugees living in villages and

rural areas are not informed about the benefits of registration. Therefore, informational sessions and mobile registration services might be of great use. In addition, a registration process for Syrian vehicles may also prevent negative reactions from locals.

- *Building extra capacity for health and education:* Construction of new hospitals or increasing capacity in existing hospitals can help ease the burden on the existing system. In addition, there is a need for more personnel in every department of the local hospitals. By allowing Syrian doctors to work in the health sector may bear many benefits. For instance, if the Syrian doctors can work in basic health centers located in neighborhoods populated largely by the Syrians, it will both serve those people and ease the burden on the health system.

  Education can be the most important part of preventing social exclusion. A lost generation without good education can lead to serious social issues, out of low income of feelings of social exclusion. If the education problem can be resolved, a generation which contributes positively to society and to the economy can emerge. Therefore, the biggest step to turn the Syrian refugee problem into an advantage for both refugees and for Turkey is education. There have been important steps taken regarding university education. The Syrians who have a high school degree or who have attended college have the opportunity to attend Turkish universities free of charge and without entrance exams. Besides this, the Presidency of Turks Abroad and Related Communities have been providing scholarships, free accommodation and university education for a number of Syrian students. There are two options for primary and high school students. First, Syrians can get their education in public schools with Turkish students. In this case, students can start their first grade with Turkish children in mixed groups. Others who start at a higher-level can get a year of preparatory class to learn Turkish. The advantage of this particular approach is that Syrian children can learn Turkish and schooling can commence sooner. However, the approach entails a 15% extra burden in student populations on public school systems in the area. With the developments made in Turkey in recent years on educational quality, the average class size has dropped to 29 students per classroom. However, if Syrians students start attending school, the class sizes will considerably increase. The increase might cause negative reactions from the local communities. Therefore, new schools have to be built and new teachers have to be hired at the government's expense. Another risk is the discrimination between Syrian and Turkish children. Yet another risk is that the project might increase the possibility that more families decide to stay longer in Turkey. Therefore, an option might be the creation of a special system for Syrian children. In that case, there would be challenges related to providing a Turkish education in Syrian curriculum and training Arab teachers. In addition, Turkish and Syrian curricula should be modified according to the needs of Syrian students.

- *Work Permits:* Providing work permits for refugees is a common demand of businesses in every city. The business sector suggests that a 10% quota should be given to businesses in order to hire refugee workers so that negative reactions from the community can be prevented. Especially in Gaziantep, Kahramanmaraş and Şanlıurfa there is a need for a strong workforce. Providing work permits for refugees while enabling them to keep their foreign status can eliminate unfair competition and problems derived from it. In addition, unfair competition between Turkish and Syrians workers can be eliminated. Currently, there is unfair competition between Syrian and Turkish workers

because employers do not pay taxes on Syrian positions. The plan can benefit the government in terms of ending tax losses, as well. In addition, work permits can help the integration process. Preventing unregistered businesses opened by Syrians can also ease tensions between Syrians and Turks. (As of the writing of this report, Ministry of Interior and Ministry of Work and Social Security have been working a regulation to allow for work permit.)

- *Giving more authority to local governments and enabling coordination between local governments and provincial authorities:* One of the biggest challenges in the struggle with the Syrian refugee crisis is the lack of coordination between central and local authorities. Actually, local governments have better information about the issue. However, for different reasons, they are unwilling to take a risk by acting without directives from the central government. It could be beneficial to give more authority to the local governments in handling these kinds of issues. NGOs also have a better understanding of both the refugee situation and local communities. An action plan to target each city's problems considering their unique environments with the partnership of NGOs can be more effective in solving various issues. Also, the burden of multi-faceted issue of refugees should be distributed to different government institutions. The establishment of the Directorate General of Migration Management under the Ministry of Interior Affairs and Coordinator Governorship dealing with the Syrians is a helpful step.
- *Building more capacity and providing extra budget for municipalities:* The cities with dense refugee populations have a 10% extra budgetary burden on their municipal services. Therefore, there is a need for an infrastructure and a workforce to build it. The budget is given to the cities according to their populations, but the populations have increased critically with the refugee influx of recent years. Thus, a rearrangement of city budgets should be considered. The problem here is that any extra budget for cities with refugees can mean cuts for other cities, which might create unexpected results.
- *Bring together groups of Syrian community leaders:* Many of the problems with Syrian refugees are due to a difference in culture and life style. Thus, directing Syrians towards adapting to local culture is of great importance. Local authorities and NGOs are doing a good job directing the Turkish population; however, directing the refugees is still an issue. If a group of community leaders can be chosen among Syrian refugees it might help overcome some issues. There is a current practice by AFAD that might be an example for this. In the camps, there have been some mechanisms created so that Syrians can become involved in addressing problems and finding solutions. Similar practices developed from such experiences can be used to address the issues of Syrians living outside the camps and help ease tension in society.
- *Booklets and Webpages in Arabic*: Syrians are experiencing problems with social relationships, in contacting government institutions, with reaching basic services. Opening up web pages in Arabic, publishing informative handouts or creating awareness programs through NGOs can help overcome these issues. These types of programs can help refugees learn about where, when and how to apply for something that can help them better integrate into local culture. This could also enable them to learn what to be careful about in certain contexts.
- *Opening up new living areas:* It is necessary to build new areas for accommodation because increasing rents, higher real estate prices, and the struggle to find accommodation are serious concerns both for refugees and locals.

- *International aid:* If we consider the refugees' desire for migration to other countries from Turkey, the crisis can be seen as an international issue. Especially UNHCR, other international organizations and western countries have an obligation to help with the Syrian refugee crisis. The countries can do more by not only providing basic aid but by developing educational and health projects.
- *Increasing the border controls:* Another reaction from the public is the threat of terrorist attacks. Because of uncontrolled crossings, locals have doubts about the identities of Syrians. Increasing work on the control of the borders and on the registration process can decrease worries about attacks in the communities.
- *Enhancing public receptivity of the Syrians in Turkey:* People living in the bordering cities of Turkey should be reassured. Authorities should explain to locals that Syrians might stay for a long period of time. There should be some explanation about living with Syrians and the reasons why Syrians are in Turkey. NGOs can play an important role in this process because they have a considerable effect on the communities. NGOs furthered this process by nurturing host and guest relationships. Now, they can help with the integration process. Also, the local media is very effective and can play a role in shaping public opinion and awareness.
- *Ameliorating the Syrian stereotype:* Many Syrians come from rural areas, so the perception of a Syrian is negative in the community. Also, the images of Syrian beggars on the street have caused a negative stereotype that might harm integration. To change these perceptions, some socio-cultural events can be organized by showing aspects of different cultures and life styles to the community. Studies showing the social and cultural contributions of Syrians can also be shared with the public.
- *Distributing the burden of refugee populations in border cities:* Another reaction to the Syrian refugees is the density of the refugee population in certain cities. Cities with limited resources are forced to handle the socio-economic effects of the refugee crisis. Therefore, a balancing redistribution of refugees can have a considerable effect on improving the refugee crisis.
- *Persuading the skilled Syrian labor force to stay in Turkey:* It is critical that an economic elite may emerge from within the Syrians community which will facilitate the solution of integration problems. Gaziantep is a striking exemple for that. This city with its dense population of refugees has solved challenges of social integration by integrating the Syrians into administration of their problems and by directing them towards production. Providing opportunities to Syrian businessmen is very important, as well. Such an approach can contribute to both the integration process and the resolution of economic challenges. Another issue is that skilled Syrian labor moves to the western countries while unskilled labor and low-income groups stay in Turkey. There are many doctors, academics, teachers, lawyers and engineers among the refugees. These people are unable to do their jobs in Turkey. Most of them either leave the country or work in entry-level jobs. These people can be used to create a group of community leaders among the Syrians. Additionally by providing them with work permits, they can work in Turkey and meet the demand for skilled labor. Lastly, Syrians might be allowed to join labor force, which will facililtate the solution of the issues stemming from unemployment or cooperation with the government.
- *Approaching the refugee crisis independent of the political arguments:* Discussions about Syrians are mainly politically charged. People who are responsible for bringing attention to the refugee

issue might come under different accusations due to political bickering. Also, some people who have never met a refugee can be against Syrian refugees just because of the influence of politics. The reaction of Turkish people towards Syrian refugees should be examined independently and objectively without any political bias. Solutions should be offered based on objective evaluations. Also, reducing the social events only to provocations and ignoring some root causes can lead to bigger problems in the future. The provocation and manipulation factor is evident in some social reactions, but the fact that the environment is very vulnerable to provocations should not be ignored. Protests are usually organized by limited groups of people; however, the whole city is affected by them. Therefore, events should be investigated in detail without being simply looked over.

- *Creating a database on changes in the demographics of Syrians and possible immigration movements:* It is important to have information on the demographics of Syrians, immigration back to Syria or other countries and their social, educational and health developments. If this information can be collected, it can be useful to tackle future problems. In this regard, plans should be prepared according to different possible scenarios for mid-term (5-7 years) and for the long term (20-25 years). Having such a database on Syrians can help to develop plans by using objective information.
- *Preventing begging:* With the influx of Syrian refugees into Turkish cities, begging has dramatically increased. The increase has caused security concerns beyond simple disturbances. The number of Syrian beggars on the streets, in traffic and in parks has caused worries that theft, burglary, pick pocketing and robberies could happen at any time. Also, the issue of begging negatively affects the perception of Syrian people in the eyes of their Turkish neighbors. Precautions by the local authorities could be very effective in this case. For example, in Kahramanmaraş, the authorities picked up beggars after the July protests and took them to refugee camps. These actions helped ease tension in the city.
- *Preventing the abuse of women and children:* The negative effects in the family and the abuse of women and children have played a great role in creating a negative perception towards Syrians in the Turkish community. This type of abuse is also a serious problem for the Syrian community. Awareness activities and suggestions from community leaders to denounce this kind of abuse, along with formation of response teams for issues related to abuse, can prevent many cases from occurring. In addition, swift action against abusers by local authorities and judicial authorities can prevent offenders from repeating their actions. Opening up shelters for Syrian women or allowing them to use existing shelters can be a temporary but effective solution to this acute problem.
- *Providing effective solutions for issues of public order:* In spite of the high number of refugees, there has not been a serious public order issue caused by members of the Syrian community. The involvement rate of Syrians in criminal activities is very low. Actually, in most of the cases, Syrians are the victims in lawsuits. In spite of the problems, there is a self-restraining mechanism among the refugees and the locals in order to keep the peace. Still, it is important to mention that a risk of disturbance could occur in public order. Some groups feel the need to replace the authorities when they think that there are not enough precautions in terms of order and security. Therefore, the judicial system and security forces should be efficient in solving and resolving problems between locals and refugees. The authorities must do this in a fair and judicial manner by act-

ing as fair referees in order to equally protect the rights of both sides.

- *Creating social areas for refugees:* Because of cultural and linguistic differences, Syrians cannot become involved in many cultural activities. Facilitating the participation of Syrian women young, and into about social activities could prevent many social problems. During the integration process, creating a positive social atmosphere in which refugees can benefit from many types of social services can be a great help. One good example is in Şanlıurfa where a mosque assigned to the refugees will be built which has lectures in Arabic.
- *Building overall capacity for Syrian refugees:* Building a better capacity platform to serve Syrians can help in multiple ways. If programs can be geared towards this goal, creating a group of community leaders, ameliorating the Syrian stereotype and integrating refugees into social and economic life will be easier to realize. The international community is also reconsidering their insufficient support and has decided to provide more aid. Directing international aid towards improving capacity for Syrian communities is a crucial step, as well.

APPENDIX-1: Institutions Interviewed (Chronological Order)

- Adana Chamber of Industry
- Adana Chamber of Commerce
- Adana AK Party (political party) Provincial Headquarters
- Prime Ministry Disaster and Emergence Management Presidency (AFAD) in Adana
- Adana ADYAR (Adana Humanitarian Relief Foundation
- Governorship of Adana
- Adana Çukurova Development Agency
- Çukurova University in Adana
- Osmaniye AFAD
- Osmaniye IHH (Humanitarian Relief Foundation)
- Osmaniye Doğaka Development Agency
- Antakya Chamber of Commerce and Industry
- Hatay Altinozu Municipality
- Antakya Newspaper
- Kilis Chamber of Commerce and Industry
- Gaziantep Mazlum-Der (NGO)
- Gaziantep IHH
- Gaziantep Chamber of Industry
- Gaziantep Chamber of Commerce
- Gaziantep Bülbülzade Foundation (NGO)
- Gaziantep Governorship Coordinator
- Gaziantep Silk Road Development Agency
- Gaziantep Mega TV (Local TV Broadcaster)
- Municipality of Şanlıurfa
- Şanlıurfa Chamber of Commerce and Industry
- Şanlıurfa NGOs' Humanitarian Relief Platform
- Şanlıurfa IHH
- Şanlıurfa Karacadağ Development Agency
- Şanlıurfa Arap-Der (NGO)
- Şanlıurfa Kanal Urfa (Local TV Broadcaster)
- Syrian NGO RMTeam
- Mersin Chamber of Commerce and Industry
- Mersin Kanal 33 TV (Local TV Broadcaster)
- Mersin IHH Branch
- Mersin Chamber of Artist and Artisans
- Kahramanmaraş IHH
- Kahramanmaraş Manşet Gazetesi (Newspaper)
- Kahramanmaraş Gündem Gazetesi (Newspaper)
- Kahramanmaraş Chamber of Commerce and Industry

uluslararası siyaset dergisi

Ortadoğu Analiz

Kasım-Aralık 2014 6/65 Fiyat: 10 TL (KDV Dahil)

Arap Baharı'ndan Geriye Ne Kaldı?

ARAP BAHARI SONRASI JEOPOLİTİK, IŞİD VE TÜRKİYE

KOBANİ, KÜRTLER VE ORTADOĞU

IRAK'DA YENİ DÜZEN

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Delivering Together for Development

THE WORLD WE WANT

LOCALIZING THE POST-2015 DEVELOPMENT AGENDA

DIALOGUES ON IMPLEMENTATION

UN HABITAT
FOR A BETTER URBAN FUTURE

GLOBAL TASKFORCE
OF LOCAL AND REGIONAL GOVERNMENTS
FOR POST-2015 DEVELOPMENT AGENDA
TOWARDS HABITAT III

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Empowered lives.
Resilient nations.

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The contents and recommendations of this report do not necessarily reflect the views and positions of the United Nations Human Settlements Programme, the United Nations Development Programme, the United Nations, or the Global Task Force of Local and Regional Governments. They are the outcomes of an extensive dialogue process with key governance stakeholders and constituencies, which took place from June 2014 to October 2014.

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EXECUTIVE SUMMARY

> "Most critical objectives and challenges of the Post-2015 Development Agenda will certainly depend on local action, community buy-in and local leadership, well-coordinated at and with all levels of governance… Accountable local governments can promote strong local partnerships with all local stakeholders – civil society, private sector, etc. Integrated and inclusive local development planning that involves all stakeholders is a key instrument to promoting ownership and the integration of the three dimensions of development –social, economic and environment."
>
> **Helen Clark,** ***Chair of the United Nations Development Group***

This report is based on a dialogue process through 2014, whose purpose was to respond to the following questions: how will the Post-2015 Development Agenda be implemented at the local level?; what local governance processes, tools, institutions, mechanisms, and other means of implementation are needed to achieve the future sustainable development goals (SDGs)?; and how can the voices of local stakeholders be amplified and their inclusion in intergovernmental processes be supported? Localization is an important element of effective multi-level governance, and provides the means to make the Post-2015 global discussions relevant to local populations in a framework of greater ownership.

Dialogues took place nationally and locally, in 13 countries around the world, to ensure the widest and most representative participation. Local dialogue participants were asked to identify priority areas for the Post-2015 Development Agenda, while national dialogues were held to allow a wider discussion on the entire localization process and its impacts on the domestic reality.

The key role of local and regional governments in development was underlined as part of the consensus of the entire dialogue. Effective decentralization and subsidiarity form the basis of development in almost all the countries consulted. However, the devolution of power should be accompanied by an appropriate environment that allows local and regional governments to fulfil their responsibilities. Participants in all countries agreed on the importance of strengthening transparency to allow people to access and manage public information and as a way of increasing the accountability of governments and public managers. The dialogue also addressed sustainable development and resilience to reduce the impact of natural disasters, protect natural resources, and preserve cultural heritage. Emphasis was given to mechanisms that facilitate stronger intergovernmental coordination, allowing the full participation of all levels of government.

The dialogue resulted in a strategic global coalition of partners, including regional/local government representatives, civil society groups,

Consultation in Ecuador ©UNDP Ecuador

democracy advocates, United Nations agencies and Member States. The process illustrated the need – and potential – for national and local governments to work together in localizing the Post-2015 agenda. Preliminary results suggest a position to improve local governance processes and local institutional capacity, and confirm the importance of territorial development as a strong base for global development. Achievement of many of the MDGs depended on local governments and local stakeholders. The Post-2015 Development Agenda will need national commitment to provide an appropriate legal framework, plus institutional and financial capacity to local governments.

The active role of local government in international development cooperation is crucial to achieving development results, democratizing the aid effectiveness agenda, and promoting inclusive ownership. Decentralization, subsidiarity and good governance at all levels are essential to implementing the Post-2015 Development Agenda. The global agenda should be inspired and implemented by local institutions, responding directly to citizens' needs. It should be transformative.

The report makes a number of recommendations and suggests ways of collaboration to facilitate the road journey ahead. UNDP, UNHABITAT and the Global Taskforce of Local and Regional Governments for the Post-2015 Development Agenda and towards Habitat III are fully committed to continuing their collaboration on the localization of the Post-2015 Development Agenda.

I. BACKGROUND: THE POST-2015 DEVELOPMENT AGENDA

Since 2012, the United Nations Development Group (UNDG) has spearheaded an unprecedented, multistakeholder outreach to facilitate a global conversation on the framework agenda that will succeed the Millennium Development Goals (MDGs) after 2015. The process has involved many people, including policymakers, academics, experts, business people and interested citizens. While the first phase of the dialogue in 2012-2013 focused on potential issues and areas to be included in the agenda, the second phase concentrated on the means of implementation, with dialogue organized around six main areas of discussion:

1. Localizing the Post-2015 Development Agenda
2. Helping to strengthen capacities and institutions
3. Participatory monitoring, existing and new forms of accountability
4. Partnerships with civil society and other actors
5. Partnerships with the private sector
6. Culture and development

The need to discuss the 'what' but also the 'how' to ensure the effective implementation of the future SDGs was strongly emphasized in the thematic and national dialogues, as well as in the HLP[1] and other reports. A key issue here was the need to discuss how to 'localize' the framework, assessing the local impact of the future SDGs and ensuring a local dimension.

This localization tries to go beyond national or regional implementation to understand how the future agenda will be implemented locally, plus the local implications. In contrast to the 'localizing the MDGs process', which began in 2005, the current effort aims to consider the issue of local implementation alongside the definition and negotiation of the SDGs.

Localization refers to the process of defining, implementing and monitoring strategies at the local level for achieving global, national and subnational sustainable development goals and targets. This involves concrete mechanisms, tools, innovations, platforms and processes to effectively

1. The Secretary-General's High-Level Panel of eminent persons on the Post-2015 Development Agenda

Consultation in Ecuador ©UNDP Ecuador

translate the development agenda into results at the local level. The concept should therefore be understood holistically, beyond the institutions of local governments[2], to include all local actors through a territorial approach that includes civil society, traditional leaders, religious organizations, academia, the private sector and others. We firmly believe, however, that a strong and capable local government provides the fundamental leadership role to bring local stakeholders together.

Localization is an important element of effective multi-level governance. It also provides the means to make the Post-2015 global discussions relevant to local populations in a framework of greater ownership.

In the last decade, the development agenda has broadened with the emergence of a wide range of global challenges. It has also seen growing demand for improved access to global public goods and calls for innovative institutional arrangements and solutions. It is evident that the local dimension of development is increasingly intertwined with global and national issues. The role of cities in development will grow, as 60 percent of the world's population will live in cities by 2030. Issues such as peace, human security, health, employment, climate change, and migration are now addressed mainly at the national and international level, but long-term solutions often require attention to local dimensions, implications and nuances, and most solutions will require local planning, participation and governance.

Lessons learned from the MDGs show the key role of local government in defining and delivering the MDGs, and in communicating them to citizens. Evidence for this includes the multiplication of decentralized development cooperation initiatives and the use of city-to-city cooperation as a cost effective mechanism for implementation.

In February 2014, UNDP and the United Nations Human Settlements Programme (UN-Habitat), on behalf of UNDG, together with the Global Taskforce of Local and Regional Governments for the Post-2015 Development Agenda towards HABITAT III

2. For the purposes of the present document, 'local government' refers to all forms of governments at subnational level.

(Global Task Force - GTF), were appointed to lead the dialogue on the means of implementation of the Post-2015 agenda at the local level. The process was implemented jointly with national governments, local government and their associations, citizens and communities. The results included valuable contributions from the local level, voicing local issues at national and international levels.

The dialogue's main objective has been to identify and propose ways of implementing the new development agenda successfully. The results of the national and local dialogues have also informed regional and international events and policy discussions, and have been presented to key decision-makers of the Post-2015 framework.

Objectives of the dialogue process

The aim of this inclusive dialogue was:

- to develop clear recommendations from local/territorial, national, regional, and global stakeholders for how to implement the new agenda at the local level;
- to amplify the voices of local stakeholders (local governments, CSOs, academia, the private sector and more), with special attention to the poor and other traditionally excluded groups, complementing the formal intergovernmental negotiation process; and
- to support the overall international negotiation by highlighting the aspirations emanating from the local constituency.

The localization dialogue was specifically designed with the aim of:

i. Identifying key local/territorial stakeholders for the implementation of the Post-2015 framework
ii. Analysing and defining roles and functions of local governments and stakeholders in working towards the targets
iii. Defining mechanisms and processes for facilitating the implementation process
iv. Identifying capacity gaps of relevant local stakeholders
v. Analysing participation and inclusiveness for the implementation process including local accountability mechanisms to populations
vi. Identifying simple but effective monitoring and reporting systems including identifying data sources, gaps and means of replenishing
vii. Discussing the implementation of the principles of development cooperation effectiveness at the local level
viii. Linking the process-related discussions to the thematic areas currently agreed by the Open Working Group
ix. Territorial solidarity and the impact of the rural-urban solidarity in sustainability
x. Addressing the consequences that increasing urbanization has for sustainability

The dialogues aimed to be open and inclusive, providing national and local governments and other local stakeholders with a platform to formulate ideas on how to implement the post-2015 agenda in their own words.

II.

THE DIALOGUE ON LOCALIZING THE POST-2015 DEVELOPMENT AGENDA

Governance of the process

Jointly led by UNDP and UN-Habitat on behalf of UNDG, and with the Global Taskforce of Local and Regional Governments for the Post-2015 Development Agenda towards HABITAT III, the Post-2015 Secretariat for the Dialogues on the Localization worked with national and local governments and their associations, key territorial stakeholders and international organizations on local, national, regional and global and on-line events. The Secretariat has supported the United Nations Country Teams in organizing national dialogues, ensuring visibility and disseminating messages from national, regional and global levels.

An Advisory Committee provided guidance in determining the most effective way for the results to be fed in the Post-2015 discussions. The Committee was made of 11 representatives, including: Member States (the Governments of Italy and Ghana), multilateral organizations (the European Commission), local governments (UCLG–Asia Pacific and the Association of Palestinian Local Authorities, APLA), global civil society networks (Slum Dwellers International, the Huairou Commission, and the World Conference of Youth), the private sector (UN Global Compact), foundations (the European Foundation Centre) and academia (Unión de Universidades de América Latina y el Caribe – UDUAL).

> "The establishment of this Advisory Committee is one of the process's achievements, constituting an innovative platform that brings together a wide and diverse range of public and private institutions, including representatives from youth and women"

Ecuador, Ghana and Italy are co-hosting the dialogue, and have been actively involved in planning, outreach and the dissemination of the dialogue results among Member States. They have also provided recommendations that will feed into the final international agenda.

Dialogues

The dialogues took place in stages to ensure engagement of the greatest number of citizens, stakeholders and governments as possible. Based on a strong partnership between the United Nations, national and local governments and other key stakeholders, both public and private, the dialogues have taken place at national, regional and global levels.

Discussion

NATIONAL DIALOGUES

National dialogues took place in 13 countries in Africa (Burundi, Cameroon, Ghana, Malawi and Tanzania), Asia Pacific (Armenia, Philippines, Tajikistan and Vanuatu), Europe (Portugal) and Latin America and the Caribbean (Ecuador, El Salvador and Jamaica).

Conceived to be universal, the Post-2015 Development Agenda should be applicable to all countries and regions. The dialogue has aimed for balanced regional coverage through discussions in Africa, Asia and Pacific, Europe and Latin America and the Caribbean.

The dialogues have been organized in various sociopolitical contexts, from highly populated countries such as the Philippines (97 million population) to medium-sized countries, such as Tanzania (47 million), Ghana (29 million) and Ecuador (16 million), smaller states such as Tajikistan (8.2 million), El Salvador (7 million) and Armenia (2.9 million), and small island developing states like Jamaica (2.7 million) and Vanuatu (215,000 inhabitants). Attention was also given to ensure the dialogue is organized in low, mid and high income economies. In most countries involved, the dialogue consisted of both local and national dialogues.

Local dialogues were conceived to strongly involve territorial stakeholders. Participants were asked to identify priority areas for the Post-2015 Development Agenda in light of their political, economic and social contexts, as well as to identify opportunities and constraints to future implementation.

Dialogues were an excellent opportunity to engage local governments and stakeholders in a multilevel and multi-stakeholder discussion involving international organizations and national governments representatives.

LOCAL NEWS

Local consultations on Sustainable Development Goals commence

Report of the National Report in Vanuatu. Vanuatu Daily June 2014

Local dialogues were held in a wide range of territories, including provinces such as Azuay (Ecuador) and Eastern Samar (Philippines); metropolitan areas such as Quito (Ecuador), Lisbon (Portugal), Manila (Philippines), Yaoundé (Cameroon), Yerevan (Armenia), San Salvador (El Salvador), Dushanbe (Tajikistan) and Accra (Ghana); urban and peri-urban areas such as Bafoussam and Buea (Cameroon), Évora (Portugal) and Kumasi (Ghana); rural areas such as Wa and Ekumfi districts (Ghana) and Karonga, Dedza and Nsanje districts in (Malawi); and islands such as Zanzibar (Tanzania), Vanuatu and Madeira (Portugal).

Several countries organized workshops at universities, for example at the University of El Salvador and the University of Coimbra in Portugal. Others were held at national civil society organizations, in Philippines, for instance, and the Economic and Social Research Foundation (ESRF) in Tanzania, or at national local government associations, as in The League of Cities of the Philippines and COMURES in El Salvador.

National dialogues were held to allow a wider discussion on the entire localization process and its impacts on the domestic reality with the participation of representatives of central governments, national associations of local governments, CSOs, private sector institutions, academia and international organizations.

In some countries, dialogues were complemented by focus group discussions (FGD), interviews with key stakeholders, queries, e-discussions, debates on social networks (Facebook and Twitter) and radio and television campaigns, to ensure a broader outreach of the process. Tanzania, for example, organized an e-discussion via TAKNET and more than 321 participants, inside and outside the country, provided their views and ideas. In Portugal, the Public Radio Broadcasting Company – RDP Antena 1 – dedicated one edition of one of its most popular programmes, Antena Aberta, to the debate. More than 100,000 people listened. Online social networks, particularly Facebook and Twitter, were also employed in Cameroon and Portugal, and Vanuatu, for instance, facilitated broad TV and print coverage of the dialogues.

A qualitative analysis of the participation shows some important features. One obvious observation is the significant, but unequal participation of women. UN Women stresses that women's empowerment can have a catalytic effect on development. Their participation is therefore crucial to express their concerns, needs and views on territorial development strategies. The same is true for minorities, disabled people, young people, as well as traditional and religious leaders, who all had important representation in the dialogues.

It is also worth noting the balanced participation of public and private institutions. International organizations, central governments and local and regional governments were deeply involved in the process. Civil society institutions, foundations,

PARTICIPATION IN THE DIALOGUES

	Dialogues	Participants	Women	Minorities	Youth	Public	Private		Academia
							CSO	Comp.	
Armenia	-	321	58%	-	12%	48%	17%	2%	
Burundi	4T/O	550	42%	-	25%	-	12%	-	-
Cameroon	1N/4T/E/P	400	39%	9%	-	-	-	-	
Ecuador	1N/6T	443	47%		36%	41%	52%	5%	-
El Salvador	2N/6T	300	-	-	-	50%	24%	13%	2%
Ghana	2N/3T	548	21%			56%	28%	13%	13%
Jamaica	1N/11T	141	49%	-	14%	53%	24%	15%	3%
Malawi	3T	-	-	-	-	-	-	-	8%
Philippines	3N/4T	274	64%	-	-	-	-	-	-
Portugal	1N/6T/E/M	433	-	-	-	-	-	-	-
Tajikistan	1N/E	1050	-	-	-	-	-	-	-
Tanzania	2N/2T/E	471	28%	-	-	-	-	-	-
Vanuatu	1N/1T/O	96	32%	-	-	84%	16%	-	-

T: Territorial Dialogues N: National Dialogues E: E-Dialogues M: Media (mass and social media) O: other means of dissemination

the private sector, the media and academia also participated in the dialogues, providing views that will help to contextualise the implementation of SDGs locally.

A major question revolved around how little was known about the goals by citizens and other stakeholders, including local and regional governments. Citizens' ownership of the agenda and their full commitment to it will be crucial. Efforts should be made to communicate and advocate for the SDGs locally.

In Portugal, participants identified no-ninvolvement of the local communities in the dialogues as a shortcoming of the MDG framework. In Ecuador, participants focused on the need to communicate the Post-2015 Development Agenda more effectively. They also discussed the need to mainstream the SDGs into national, provincial and municipal development strategies. This should include monitoring their local implementation and the active effective participation of all stakeholders, including people with disabilities and minority groups. In Ghana, special emphasis was put on the need to obtain the required support, communication and awareness-creation, and raising campaigns at the local level.

> The critical role of local and regional governments in development was underlined as part of the consensus of the entire dialogue

Ecuador stressed that there is a strong linkage between development and the existence of an appropriate legal framework with a clear assignment of responsibilities among the levels of government on the basis of distinct comparative advantage of each level. Ecuador is committed to decentralisation and the 2008 national Constitution launched an ambitious process to transfer competences and resources to empower the 'autonomous decentralized governments' (GAD) as means to foster development.

Effective decentralization and subsidiarity, therefore, form the basis of development in almost all the countries consulted. However, the devolution of power should be accompanied by

Consultation in Cameroon ©UNDP Cameroon

an appropriate environment that allows local and regional governments to fulfil their responsibilities. While both fiscal and political decentralization programmes are necessary for local governments to deliver basic services and promote economic, social and territorial cohesion, their capacities should also be reinforced through appropriate legal frameworks, financial mechanisms and sufficient material resources and technical capacities.

Participants in Tanzania stressed further the need to strengthen LRG's institutional and operational capacities to address potential challenges in implementing the SDGs. In Philippines, Malawi and Armenia, among other countries, participants focused on the need to improve planning mechanisms and resource allocation systems to guarantee balanced and efficient development at local and national levels. In Ghana, they emphasized the need to create enabling environments for local governments provide the necessary leadership to local stakeholders in fostering development initiatives.

Participants highlighted the huge potential of multi-level and -stakeholder political dialogue

The role of traditional institutions and leaders was also highlighted in, for example, Vanuatu and Ghana. They remain a valuable resource from which development policies can draw knowledge and legitimacy to enhance development effectiveness.

Within this framework, coordination between government levels becomes a critical challenge. In the Philippines, the audience pointed out that the progress of the MDGs was inhibited by the lack of convergence among several national government agencies and insufficient participation of local government and communities. Pursuing convergence and continued partnership at the local and national level was emphasized as a key recommendation for localizing the Post-2015 Development Agenda.

Consultation in Jamaica ©UNCT Jamaica

Various public institutions were involved in the dialogues, including national ministries, public institutions and local government (regions, provinces, districts, metropolitan areas and cities). In most cases, local government associations played an active role in engaging mayors and local councillors in the debate.

The participation in the dialogue process included CSOs, private companies and trade unions. Academics were also active in the dialogues at both national and local levels.

All parties concurred that local stakeholders must play an important role in the development and implementation of the SDGs. Their needs, interests and concerns must be clearly addressed when local and national development strategies are defined. The prioritization of mechanisms to enhance participation was considered critical if people are to contribute to common development. In Cameroon, participants particularly emphasized the need to ensure the effective participation of territorial stakeholders in the definition, implementation and monitoring of the new country's development strategy, Vision 2035.

The inclusion of individual and territorial stakeholders in the definition of priorities and in the allocation of funds was perceived as a means to hold governments, both national and local, accountable and committed to fighting corruption and fraud. This was one of the main issues expressed by participants globally. In Burundi and Tanzania, for instance, participants recommended developing appropriate policies and a strong institutional framework to fight corruption. In Philippines, participatory budgeting was seen as a tool to improve transparency and accountability mechanisms and to prevent local corruption.

Participants in all countries agreed on the importance of strengthening transparency to allow people to access and manage public information and as a way of increasing the accountability of governments and public managers. Transparency and accountability were also seen as a key way of enhancing ownership of development policies. Local and regional governments, the closest level of

Consultation in Cameroon ©UNDP Cameroon

government to citizens, are strategically positioned to link local stakeholders to territorial development.

Throughout the dialogues, substantive challenges of LRGs were identified. In El Salvador, participants linked most of the new development agenda to the country's key challenges (e.g. decent work and social protection, housing and basic services, food and nutritional security, education, health, human security, environment and resilience to climate change, migrations), and suggested ways they could be effectively addressed.

In Ecuador, Malawi, Ghana, Burundi and the Philippines, social exclusion was also identified as a major challenge to local SDG implementation. Emphasis was given to supporting the inclusion of disabled people, minorities, young people and women in development policies.

The dialogue also addressed sustainable development and resilience to reduce the impact of natural disasters, protect natural resources, and preserve cultural heritage. In Tanzania and Vanuatu, participants stressed the importance of natural and cultural heritage for local development and highlighted the many challenges they face in their conservation.

There were also calls for more decentralized development cooperation. The recent reform of the Constitution of Ecuador assigns local governments exclusive responsibility for international cooperation within the limits of their territorial boundaries. This was interesting and much appreciated by participants. Meanwhile, participants in Malawi underlined the need to approach international development strategies according to the bottom-up planning system established by the nation's Local Government Act.

The need to improve national associations' LRGs capacities was identified. LRGs associations play a key role both in lobbying central government and international cooperation stakeholders and providing technical assistance and training to their membership.

Consultation in El Salvador ©UNDP El Salvador

Consultation in El Salvador ©UNDP El Salvador

REGIONAL AND GLOBAL DIALOGUES

The dialogue was designed to address local and national situations, but also to gain a perspective on the possible application of the new development agenda with a regional and global dimension. The dialogue process has received great visibility, thanks to regional and global events in 2014 that brought together the messages from the national dialogues with inputs generated from regional and global stakeholders.

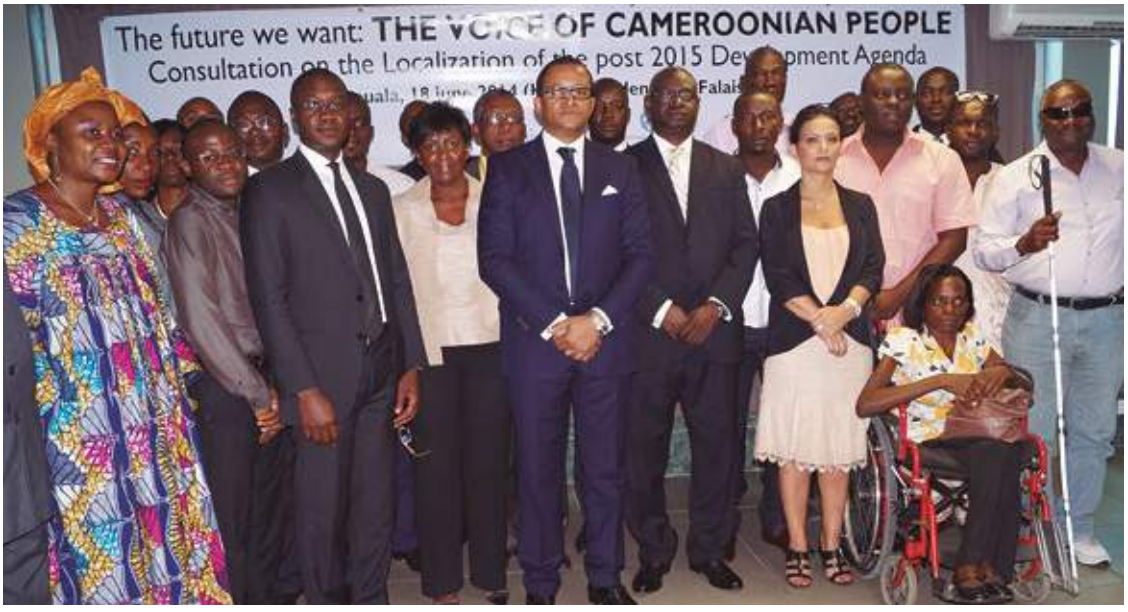
Four global dialogues were organized in 2014, which took advantage of key gatherings facilitated by three global stakeholders:

- ECOSOC Integration Segment on Sustainable Urbanization, May 2014
- EU Policy Forum on Development, Lima, Peru, June 2014
- EU Policy Forum on Development, Brussels, September 2014
- UCLG Executive Bureau, Liverpool, UK, June 2014

Additionally, six regional dialogues were also organized:

- Commonwealth Local Government Forum Board, Abuja, Nigeria, June 2014
- EU Committee of the Regions, Brussels, July 2014
- ORU/FOGAR Congress, Cartagena de Indias, September 2014
- Arab countries meeting with the support of Platforma, in Amman, Jordan
- Caribbean dialogue on Localizing SDGs, organized by the Commonwealth Local Government Forum during the Caribbean Forum of Local Government Ministers, Nassau, September 2014
- A dialogue with foundations organized by the European Foundation Centre and the Cariplo Foundation, Milan, Italy, September 2014

The regional and global events deliberated on several issues, but reinforced many other that were already identified locally. The relationship between multi-level challenges was clearly highlighted. LRGs face critical challenges, many originating at the global level but also having local implications and impact. Rapid urbanization requires a quick response to prevent slum creation through appropriate housing and planning with provision of basic services including water, sanitation, waste and energy, safe transport, while also considering urban, peri-urban and rural linkages. The effects of climate change are also local, and the development of responsive resilience and environmental strategies is vital. Ending poverty requires generation of decent employment opportunities, while social



Consultation in Cameroon ©UNDP Cameroon

cohesion policies are required to avoid and prevent social exclusion.

The **EC Policy Forum on Development** in Lima was a great opportunity to discuss territorial development challenges and the response from major regional and international cooperation actors like the European Commission. The dialogue addressed key issues such as the promotion of decentralization in a time when the EU is establishing its priorities for the next programming cycle. The proposed EU financial instruments for its 2014-2020 Multiannual Financial Framework were analysed by participants, and the need to focus on localizing development was proposed.

The **UCLG Executive Bureau** held in Liverpool, UK, assembled mayors and local government associations from around the world. It included a session to present and discuss the main outcomes of the national dialogues and to present the process ahead, including the role of local government in defining priorities for the new global development agenda as well as the new urban agenda. UCLG presented its campaign to consolidate a stand-alone goal on urban sustainable development and to mainstream urban, local and regional concerns across other goals as a meaningful way to address effective development. A key challenge will be to develop and monitor local targets and indicators for a more contextualised SDGs system.

Emphasis was given to mechanisms that facilitate stronger intergovernmental coordination, allowing the full participation of all levels of government. The risk of imposing development priorities with a top-down approach was also discussed. UCLG representatives expressed grave concerns about the need to establish financial mechanisms and provide deserving and sufficient resources for LRGs to carry out their responsibilities and to respond to respective responsibilities and mandates.

The ECOSOC Integration Segment on Sustainable Urbanization took place in New York. It was accompanied by a side event on 'Localizing the Post-2015 Development Agenda and Implications for the urban poor'. Attended by 50 high-level

Consultation in Tanzania ©UNCT Tanzania

participants, key agreements included the need to address urban poverty and the need for a methodology to ensure the local inclusion of people. Coordination between local stakeholders was seen as important in defining strategies and policies to deliver basic services and promote social cohesion.

The Commonwealth has also been part of the dialogue process through the dialogue during the Commonwealth Local Governments Forum (CLGF) Board meeting held in Abuja, Nigeria. The Board gathered presidents of local government associations, ministers responsible for local government, and other local government stakeholders from across the Commonwealth.

Participants at the CLGF meeting identified key challenges anticipated in implementing the SDGs at the local level. The need for a coherent governance environment to facilitate effective performance of local government in the SDGs was considered a key pillar for which a clear legal framework, strong intergovernmental relationships and clarity of roles and functions was required. The ability to expand the scope of local governance stakeholders to enhance partnerships between LRGs and other local stakeholders was recommended for the localization of SDGs. The meeting proposed that dedicated funding to localize the SDGs should be established by refocusing existing and new government resources or through a dedicated global fund to support the localization of the SDGs.

Additional regional meetings took place in September 2014, including the FOGAR meeting in Cartagena de Indias (Colombia) and the CARICOM section of CLGF meeting in Nassau (Bahamas).

E-DISCUSSIONS

Time-bound online discussions gathered views from a broad range of stakeholders and citizens on issues related to the localization of the Post-2015 Agenda. The dialogue is available online at www.worldwewant2015.org/localising2015.

The Turin high level global dialogue

On 14th-15th October 2014, the Municipality of Turin and the Government of Italy hosted national, regional and local governments, United Nations agencies, international institutions, CSOs (including women, youth, and slum dwellers), the private sector, academia, foundations and development partners from more than 30 countries at the High Level Global Dialogue on the Localization of the Post-2015 Agenda in Turin. Co-hosting the event were Ecuador, Ghana and Italy. The event served to receive the feedback of the national, regional and global dialogues celebrated throughout the year and the main outcomes and key messages of the entire process. A dynamic and rich debate demonstrated the extent of stakeholder engagement in the localization process, as well as consensus on the critical role of local and regional government and territorial stakeholders in implementing and monitoring the SDGs. The three co-leads of the process showed strong commitment to continue collaborating on a common advocacy strategy to include localization in the global agenda and foster the inclusion of LRGs and local stakeholders in the intergovernmental negotiation framework.

Mainstreaming the process

The localizing discussion deliberately mainstreamed the other thematic dialogues, creating an integrated content for shared views. The role of local and territorial development and the importance of localizing the whole Post-2015 agenda has been a key dimension in all dialogues.

Turin High Level Global Dialogue ©UNDP

Consultation in Cameroon ©UNDP Cameroon

STRENGTHENING CAPACITIES AND BUILDING EFFECTIVE INSTITUTIONS

Strategies, policies and solutions must be locally-derived and issue-oriented without merely transplanting best practices across countries. The country and local context is extremely important for the functioning of institutions, as they are often shaped by the economic and social situation, historical baggage (e.g. colonialism), political realities and social norms and behaviours. Solutions to problems must fit the local context.

PARTNERSHIP WITH PRIVATE SECTOR

Empowerment of micro, small and medium entrepreneurs through public-private cross-sectorial policies is necessary. The incentive role of local governments through local economic development policies is, therefore, essential.

POST-2015 DIALOGUES ON CULTURE AND DEVELOPMENT

Culture-led redevelopment of urban areas and public spaces helps preserve the social fabric, attracts investment and improves economic returns. Cities are increasingly faced with the challenges of diversity and inequality, and can benefit greatly from culture to increase inclusion and promote greater social cohesion. The protection of historic districts and cultural facilities as civic spaces for dialogue can help to reduce violence and promote cohesion.

III.

MAIN OUTCOMES OF THE PROCESS

The dialogues had a number of significant outcomes. It brought out the commonality element and contributed to the universalization of the Post-2015 Development Agenda. The national dialogues held in low, middle and high-income countries helped to identify common issues and challenges. The representative nature of the dialogue also ensured balanced participation across regions of the globe and particularly low income countries.

The response to the dialogue process is a reflection of its success. Several countries have already asked to be involved in the future implementation processes, particularly small island developing states (SIDS) in the Pacific and the Caribbean regions, Eastern and Southern Africa as well as Eastern Europe.

Regional and global dialogues have been held in all the regions, ensuring balanced participation and the representation of all levels of development.

The dialogue resulted in a strategic global coalition of partners, including regional/local government representatives (e.g. UCLG, FOGAR, CLGF), civil society groups, democracy advocates, United Nations agencies and Member States.

The process illustrated the need – and potential – for national and local governments to work together in localizing the Post-2015 agenda. It confirms the need for effective coordination mechanisms to strengthen vertical (multi-level) and horizontal (multi-stakeholder) relationships.

It also mobilized and contributed to strengthening multi-stakeholder partnerships, nationally and globally, between national and local governments, CSOs, foundations, academia, religious institutions, trade unions and the private sector to support the role of localization in the Post-2015 agenda.

Consultation in Armenia ©UNCT Armenia

At local, national, regional and global levels, the dialogues have been highly inclusive, with the active participation of minorities, marginalized and disabled groups, young people and women, thereby initiating a strong local ownership of the future agenda.

Preliminary results suggest a position to improve local governance processes and local institutional capacity, and confirm the importance of territorial development as a strong base for global development.

Effective cross-fertilization between thematic areas created a potent synergy for action. This facilitated partnership with the private sector, civil society and culture for development, resulting in practical and relevant responses. That further augmented and promoted coordinated action among United Nations agencies (UNICEF, ILO, UNWOMEN, UNIDO).

The dialogue also adopted innovative and participatory mechanisms including town hall meetings, focus groups, use of community media, radio and TV, online social networks and e-discussions. The use of ICT tools contributed to open interaction and information exchange among a wide range of stakeholders, amplifying the voice of traditionally excluded groups.

IV.

KEY MESSAGES AND RECOMMENDATIONS

Consultation in El Salvador ©UNDP El Salvador

National, regional, global and online dialogues highlighted issues that should be considered if the agenda is to be achieved at a local level. These key messages have been outlined in the UNDG Report, Delivering the Post-2015 development agenda: opportunities at the national and local levels, which has been submitted to the United Nations Secretary-General.

OWNERSHIP AND COMMITMENT

The review of the MDGs demonstrated the need to communicate the global agenda more effectively, and the need for stronger engagement of local stakeholders in defining, implementing and monitoring the Post-2015 Development Agenda. Support should be secured for communication, awareness raising campaigns and education for development at local level, with a special focus on young people.

A universal agenda should be designed to be adaptable to all countries and regions, and efforts should be made to communicate its relevance to all levels of government. The agenda should also respond to challenges faced by small island developing states.

Achievement of many of the MDGs depended on local governments and local stakeholders. The Post-2015 Development Agenda will need national commitment to provide an appropriate **legal framework**, plus institutional and financial capacity to local governments.

Local government plays a crucial role in linking key local stakeholders in territorial development. They are part of the state and draw their unique legitimacy from their local democratic accountability and from working on the front line. CSOs, the private sector and academia are all important actors in the implementation of the SDGs.

Political and social leadership by women is key for territorial development and the implementation of SDGs. More locally elected women will help to ensure women's full and effective participation in decision-making in political, economic and social environments.

Consultation in Cameroon ©UNDP Cameroon

Distinctive local cultures, particularly of indigenous peoples, migrants and minorities, as well as traditional institutions and authorities, should be seen as a rich resource from which development policies can draw knowledge, legitimacy, participation and enhanced effectiveness. Localization will help to ensure that diversity is embraced.

The active role of local government in international development cooperation is crucial to achieving development results, democratizing the aid effectiveness agenda, and promoting inclusive ownership.

National governments and multilateral organizations must promote enabling environments to maximize local and regional governments and local stakeholder's full role in development.

ROLES AND FUNCTIONS IN INTEGRATED SYSTEMS OF LOCAL DEVELOPMENT

Decentralization, subsidiarity and good governance at all levels are essential to implementing the Post-2015 Development Agenda. The transfer of responsibilities should be accompanied by appropriate resources and finance, and local capacities should be recognized and harnessed to implement the global agenda at the local level.

As the level of government closest to the people, local and regional governments are in a unique political position to identify and respond to development needs and gaps and be responsible for a wide range of functional responsibilities that go beyond service provision. Implementation responsibilities should be clearly divided among different levels of government, taking into account the distinct comparative advantage of each level, and accompanied by effective coordination mechanisms that harmonize efforts across them.

Territorial and urban planning, access to basic services for all, including housing, social safety nets and promotion of economic opportunities for men, women and youth were highlighted as priority areas for local governments in their quest to build more inclusive societies.

Local and regional government, in close partnership with CSOs and the private sector, play

Consultation in the Philippines ©UN-Habitat Philippines

an important role in promoting territorial planning and local economic development as means of achieving the holistic development of territories.

Local stakeholders play a crucial role in promoting key cultural values (heritage, diversity, creativity and the transmission of knowledge) as drivers and enablers of sustainable and inclusive development.

In concert with national governments and key local stakeholders, local governments can plan and manage appropriate local responses to the challenges of urbanization, work to eliminate slum-like conditions and enhance resilience at local and territorial level.

The extraction of natural resources should be designed to conserve the environment and local communities. A proportion of the resources generated from such activities should be reinvested locally to improve the quality of life of the inhabitants of the affected localities.

IMPLEMENTATION AND MONITORING

The global agenda should be inspired and implemented by local institutions, responding directly to citizens' needs. It should be transformative; include multi-level and multi-stakeholder participation; strengthen local leadership and ownership by citizens; generate a bottom-up approach; be based on a wide consultative process that identifies solutions and ideas collaboratively; and should provide a framework for monitoring results.

National plans and public investment should contribute to localizing the Post-2015 Development Agenda. It is imperative to further connect local and regional governments with national policies and strategies to better respond to the demands and needs of citizens.

Efficient implementation of the agenda will be possible with improved intergovernmental and multilevel coordination, plus greater local participation. That will ensure stronger and more responsive accountability. Strengthening local government is

Consultation in El Salvador ©UNDP El Salvador

critical for local coordination and at national and international levels.

A holistic approach to achieving the SDGs can be developed by defining clear means of engagement to encourage transparency and accountability (e.g. participatory budgeting and planning), and promoting collaboration between local governing bodies, CSOs, the private sector and other relevant stakeholders. Sound measures should be defined at local level to inhibit fraud and corruption.

Local strategic planning promotes the integration of the three dimensions of development –social, economic and environmental. Integrated and inclusive local development planning that involves all stakeholders is key to promoting ownership, fostering sustainable development and improving service delivery at the local level.

Territorial planning should take account of and strengthen the economic, social and environmental linkages between urban, peri-urban, and rural areas to secure balanced territorial development.

Financing territorial and urban development is a key challenge for local governments. To strengthen local self-government, efforts must be made to ensure that local government has access to sources of revenue, and effective fiscal decentralization should increase local governments' ability to rely on their own resources. In parallel, national governments should ensure predicable, regular and transparent transfers commensurate to the functions and responsibilities transferred to local governments. Creative, sustainable and equitable financing mechanisms need to be explored and applied locally.

Significant efforts need to be made to improve local leadership, human resources, and the technical and management capacities of local governments, as well as their ability to mobilize local resources, deliver services, and involve citizens in planning and decision-making, with special attention to strategies to engage the most excluded.

Constructive dialogue and partnership between local institutions and public and private actors are crucial to democratic governance and to local stakeholder ownership of the SDGs.

Public private partnerships can support development at local level. However, enabling legislation and local accountability mechanisms are essential for their effective implementation. National initiatives to create a framework to build Corporate Social Responsibility (CSR) policies are recommended to better fit local realities and processes.

Local data are often not readily available to support local planning and monitoring of local development. Reforms to official data collection services will be necessary to help sub-national governments (for instance, with data identification where needs are concentrated within each local jurisdiction) in monitoring progress. Local target setting will require the development of locally appropriate indicators taking account of the local context and environment. Localization will ensure a more accurate reflection of the wellbeing of populations and provide a more detailed sub-national picture of progress.

RECOMMENDATIONS

i. National governments and international partners should acknowledge and define the role of local governments and local stakeholders in setting, implementing and monitoring the Post-2015 Development Agenda to ensure further accountability and transparency. Implementation should be undertaken by the lowest possible sphere of government, in line with the principle of subsidiarity.

ii. National governments and development partners should ensure that the localization of the SDGs is accompanied by the localization of resources, enabling local governments to raise more revenue locally and secure allocations of national and international budgets.

iii. Promote a bottom-up approach to ensure ownership of the Post-2015 Development Agenda at the local level. National governments should undertake concerted and coordinated action to strengthen local stakeholders and position local development at the centre of development. Stronger legal and institutional frameworks with regard to decentralization will support good governance at all levels.

iv. National planning institutions should align and embed the global development agenda into national and local development plans, and foster linkages and partnerships with other development actors to harmonize local development activities, avoid duplications and promote effectiveness.

v. National governments and international development community should recognize that local governments are best placed to convene the diversity of development stakeholders at the local level (civil society, including migrants, the private sector, academia, national bodies and international actors) and play an import role in developing and implementing integrated cross-ectorial strategies for local development.

vi. Governments at all levels must be held accountable for responding to social inclusion and human security challenges, in their countries and cities, especially in deprived and post-conflict areas.

vii. National governments and development partners should scale-up, replicate and adapt at the national and international levels. There should be adequate funding for local governments and local stakeholders to participate in peer-to-peer learning initiatives, to reinforce the relevance of the SDGs on the ground.

viii. Decentralized development cooperation should be acknowledged and used as a modality to support the implementation of the future SDGs at local level, exchange of views and experiences between LRGs and promote south-south initiatives. Involve migrant communities in decentralized cooperation to benefit their countries of origin.

ix. Strengthen the capacities of national, regional and international associations of local governments to participate in global dialogues, disseminate information and give policy advice and support.

x. Promote transparency and wider access to data and information to local government authorities and communities through ICT, online social networks and community media.

xi. The inclusion of a goal to 'Make cities and human settlements inclusive, safe, resilient and sustainable' in the Post-2015 Development Agenda would help to mobilize local authorities and stakeholders and to focus the attention of national governments and other international operators on the potential of urbanization as a key driver for sustainable development.

WAY FORWARD, A RENEWED PARTNERSHIP FOR LOCALIZING THE POST-2015 DEVELOPMENT AGENDA

UNDP, UNHABITAT and the Global Taskforce of Local and Regional Governments for the Post-2015 Development Agenda and towards Habitat III, are fully committed to continuing their collaboration on the localization of the Post-2015 Development Agenda.

At the end of the UNDG mandated Dialogue on Localizing the Post-2015 Development Agenda, several of the institutions that led the process expressed an interest in continuing to advocate for the full involvement of LRGs and local stakeholders in the coming weeks and months.

With that aim, collaboration in the following areas has been identified:

- Contribution to **advocacy processes** to promote localization within the global agenda and foster the inclusion of LRGs and local stakeholders in the intergovernmental negotiation framework, through their representative networks.
- Strengthen multilevel dialogues between national and local governments and their associations to support the promotion of common views by the country representations to the United Nations.
- Promotion of pilot initiatives to demonstrate the added value of LRGs in the implementation and monitoring of the SDGs; providing visibility and scaling-up existing good practices and innovations for localization. Special emphasis can be given to developing these pilot initiatives in low as well as middle and high income countries, including small island developing states, as the new agenda will be universal.
- Establishment of a technical **group on localization to contribute to the agenda's development.** The technical group would be made up of international organizations, national governments, local and regional governments and their associations, as well as CSOs, the private sector and academia, **in close coordination with the Global Taskforce.**

The localization of the SDGs should be accompanied by an enabling institutional framework at local, national and global levels, as well as by the localization of resources. This was stressed during the dialogues as well as by stakeholders such as UNSDSN and the HLP. Initiatives supporting this ambition may include:

Consultation in Tanzania ©UNCT Tanzania

Consultation in Cameroon ©UNDP Cameroon

- Inputs to the intergovernmental committee of experts on sustainable development financing in the context of the Third International Conference on Financing for Development to support the full participation of LRGs in the financing instruments devised to implement the SDGs.
- Encourage the adoption of national legal frameworks to guarantee the full and effective participation of local governments in public expenditure allocation, fiscal decentralization, more efficient collection of existing revenue sources by LRG and predictable, regular and transparent transfers from national governments, including participation in development funds
- Promote, together with the financing institutions, new forms of financing local and regional governments by mobilizing endogenous resources, concessional loans, the establishment of trust funds, crowdfunding mechanisms, the definition of local budgeting support programmes, allocation of viable local revenue sources and strengthen accountability systems at the local level.
- Promote innovative ways of channelling international development funds directly to LRGs utilizing both existing and proposed funds, e.g. a Green Climate Fund, and consider potential new funding mechanisms within national legislation frameworks.
- Promote multi-stakeholder dialogue to strengthen participation and partnership with representatives of distinctive local cultures, particularly of indigenous peoples, migrants and minorities, as well as traditional institutions and authorities.

Although important, the allocation of sufficient resources is not enough in itself to guarantee development. LRGs' institutional and operational capacities should be reinforced to allow them to implement and monitor the SDGs effectively. With this in mind, the following initiatives are proposed:

- Follow up closely on the conclusions of the capacity building dialogue, ensuring that they consider the need for strong local institutions and local governments/associations to ensure sustainable development.
- Promote capacity building programmes for local stakeholders, including LRGs, taking stock of past experiences, direct exchanges between local and regional governments, peer-to-peer learning and twinning mechanisms, thereby promoting more effective local development cooperation.
- Develop strategies to strengthen links between international cooperation programmes and local capacity building. There should be a special focus on decentralized development cooperation, which can play an effective role in reinforcing local capacities at both the political and operational levels. In this way, the global partnership for localizing the SDGs can help to harmonize efforts between partners.
- Promote commitment among development partners to reinforce LRG capacities so that they can be actively involved in the localization of the global agenda, including identifying, implementing and monitoring the SDGs locally.

The efficient local implementation of the SDGs will not happen without real ownership by citizens, notably through their local and regional governments. Transparency and accountability in partnership with civil society are key to the success of the agenda, together with the availability of reliable data and information. The following initiatives are proposed in association with other local partners, such as academia:

- Renewed efforts to include reliable targets and smart and verifiable indicators able to respond to local contexts, needs and concerns.
- Contribute to strengthened national and local mechanisms to collect and disseminate local and regional data and information to monitor the SDGs and to inform citizens accordingly.
- Scale-up mechanisms established at national and regional level to monitor the degree of implementation of the SDGs at the local level.

The way forward for a renewed global partnership on localizing the Post-2015 development agenda has to be closely linked to the next steps of the entire Post-2015 process. However, other global agendas should be taken into consideration due to existing strong crosscutting linkages among them. For example, the Global Partnership for an Efficient Development Cooperation has already recognized LRGs as stakeholders that play a crucial role in development cooperation. Habitat III will establish a new urban agenda that will require the commitment of city leaders, local and national governments and international organizations, if it is to be successfully implemented. The renewed global partnership for the localization of the Post-2015 development agenda should thus be fully aware of these processes and promote the creation of synergies relating to the role of local development in improving the wellbeing of the citizens of the world.

15th October, 2014

TURIN COMMUNIQUE ON LOCALIZING THE FUTURE POST 2015 DEVELOPMENT AGENDA

The implementation of the Post-2015 Agenda will greatly depend on local action and leadership, in coordination with all other levels of governance. Any new development agenda will only have an impact on people's lives if it is successfully implemented at the local level.

On 14th - 15th October 2014, the Municipality of Turin and the Government of Italy hosted representatives of national, regional and local governments, UN agencies, international institutions, civil society organizations (including women, youth, and slum dwellers), the private sector, academia, foundations and development partners from more than 30 countries at a "Global dialogue on the Localization of the Post-2015 Agenda" in Turin.

The Post-2015 Development Agenda is the first major United Nations policy process to be informed by a comprehensive global dialogue. While the first phase of the dialogue, held during 2013, was focused on the potential issues and areas to be included in the Post-2015 Development Agenda (the "what" of the Agenda), the second phase, launched in April 2014, is dedicated to the means of implementation (the "how" and "who" of the Agenda). The dialogues on implementation cover six main areas of discussion, one of which is "Localizing the Post-2015 Development Agenda". The High Level Global Dialogue in Turin was the culmination of the dialogues on the localization of the Post-2015 agenda.

Over recent months, national dialogues on the Localization of the Post-2015 Agenda have been carried out in 13 countries across all continents, as well as four global and five regional level events. The dialogues were attended by over 5000 participants from more than 80 countries, representing national and local institutions, local and regional authorities, civil society organizations, academia and the private sector. These dialogues resulted in a number of concrete recommendations for facilitating the successful implementation of the Post-2015 Development Agenda at the local level.

An Advisory Committee consisting of national and local governments, bilateral partners, civil society, the private sector, foundations, and academics has guided the process to ensure its transparency and inclusiveness.

The United Nations Development Programme

(UNDP) and the United Nations Human Settlements Programme (UN-Habitat), on behalf of the United Nations Development Group, together with the Global Taskforce of Local and Regional Governments for the Post-2015 Development Agenda towards HABITAT III (Global Task Force - GTF), worked together to co-lead the Localizing consultation.

PRELIMINARY KEY MESSAGES FROM THE DIALOGUE ON LOCALIZING THE POST-2015 DEVELOPMENT AGENDA:

Building on the national, regional and global dialogues and the cross-cutting messages and principles that emerged from the six dialogues carried out on the means of implementation (particularly participation, inclusion and the need for strengthened capacities and partnerships), the participants and co-leads of the Dialogue on Localizing the Post-2015 Development Agenda approve the following messages:

- Local and Regional Governments (LRGs) are essential for promoting inclusive sustainable development within their territories and, therefore, are necessary partners in the implementation of the Post-2015 agenda.
- Effective local governance can ensure the inclusion of a diversity of local stakeholders, thereby creating broad-based ownership, commitment and accountability.
- An integrated multi-level and multi-stakeholder approach is needed to promote transformative agendas at the local level.
- Strong national commitment to provide adequate legal frameworks and institutional and financial capacity to local and regional governments is required.

In light of the above, the participants and co-leads of the Dialogue on Localizing the Post-2015 development agenda make a number of **recommendations**. The participants and co-leads:

- Call upon national governments and the UN to strongly advocate for the localization of the agenda at the intergovernmental negotiations and to support the involvement of local and regional governments and local stakeholders in the intergovernmental negotiation through their representative networks, including in the Third International Conference on Financing for Development;
- Encourage the Post-2015 agenda to stress the importance of establishing environments that unlock the development potential of local and regional governments and local stakeholders by creating an enabling institutional framework at all levels and by localizing resources and ensuring territorial approach for sustainable development.
- Further call for the redoubling of efforts to include reliable targets and indicators for the SDGs that respond to local contexts, needs and concerns, in order to foster transparency and accountability.

The participants and co-leads of the Dialogue on Localizing the Post-2015 Development Agenda also:

- Underline the importance of establishing sustainable financing mechanisms to localize the global development agenda and build responsive and accountable local institutions. This includes the full and effective participation of local governments in public expenditure

allocation through fiscal decentralization, as well as new forms of financing for local development.

- Underscore the importance of strengthening capacity building programmes and of the role of territorial development approaches in facilitating integrated planning for effective transformative agendas at the local level.
- Recognize the need for multilevel and multi-stakeholder approaches that will allow all relevant stakeholders to participate in the implementation of the development agenda of their respective territories and, thus, strengthen local ownership of the localization process. Specific emphasis should be put on inclusive and participatory processes that allow local and regional governments to engage with the private sector and civil society, including distinctive local cultures, particularly of indigenous peoples, migrants, minorities, traditionally excluded groups, as well as traditional institutions and authorities, in a meaningful and effective way.
- Promote pilot initiatives to demonstrate the added value of LRGs in the monitoring and implementation of the SDGs in low, middle and high income countries, including small island developing states, and scale-up existing good practices and innovations for localization.
- Call for the acknowledgement of decentralized cooperation, particularly through direct exchanges between local and regional governments, and south-south cooperation initiatives to support the localization of the SDGs.

As this process unfolds, the UNDP, UN-Habitat and the Global Taskforce of Local and Regional Governments are committed to continue to collaborate with national and local partners to strengthen the global partnership for the Localization of the Post-2015 Development Agenda; we express our willingness to advocate for and work towards the implementation of the Post-2015 agenda at the local level.

This way forward for the Localization of the Post-2015 Development Agenda will have to be closely linked to next steps of the entire Post-2015 process, whilst taking into consideration other global agendas and the existing strong crosscutting linkages among them, e.g. the Global Partnership for an Effective Development Cooperation and the Third United Nations Conference on Housing and Sustainable Urban Development (Habitat III).

Turin High Level Global Dialogue ©UNDP

Turin High Level Global Dialogue ©UNDP

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The World We Want
www.worldwewant2015.org

Localizing the Post-2015 Development Agenda
www.worldwewant2015.org/localising2015

UNDG
www.undg.org

UNDP
www.undp.org

UN-Habitat
www.unhabitat.org

Global Task Force of local and regional governments development agenda and towards Habitat III
www.gtf2016.org

Report on "Delivering the post-2015 development agenda: opportunities at the national and local levels"
www.worldwewant2015.org/dialogues2015

This report was produced by the co-facilitators of the Dialogue on Localizing the Post-2015 Development Agenda - the United Nations Development Programme (UNDP) and the United Nations Human Settlements Programme (UN-Habitat), on behalf of the United Nations Development Group (UNDG), together with the Global Taskforce of Local and Regional Governments for the Post-2015 Development Agenda towards HABITAT III (Global Task Force - GTF). It would not have been possible without the contributions and commitment of the colleagues across the UN system, especially of the UN country teams as well as the associations of local and regional governments of Armenia, Burundi, Cameroon, Ecuador, El Salvador, Ghana, Jamaica, Malawi, Philippines, Portugal, Tajikistan, Tanzania and Vanuatu, whose Dialogues strongly contributed to the report.

The lead author of the report was Agustí Fernández de Losada, with the support of the co-facilitators of the Dialogue on Localizing the Post-2015 Development Agenda. The report was edited by Tom Woodhatch and designed by Fernando Muñoz (ABRAXAS)

THE WORLD WE WANT

LOCALIZING THE POST-2015 DEVELOPMENT AGENDA

www.worldwewant2015.org/localising2015
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DELIVERING THE POST-2015 DEVELOPMENT AGENDA

OPPORTUNITIES AT THE NATIONAL AND LOCAL LEVELS

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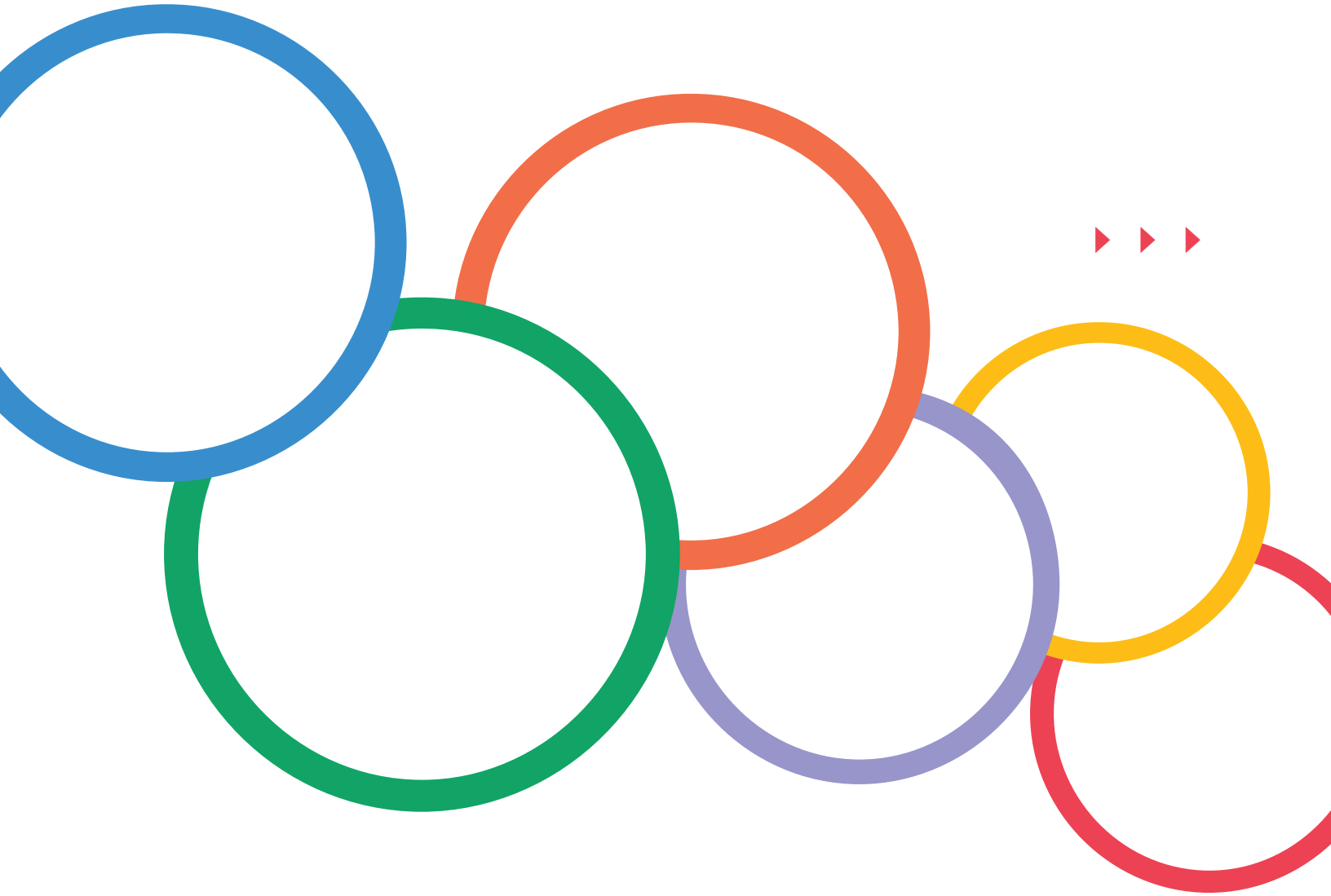

DELIVERING THE POST-2015 DEVELOPMENT AGENDA

OPPORTUNITIES AT THE NATIONAL AND LOCAL LEVELS

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FOREWORD

Closing ceremony of the second round of post-2015 national consultations was held at ADA University in Baku, Azerbaijan (Photo: UNDP Azerbaijan)

With their clear and simple call to tackle poverty, the Millennium Development Goals (MDGs) have helped to mobilize resources and concentrate action around the world. Now, the UN development system is helping countries to accelerate progress on the MDGs in the time remaining to 31 December 2015, while also looking ahead to the global development agenda which will succeed them.

Lessons learned from the MDG experience are relevant as the new agenda is constructed. One lesson was about the need to include a broad range of stakeholders in its design. Thus, in the past two years, the UN development system has facilitated an unprecedented outreach effort to people all over the world, and reached out to those not usually consulted in international processes. To date, nearly 5 million people have expressed their priorities for the future.

The "Global Conversation" on what the new agenda should include enabled people to express their priorities, and showed how much we have in common in our hopes and aspirations. People in all countries have called for an agenda that is more consistent with the realization of their human rights, and which reflects the day to day reality of their lives.

UN Member States have listened to these voices as they worked on the design of the Sustainable Development Goals. The Open Working Group proposes a universal agenda to eradicate poverty and shift the world onto a sustainable development path. It includes goals on poverty reduction, education, health, and tackling the unfinished business of the MDGs overall. Goals on the environment, inequalities, and peaceful and inclusive societies feature prominently.

The Open Working Group has also emphasized the means of implementation, and proposed a stand-alone goal for that and specific targets under each of the other goals. A global agenda for development needs to be implementable. Over the next year Member States will continue to discuss the contribution of development finance, trade, and developing and sharing technologies to implementation. The UN's work with governments at country level is highlighting the importance of local opportunities and challenges to sustainable human development.

The dialogues recorded in this report explore the local and national side of 'how' the post-2015 agenda can be implemented. They consider the importance of capacities and institutions, monitoring and accountability, localizing the agenda and making it fit for context, the role of culture as a mediator of development processes, and partnerships with civil society and the private sector. As such, they contain important messages for governments to consider in their continued efforts to reach agreement on post-2015.

The main message of the dialogues and of this report is that, irrespective of income status or region, the implementation of the new agenda will depend on actions taken at national and local levels. It is there that attention will need to be focused and investments made, if we are to make the transformative shifts which advancing human and sustainable development requires.

Helen Clark
Chair of the United Nations Development Group

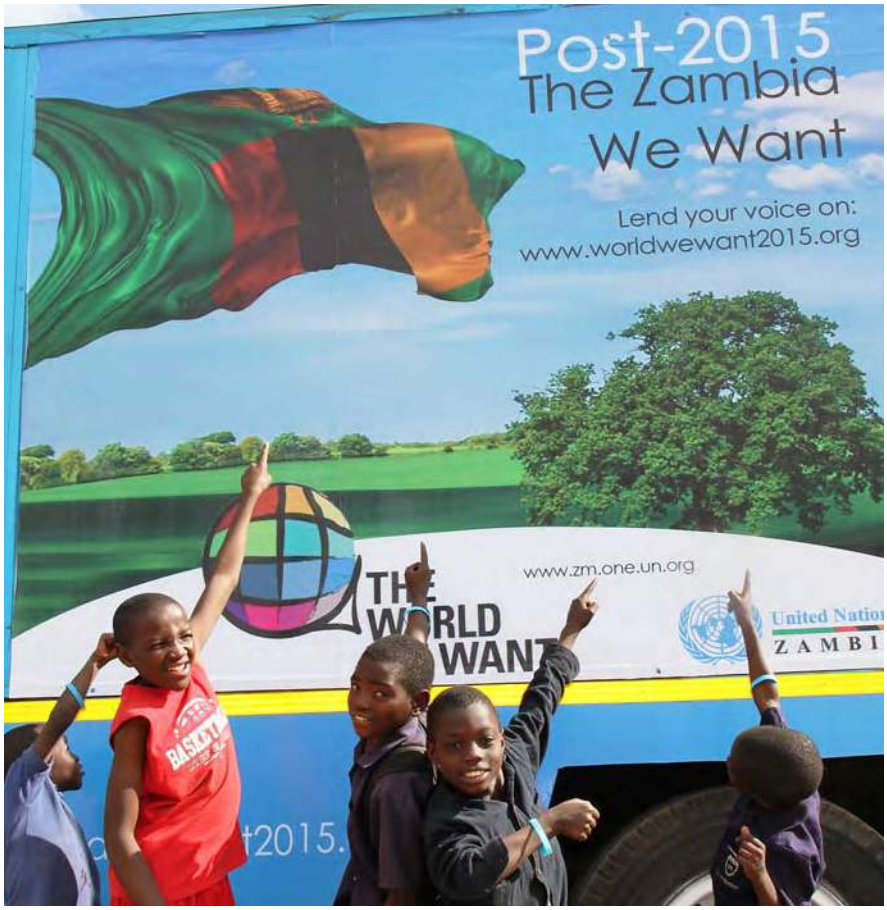
SUMMARY

One year ago the United Nations Development Group (UNDG) released a summary of a global consultation process on the world that people want. The report, 'A Million Voices', captured the results of nearly 100 national dialogues on post-2015, 11 thematic consultations, and a vibrant e-discussion and global survey, MY World.

The current report picks up where 'A Million Voices' left off, and looks in more depth at the factors within each country that will support or impede implementation. When negotiators refer to 'means of implementation' they are often pointing to a set of economic issues such as the availability of financing and technologies, as well as a conducive global policy environment on international trade and migration.

These important global issues can support, or through their absence constrain, the complex process of development. In the same manner, a host of local and national factors, such as capacities and institutions, are also important in the way they shape or influence development outcomes. Many of these issues were raised by people directly in the consultations so far, and so were identified by the UNDG as themes for further exploration.

As governments gather in New York over the next year, seeking to agree a new global agenda, they should keep in mind one of the key lessons we learned from the Millennium Development Goals (MDGs): namely, the importance of national and local contexts. The Dialogue on **localizing the agenda** emphasized the critical role of local governments, the diversity of local stakeholders and how they relate to each other, and the need to invest in capacities and resources at the local level for ownership, implementation, monitoring and accountability.



Children pointing at 'Post-2015 Road Show' sign, Zambia (Photo: UNV Zambia)

The Dialogue on **capacities and institutions** also emphasized the importance of national-level actors, signalling that a transformative agenda requires transformed institutions. The implementation of the new agenda is likely to be more successful if the full diversity of stakeholders is captured (e.g. governments, civil society, business etc.), with policies and actions tailored to the specific national context. Processes to strengthen capacities should align with national development plans, and efforts should be made to concretely measure progress using innovations in data sources and measurement approaches.

Embedding participation as a principle in the new agenda will help align it with human rights approaches, but will also improve the quality of policies over time, thereby strengthening implementation. Investment in statistics, as well as advances in technology and new forms of 'big' data, can be used to strengthen **participatory monitoring and accountability**. But mechanisms need to build on existing initiatives, and from the ground up.

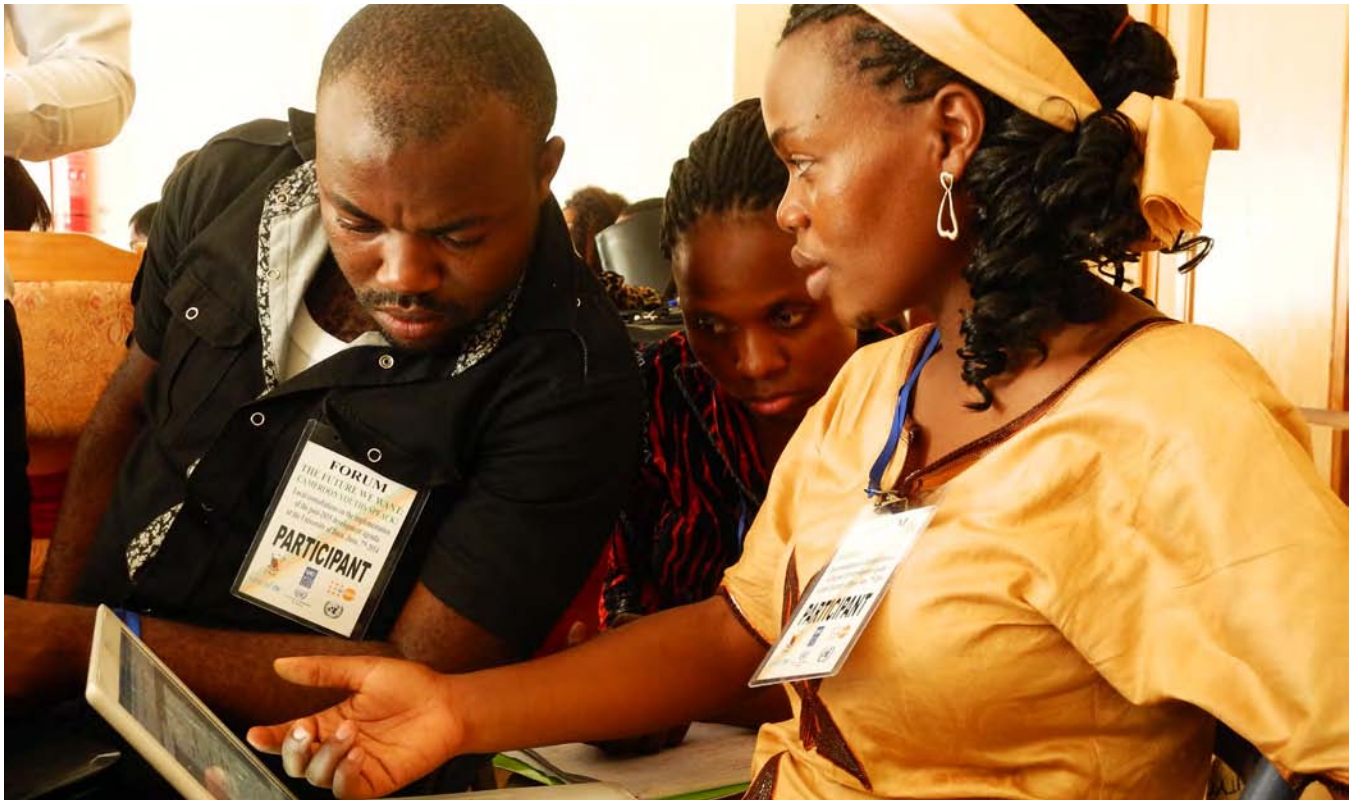
Culture plays an important role in poverty reduction and sustainable development efforts. As a resilient economic sector in its own right, culture and related activities provide a myriad of livelihood and employment opportunities. Harnessing the cultural sector, as well as cultural values and culturally sensitive approaches, can mediate and improve development outcomes in education, gender equality and women's and girls' empowerment, environmental sustainability, durable urbanization and in societies that are recovering from instability or conflict.

The **private sector** will be a key enabler and implementer of the new development agenda. Moving beyond financial contributions, the move to poverty eradication and sustainability will be underpinned by a change in how businesses do business. Government policies can reinforce the behaviours of progressive companies that are taking account of their social and environmental impacts as well as their bottom line, while transparency in monitoring can help to build trust and strengthen accountability. Localizing the agenda will be important for small and medium-sized enterprises (SMEs).

Civil society, and its inherent diversity, can also play a fundamental role in implementing the new agenda. For this to become reality, an understanding is required of the role that civil society can play in policy development. An enabling environment needs to be created, including through legislation, which maximizes that potential. Effort and trust are needed to align multi-stakeholder priorities, but doing so will lead to more effective policies and programmes. Stronger accountability mechanisms – including for the private sector – are needed to measure implementation efforts overall. Cross-sectoral partnerships and increased opportunities for civic engagement are needed to add value to the implementation of the Sustainable Development Goals (SDGs).

The overarching message of all these Dialogues is that 'softer' means of implementation will also require sufficient investment if the new post-2015 development agenda is to make a real difference to people's lives. Whatever the specific topic of discussion, several principles emerge again and again: participation, inclusion, and the need for strengthened capacities and partnerships.

Only an agenda that focuses on effective implementation, including through these aspects, will do justice to the aspirations and hopes of the millions of people around the world who have guided governments to this new agenda — the future they want.



Participants discussing in Buea, Cameroon (Photo: UNDP Cameroon)

CROSS-CUTTING MESSAGES FROM THE DIALOGUES

Since 2012 the United Nations has been facilitating the largest ever 'Global Conversation' on the future world that people want. The first wave of consultations focused on the 'what' of the agenda. National dialogues were held in nearly 100 countries in all parts of the world. Alongside face-to-face meetings in many formats, which targeted those who often do not engage in development policy debates, a vibrant online platform allowed people to engage in timely discussions on poverty, health, education, governance, the environment and other topics. The largest ever global survey — MY World — has now collected votes from over 4,5 million people. The outcome of this first round of consultations is captured in the report 'A Million Voices: The World We Want'.

THE UN MY WORLD SURVEY PRIORITIES[1]

One of the main messages that has emerged from the UN Global Conversation is that people would like their governments to be more honest and responsive. People have asked for a government that does a better job in representing them — delivering key services, encouraging growth while regulating markets, and preventing insecurities linked to compromising the planet and the well-being of future generations. Equality and non-discrimination also stand out as a key message: people are demanding justice, participation and dignity. There is no progress if people are left behind. People want to improve their lives and those of their families and ask that governments create opportunities for their full and equal participation in decisions that affect them.[2]

The consultations revealed this huge appetite and demand for engagement, not only in the design of the development agenda but also in its future implementation. People asked for transformation — not just of the 'what' but also of the 'how' development is done. They asked not just for a one-off consultation but for an ongoing conversation. They want not only to articulate the problems but also to help find solutions and be involved in implementing them.[3]

> "Participate in what if you don't know about it?"
>
> *Deputy Director of National Planning in the Ministry of Finance, Zambia*

Many of these messages coming from the UNDG-supported consultations have found resonance in other contributions to the post-2015 process, such as the reports of the High-level Panel on the Post-2015 Development Agenda and that of the Sustainable Development Solutions Network. Most importantly, many of the messages are reflected in the report of the government-led Open Working Group on Sustainable Development Goals. Echoing the demand from people for real action, the Open Working Group's proposal clearly acknowledges the importance of issues around implementation by including 'means of implemen-

1) Screen capture taken on 4 September 2014. (data.myworld2015.org)
2) United Nations Development Group, 'A Million Voices: The World We Want', United Nations, New York, 2013.
3) Ibid.

tation' targets under each goal, as well as dedicating a full stand-alone goal to it. In addition, the report includes dedicated goals on reducing inequalities within and between countries and promoting peaceful and inclusive societies.

To help people the world over contribute to the debate on the 'how' of the agenda, the United Nations is facilitating a second round of dialogues. The Dialogues on Implementation, in which people are expressing their views on a number of implementation topics, will provide valuable input into the last stretch of the design process, as well as into preparing the ground for immediate implementation.

While each of the Dialogue streams will have its own set of findings — the preliminary of which are detailed later in this report — there are a number of messages that are pertinent to all.

PARTICIPATION — MAKING THE WORLD A BETTER PLACE REQUIRES PEOPLE'S ENGAGEMENT

Possibly the most important message that people are sending is their desire to be engaged. People want to be full partners in the implementation of an agenda that directly affects their lives. They are not passive recipients but active agents of change. This message came strongly from the Global Conversation in almost 100 countries and is coming out strongly again from the Dialogues on Implementation. Moreover, the Dialogues have underlined that while there is an intrinsic value to people being empowered and claiming their right to be heard, their participation and ownership is also essential to achieve successful and sustainable development outcomes.

For example, the Dialogue on localizing the agenda pointed to the need for stronger engagement of local stakeholders in the definition, implementation and monitoring of the post-2015 development agenda, as the achievement of many of the MDGs depended on the work of local governments and stakeholders. In addition, the Dialogue on culture and development emphasized that community participation and ownership, rooted in local culture, are instrumental in development programmes, including for environmental protection, for sustainable urban development and for gender equality and women's empowerment. Finally, the Dialogue on partnerships with the private sector stressed that an engaged business sector is critical for innovation, technological advancement and sustainable economic growth.

Through this process, we see that governments and civil society already have working models to tap into people's desire and capacities for engagement; but these examples are too few and not yet fully institutionalized into how public policy is delivered. Many have said that while consultations are a good start, they should not be one-off events but, rather, mechanisms that provide for a continued dialogue with feedback loops that inspire ownership from various stakeholders. The participatory monitoring and accountability Dialogue emphasized placing local actors as co-creators in the development process, as opposed to being consulted as outsiders. The Dialogue on capacities and institutions underlines this principle with its call for conferring greater voice in decision-making to people living in poverty and marginalized communities, as well as opportunities for recourse when rights are violated or discrimination is encountered.

The Dialogues call for governments to create spaces and mechanisms for engagement, not only as a way to strengthen people's basic political rights but also

Security guard voting for MY World survey in San Fernando, Trinidad and Tobago (Photo: A. Warner)

> "It was my first experience to be given a chance to debate the development priorities, and based on the documents on the voices of young people to be included. After listening to it and the participation, I thought, young people can change the world if they are given a chance. We have to fight for that chance."
>
> *Mukonga Parkens, a third-year student at Mukuba University, Zambia*

Young man bringing ideas to paper at UN Youth Consultation, Cambodia (Photo: UN Cambodia)

because it helps to create better policies and generate better development outcomes. As the participants in the Dialogue on monitoring and accountability recommended: "Participatory approaches are about people, working together in an organized way, to identify and track the priority issues that affect their own communities, so that barriers to development and poverty eradication can be addressed and solved, with support as necessary from the public sector, private entities and other accountable institutions."

INCLUSION — A UNIVERSAL AGENDA MEANS ENGAGING ALL PEOPLE AT THE LOCAL LEVEL

The thirst for continued participation and engagement is closely linked to a second message on the importance of including all stakeholders, recognizing the heterogeneity that exists at all levels: among people, civil society, local governments and the private sector.

The inclusion of the full diversity of stakeholders means paying specific attention to the inclusion of all voices, including women and girls, with a particular focus on marginalized groups and individuals. People living in poverty, indigenous communities and other minorities, persons with disabilities, forcibly displaced and stateless persons, children and young people, migrants and the Lesbian, Gay, Bisexual and Transgender (LGBT) community are some of the groups and individuals who are not necessarily included in policy- and decision-making processes. Participants in the participatory monitoring and accountability Dialogue emphasized that marginalized persons and/or people living in poverty should be at the centre and the owners of their own development processes, with all other relevant actors accountable to them. The Dialogue on capacities and institutions suggested that there is a particular need to ensure inclusion as a procedural mechanism to both safeguard inclusive outcomes and foster accountability, ownership and trust in the policy process.

To ensure the inclusion of all stakeholders, many of the Dialogues highlighted the need to bring the global post-2015 development agenda to the local level. Localization of the agenda can help to ensure that different parts of society are included and that diversity is embraced. By adapting to and embracing a society's cultural characteristics, development approaches can lead to more successful outcomes. Civil society can play a particular role in helping to include actors

> "Fighting for equality and gender balance must not be considered a women's activity. Everyone in the society, men and women, has to cooperate to have fruitful results in this field. Working with families on avoiding further gender-related issues, and setting rules to create gender balance must be the actions taken during our future development goals."
>
> *Sahib Namazov (male, 30 years), deputy director of a school in Khachmaz, national consultation in Azerbaijan*

who would otherwise be left out. It is also at the local level that SMEs operate, representing a large segment of business and jobs.

This diversity also applies to the role different stakeholders can play. Participants in the Dialogue on partnerships with the private sector, for example, emphasized that the private sector is not only a source of financing but can also be an actor in development and a driver of sustainable and inclusive economic growth. The Dialogue on culture and development highlighted that cultural initiatives that engage men and boys to advance women's empowerment are particularly effective.

CAPACITIES — THE FUEL FOR IMPLEMENTATION

As the report from the Open Working Group also recognizes, a third common thread in the various Dialogues is an overwhelming need to strengthen capacities at all levels. The emerging development agenda looks set to encompass a set of goals that are more complex, transformative, interdependent and universally applicable than the MDGs. If the implementation of this kind of agenda is to be successful, capacities are at the core. Participants in the Dialogue on capacities and institutions found that strong public institutions can be enablers, but that the opposite is also true: weak public institutions can become obstacles for implementation. They emphasized that a transformative development agenda requires upgraded, coordinated and integrated institutions and capacities. Similarly, participants in the Dialogue on localizing the agenda also emphasized that strong efforts need to be made to improve local leadership, human resources and the technical and management capacities of local governments. Civil society also called for investments in building the capacity of civil society organizations (CSOs) to be able to play their role, while in turn sug-

Young people with disabilities discuss their participation in the decision-making process, Niksic, Montenegro (Photo: UN Montenegro, Milos Vujovic)

gesting that public servants need skills to nurture and engage non-state actors in policy development. In the Dialogue on partnerships with the private sector the need for capacity-building of SMEs was highlighted, particularly if they are to comply with new sustainability frameworks and standards. The culture and development Dialogue highlighted that culture, and in particular approaches building on cultural diversity, can play a particular role in building capacities for facing the challenges of a multicultural and globalized society.

It is clear that upgraded capacities for monitoring and accountability for the new development agenda, including for better data and statistics, are essential. Monitoring the MDGs has already posed huge challenges and data gaps. With a broader and more transformative post-2015 agenda the challenges will only grow in scale. For example, the Dialogue on localizing the agenda found that local-level data are often not readily available but are vital to support local planning and monitoring of development. The need for quality data manifests itself first as a supply issue: open data are required for people to assess how well their governments are doing and hold them to account. The other side of the coin is the need for public institutions to recognize the validity of new forms of data collected and produced by citizens, civil society and business. Meanwhile, the Dialogue on partnerships with civil society recommends that existing accountability mechanisms should be strengthened, while also building capacities and infrastructure for real-time monitoring. Transparent multi-stakeholder mechanisms for engagement can provide concrete reviews of the challenges and setbacks of implementing the post-2015 development agenda.

Participant at 'Partnerships with Civil Society and the Private Sector' workshop in Phnom Pen, Cambodia (Photo: UN Cambodia)

MULTI-STAKEHOLDER PARTNERSHIPS — THE GLUE FOR IMPLEMENTATION

A fourth message apparent across the various Dialogues is about the importance of creating multi-stakeholder partnerships for the implementation of the post-2015 agenda. This was recognized by the Open Working Group, which in its proposal for the SDGs included two targets on multi-stakeholder partnerships under Goal 17 ("strengthen the means of implementation and revitalize the global partnership for sustainable development").[4] If constructed carefully, multi-stakeholder partnerships can facilitate participation and voluntary engagement and draw on the assets and strengths of different actors.

In the Dialogues it was recognized that partnerships come in a wide variety of sizes and shapes and are not necessarily magic bullets. The participants in the Dialogues highlighted a number of criteria for a multi-stakeholder partnership to be effective and add value. For example, several of the Dialogues emphasized the need for a clear delineation of responsibilities between the various partners, and for dialogue and transparency of decision-making processes. The Dialogue on localizing the agenda also indicated that a clear division of labour is needed between different levels of government, taking into account the comparative advantage of each level and accompanied by coordination mechanisms that harmonize efforts.

Many also emphasized the need for accountability mechanisms within a partnership, including mandatory social and environmental safeguards. Both the private sector and localization Dialogues highlighted the need for enabling legisla-

4) United Nations, 'Proposal of the Open Working Group for Sustainable Development Goals', United Nations, New York, 2014.

Two boys shaking hands at post-2015 workshop in Azuay, Ecuador (Photo: UNDP Ecuador)

tion and legal frameworks as a basis for accountability. Participants in the private sector Dialogue also stressed the importance of building trust for constructing successful partnerships. Access to information, decentralized governance and an enabling environment for the independent operation of CSOs were cited as prerequisites in the Dialogue on participatory monitoring and accountability.

NEXT STEPS — EMBEDDING ACCOUNTABILITY, PARTNERSHIPS AND CAPACITIES INTO MEANS OF IMPLEMENTATION FOR THE POST-2015 AGENDA

This report presents the results of multiple Dialogues with a range of stakeholders: primarily, policy planners, civil society representatives, academics, volunteer groups, communities and private-sector leaders. These activities — which will continue until April 2015 — have included public meetings, online discussions and literature reviews coordinated by the UNDG. The thoughts, ideas and activities of the Dialogue participants will continue to sharpen our understanding of what it will take to implement the new development agenda.

The appetite for keeping the channels of consultation open continues to grow. Inspired by preliminary results, more

countries have requested to be involved in these Dialogues, including several Small Island Developing States in the Pacific and the Caribbean. The inclusion of Portugal in these Dialogues is a telling example of the growing commitment to a universal sustainable development agenda, one where all countries need to begin putting in place the delivery mechanisms that will bring life to the commitments made at the global level.

> "The Government of Lesotho is very good at signing international treaties, conventions and action plans. But we are not doing anything to make sure that government follows up and implements. The consequence is that the public is not aware of all these international agreements."
>
> *Participant in the national Dialogue in Lesotho*

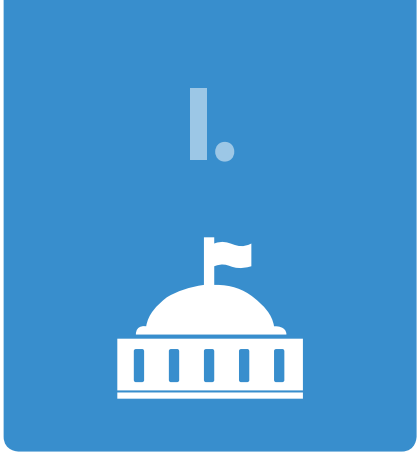
As this process unfolds, the partners of the UNDG remain committed to sustaining this unprecedented engagement in shaping the global development agenda. This approach, together with the MY World global survey, has demonstrated proof of concept for connecting people around the world to global policy developments at the United Nations. This connection must continue during the transition from design to the implementation of the new global agenda.

In some countries the Dialogues have already triggered partnerships and implementation mechanisms, forming the foundations for delivery of the new agenda. For example, Thailand has introduced a prototype of a new application that allows people, particularly those living with HIV, to monitor and evaluate public HIV services. In Montenegro the process has allowed for a thorough 'accountability check' on existing forums for citizen participation to improve their usage. In El Salvador the Dialogues have created important links between the local economic development agencies and national planning processes. Youth Connekt, a platform for young people in Rwanda, was created to respond to the predominance of young people's issues that arose during the national post-2015 debates and the results of the Social Good Summit in 2013. At a broader level, all countries engaged in the Global Conversation have increased their awareness of the emerging agenda, and all stakeholders are readying themselves for implementation.

As the Dialogues and intergovernmental processes continue, synergies are starting to emerge. It is encouraging to already see many of the themes reflected in the proposal of the Open Working Group on Sustainable Development Goals. Means of Implementation targets are included under each goal and in a stand-alone goal. Institutions and capacities are mentioned several times, and there are two specific targets on multi-stakeholder partnerships. The preamble of the Open Working Group's proposal also cites the need for engagement by civil society and the private sector, and the report calls attention to the fundamental role of data in monitoring progress and capacity development at all levels. To deepen global discussions on accountability for the new agenda, UN Regional Commissions are organizing dialogues on the shape and form of accountability mechanisms at the regional level, with support from the full United Nations development system. All of these inputs are focusing attention on the importance of crafting an agenda that is both ambitious and achievable, and for which progress can be measured.

As the MDGs have rallied — and continue to rally — governments, non-state actors and international development agencies around a set of clear, simply formulated goals and time-bound targets to address poverty, so too will the forthcoming global framework serve as a guiding light for sustainable development. The global post-2015 and SDG framework will signal commitment and ambition, while also providing a way to measure progress across countries.

As the Dialogues on the implementation of the post-2015 agenda have highlighted, however, the global vision is not enough. We can only expect the new agenda to succeed if attention is also paid to the 'softer' side of the means of implementation: the national and local factors. Implementation will need to be participatory and inclusive, with accountability, capacities and partnerships at the heart. Not only will implementation be more effective, it will also be more legitimate. The litmus test of success will be the extent to which these important elements are built into the agenda.



STRENGTHENING CAPACITIES AND BUILDING EFFECTIVE INSTITUTIONS

KEY MESSAGES

- A transformative development agenda requires upgraded, coordinated and integrated institutions and capacities.
- Inclusion should be the cornerstone of all capacity-strengthening and institution-building efforts.
- Capacity development and institution-building efforts should be aligned with ongoing national development.
- Measuring progress in capacity development and institutional improvement is feasible and important.
- Strategies, policies and solutions must be locally derived and issue-oriented without merely transplanting best practices across countries — no 'one size fits all'.

> "Institutions need legitimacy. Institutions should be able to conceptualize the relevant issues, foster communication between disadvantaged groups, and identify actions that can be carried out for development."
>
> *Alioune Sall, African Futures Institute*

Institutions are clearly critical to policy implementation. Strengthening capacities and building effective institutions are not mentioned explicitly in the MDGs but cannot be neglected in the new SDGs. Institutions are primarily about the mechanism of effective service delivery and about how inclusion and equity are ensured to ultimately achieve sustainability. While institutional reforms alone cannot drive a transformative development agenda without other essential inputs (i.e. resources, infrastructure, appropriate leadership, human capital, political checks and balances etc.), states need the capacity to recognize the concerns of vulnerable people and to respond to them through coherent interventions. This requires, among other things, ensuring greater voice in decision-making for people living in poverty and marginalized communities, recognizing freedom of association and the right to negotiate collectively, as well as affording opportunities for recourse when rights are violated or discrimination is encountered. Beyond voice, it necessitates paying greater attention to the role of stakeholders in shaping, monitoring and implementing policies. It also entails a long-term continual and incremental process involving many actors (i.e. line ministries, national and subnational authorities, non-governmental organizations, data collectors, the private sector, trade unions, community activists, academics and more).

A TRANSFORMATIVE DEVELOPMENT AGENDA REQUIRES UPGRADED, COORDINATED AND INTEGRATED INSTITUTIONS AND CAPACITIES

As the emerging development agenda is expected to encapsulate a set of development goals that are more interdependent, transformative and universally applicable than the MDGs, it will require greater capacities, more responsive institutions and stronger political will for successful implementation. This is particularly important, as institutions tend to

Schoolchildren participating in an essay contest on their vision of well-being by 2030, Turkmenistan (Photo: UNFPA Turkmenistan)

be conservative and resistant to change. Hence, incentives for 'self-improvement' or transformation must be put in place to help overcome documented limits to institutional reform. In short, institutions themselves have to be designed to legitimately respond to the needs of everyone, not just the dominant or elite of society. Responsive institutions at the national level should be mirrored by an effort at the international level to support and reinforce them. Conversely, raising capacities to 'localize' recommendations made by international agreements must also be prioritized (Dialogue in Djibouti). Moreover, coordination and cooperation between agencies at the national level are required for institutions to be more responsive to the needs and priorities of citizens (Malaysia). This necessitates well-designed, integrated and coherent policies and effective coordination across different line agencies and between economic, social and environmental policy areas to leverage synergies.

> "The role of government needs to be re-imagined. Government needs to see itself as having a different purpose in the 21st century, and that is one of system stewardship rather than just deliverer of public services and guarantor of security."
>
> *Catarina Tully, School of International Futures (SOIF)*

INCLUSION SHOULD BE THE CORNERSTONE OF ALL CAPACITY-STRENGTHENING AND INSTITUTION-BUILDING EFFORTS

There are significant numbers of people and groups who are unable to access justice or enjoy their rights due to the dissonance between legislation and policies, and between actual implementation and enforcement. An effective capacity-building process must encourage the participation and ownership of those involved and provide a non-partisan and genuinely inclusive space for stakeholder engagement. There is a particular need to ensure inclusion to both safeguard inclusive outcomes and foster account-

Focus group discussion with ethnic minorities, Osh city, Kyrgyzstan (Photo: Ibragimov Hasan)

ability, ownership and trust in the policy process. This necessitates strengthening mechanisms of inclusion and paying particular attention to the situation of people living in poverty, older persons, the private sector, youth, women, persons with disabilities, indigenous peoples, forcibly displaced and stateless persons, and others, including people marginalized from society and development.

CAPACITY DEVELOPMENT AND INSTITUTION-BUILDING EFFORTS SHOULD BE ALIGNED WITH ONGOING NATIONAL DEVELOPMENT AND PLANNING PROCESSES AT BOTH THE NATIONAL AND SUBNATIONAL LEVELS

Forging a long-term vision for national development entails coordinating the initiatives and priorities of different stakeholders to manage short- and long-term trade-offs which are at the core of achieving sustainability. It will, therefore, be fruitful to integrate capacity-strengthening efforts with existing initiatives on public administration reform to enhance effectiveness and transparency (Dialogues in Kyrgyzstan and Pakistan) and to promote an integrated system-wide approach (Moldova). It may also be included as part of efforts to craft a new national development plan (Malaysia, Turkmenistan) or a national employment strategy (Costa Rica).

Furthermore, subnational capacity-building, including introducing modern management and planning technologies in public administration and local self-government, state and municipal employee effectiveness evaluations and a system for assessing the quality of government and municipal services, has been recognized as an important strategy for stimulating community involvement and participation in local development strategies (Dialogues in Pakistan and Kyrgyzstan). Ensuring that communities are in a position to develop their resources and their capacities to respond to local problems has an important role to play in addressing the many challenges that they confront.

MEASURING PROGRESS IN CAPACITY DEVELOPMENT AND INSTITUTIONAL IMPROVEMENT IS FEASIBLE AND IMPORTANT

There is a need to upgrade and strengthen statistics and data collection capacities, including the alignment of survey tools to collect, analyse and report data related to SDGs (Dialogue in Malaysia). Complementary to this is the creation of independent, transparent and non-partisan bodies and mechanisms for monitoring, providing feedback and evaluating the capacities and delivery of services by

government institutions (Togo). Further to this, some Dialogue participants discussed the potential development of new quantitative and qualitative performance indicators related to measuring progress in particular sectors such as health care and education (Turkmenistan, Kyrgyzstan). There are a variety of ways to stimulate and measure incremental change, including by collecting disaggregated data and providing quick feedback on policy impact, as well as by creating specific policy incentives.

STRATEGIES, POLICIES AND SOLUTIONS MUST BE LOCALLY DERIVED AND ISSUE-ORIENTED WITHOUT MERELY TRANSPLANTING BEST PRACTICES ACROSS COUNTRIES — NO 'ONE SIZE FITS ALL'

The country and local contexts are extremely important for the functioning of institutions. They are often shaped by the economic and social situation, ethnic make-up, colonial history, political realities and social norms and behaviours. Solutions to problems must fit the local context. For instance, in Moldova, participants in the national Dialogue pointed out the need to improve personnel, research and analytical capacities as main areas of work to strengthen the capacity of their institutions. In Pakistan the focus was on strengthening subnational authorities, while in Malaysia it was on the coordination function between state and subnational levels.

Young people in post-2015 consultation, Upala, Costa Rica (Photo: UNFPA Costa Rica, G. Rodriguez)

II.

LOCALIZING THE AGENDA

KEY MESSAGES

- Local and Regional Governments (LRGs) are critical for promoting inclusive sustainable development within their territories, and as such for the implementation of the post-2015 agenda.
- Effective local governance can ensure the inclusion of a diversity of local stakeholders, thereby creating broad-based ownership, commitment and accountability.
- An integrated multi-level and multi-stakeholder approach is needed to promote transformative agendas at the local level.
- Strong national commitment to provide adequate legal frameworks and institutional and financial capacity to local governments is required.

> "Local strategic planning would allow a greater integration of the three pillars of development: social, economic and environmental. Likewise, further integration between urban and rural areas needs to be promoted, in order to foster greater territorial cohesion."
>
> *Ms. Milagro Navas, Mayor of the Municipality of Antiguo Cuscatlán and President of FLACMA, El Salvador, EU Policy Forum Lima, 2014*

LRGS ARE CRITICAL FOR PROMOTING INCLUSIVE SUSTAINABLE DEVELOPMENT WITHIN THEIR TERRITORIES, AND AS SUCH THE IMPLEMENTATION OF THE POST-2015 AGENDA

The review of the MDGs demonstrated the need to communicate the objective of a global agenda more efficiently to all actors, and also underlined the need for stronger engagement of local stakeholders in the definition, implementation and monitoring of the post-2015 development agenda.

LRGs play a crucial role in linking key local stakeholders in territorial development. They are a key part of the State and draw their mandate from their local democratic accountability and from working on the front line, close to citizens and communities.

The active role of LRGs in international development cooperation is crucial to achieving development results, democratizing the aid effectiveness agenda and promoting inclusive ownership. Decentralized development cooperation, as well as the territorial approach to development, should be acknowledged and used as a modality to support the implementation of the post-2015 agenda at the local level.

To ensure ownership, a bottom-up approach should be adopted for the post-2015 agenda, starting at the local level. Emphasis should be placed on communicating the SDGs and raising awareness of the universality of the agenda, to ensure full understanding and ownership by all types of governments and stakeholders. At the same time, the emerging global development agenda should be translated into national and local development plans, and linkages and partnerships with other development actors should be fostered to harmonize local development activities, avoid duplications and promote effectiveness.

The proposed SDG to 'Make cities and human settlements inclusive, safe,

resilient and sustainable' will contribute to mobilizing local authorities and stakeholders and focus the attention of national governments and other international partners on the potential of urbanization as a key driver for sustainable development. In concert with national governments and other local stakeholders, local governments can properly plan and manage a local response to the challenges of urbanization, work to upgrade slums and enhance resilience at the local and territorial levels.

Participants presenting at Dialogue on 'Localizing the Post-2015 Agenda', El Salvador (Photo: UNDP El Salvador)

EFFECTIVE LOCAL GOVERNANCE CAN ENSURE THE INCLUSION OF A DIVERSITY OF LOCAL STAKEHOLDERS, THEREBY CREATING BROAD-BASED OWNERSHIP, COMMITMENT AND ACCOUNTABILITY

A bottom-up approach to development will help to ensure ownership of the post-2015 development agenda at the local level. As the level of government closest to the people, LRGs are in a unique position to identify and respond to development needs and gaps and be responsible for a wide range of functional responsibilities that go beyond service provision. Local governments can address development challenges through planned public policies defined, executed and monitored with the participation of citizens and relevant local stakeholders.

Local stakeholders play a crucial role in the promotion of the key values of culture (heritage, diversity, creativity and the transmission of knowledge) as drivers and enablers of sustainable and inclusive development. Distinctive local cultures, including of indigenous peoples, migrants and minorities, as well as traditional institutions and authorities, should be seen as a rich resource from which development policies can draw knowledge, legitimacy, participation and enhanced effectiveness. Localization will help to ensure that diversity is embraced.

Women's political and social leadership and equal participation are essential for territorial development and the implementation of the post-2015 agenda. Electing more women at the local level will strongly contribute to ensuring women's full and effective participation in decision-making in political, economic and social development. Youth participation in development should also be a strong pillar for the future development agenda, taking into account their ethnic, cultural, religious, gender, political and socio-economic diversities.

National governments and the international development community should recognize that local governments are well placed to convene the diversity of development stakeholders at the local level (civil society, migrants, the private

> "The success of the post-2015 localization requires the participation of the community at all levels of implementation. Continuous dialogues, meaningful consultations, and other forms of constructive engagements are effective mechanisms in establishing accountability, transparency and trust between local governments and their constituents."
>
> *Participant in the Dialogues on the localization of the agenda in the Philippines*

Young woman speaking at Dialogue on 'Localizing the Post-2015 Agenda' in Buea, Cameroon (Photo: UNDP Cameroon)

sector, academia, national bodies and international actors) and play an important role in developing and implementing integrated cross-sectoral strategies for local development.

Governments at all levels must be held accountable for responding to social inclusion and human security challenges in their countries and cities, especially in deprived and post-conflict areas.

AN INTEGRATED MULTI-LEVEL AND MULTI-STAKEHOLDER APPROACH IS NEEDED TO PROMOTE TRANSFORMATIVE AGENDAS AT THE LOCAL LEVEL

Decentralization, subsidiarity and good governance at all levels should be recognized as essential to implementing the post-2015 development agenda. The transfer of responsibilities should be accompanied by appropriate resources and finance, and local capacities should be strengthened, recognized and harnessed to implement the global agenda at the local level. Sustained inter-institutional dialogue and trust are crucial elements for success.

National governments and international partners should acknowledge and define the role of local government and local stakeholders in setting, implementing and monitoring the post-2015 development agenda to ensure further accountability and transparency. Implementation responsibilities should be clearly divided among different levels of government, taking into account the distinct comparative advantage of each level, and accompanied by effective coordination mechanisms that harmonize efforts across them. Implementation should be undertaken by the lowest possible sphere of government, in line with the principle of subsidiarity.

National plans and public investment should contribute to localizing the post-2015 development agenda. It is imperative to further connect LRGs with national policies and strategies to better respond to the demands and needs of citizens.

Constructive dialogues and partnerships between local institutions and public and private actors are crucial to promoting democratic governance and empowering local stakeholders to own the SDGs. Public–private partnerships (PPPs) can support development at the local level. However, enabling legislation and local accountability mechanisms are essential to their effective implementation. It is recommended to launch initiatives at the national level for the creation of a framework to build corporate sustainability policies to better fit local realities and processes.

Territorial and urban planning, access to basic services for all, including water, sanitation, health and housing, social safety nets and promotion of economic opportunities for men, women and youth were highlighted as priority areas for local governments in their quest to build more inclusive societies. A responsible use of natural resources should also be promoted to conserve the environment and local communities. A proportion of the resources generated from such activities should be reinvested locally to improve the quality of life of the inhabitants of the affected localities.

STRONG NATIONAL COMMITMENT TO PROVIDE ADEQUATE LEGAL FRAMEWORKS AND INSTITUTIONAL AND FINANCIAL CAPACITY TO LOCAL GOVERNMENTS IS REQUIRED

More capacities and resources at the local level are needed for the implementation of the post-2015 development agenda, including for improved monitoring and accountability. Greater efficiency in the implementation of the agenda will be possible with improved intergovernmental and multi-level coordination as well as greater local participation. This will ensure stronger and more responsive accountability. Strengthening local governments is critical to foster coordination at the local level (horizontal

coordination) and at the national and international levels (vertical coordination). Stronger legal and institutional frameworks with regard to decentralization will support good governance at all levels.

A holistic approach to achieving the SDGs can be developed by defining clear means of engagement to encourage transparency and accountability (e.g. participatory budgeting and planning), and promoting collaboration between local governing bodies, CSOs, the private sector and other relevant stakeholders. Sound measures should be defined at the local level to avoid and prevent fraud and corruption. Balanced national and regional development planning should be strengthened to support the economic, social and environmental linkages between urban, peri-urban and rural areas, to secure balanced territorial development.

Financing territorial and urban development is a key challenge for local governments. Efforts must be made to ensure that they have access to sources of revenue, and effective fiscal decentralization should increase their ability to rely on their own resources. In parallel, national governments should ensure predictable, regular and transparent transfers commensurate to the functions and responsibilities transferred to local governments. Creative, sustainable and equitable financing mechanisms need to be explored and applied at the local level. Strong efforts need to be made to improve local leadership, human resources, and the technical and management capacities of local governments, as well as their ability to mobilize local resources, deliver services and involve citizens in planning and decision-making, with special attention to strategies to engage the most excluded.

> "The review of the Millennium Development Goals demonstrated the need to communicate the objective of a global agenda more efficiently to all actors, and the need for stronger engagement of local stakeholders in the definition, implementation and monitoring of the Post-2015 Development Agenda."
>
> *Participant in the Dialogue on the localization of the agenda in Portugal*

Participants discussing at Dialogue on 'Localizing the Post-2015 Agenda', Jamaica (Photo: UN Jamaica)

Local-level data are often not readily available to support local planning and monitoring of local development. Reforms to official data collection services will be necessary to assist subnational governments (for instance, with data identifying where needs are concentrated within each local jurisdiction) in monitoring progress. Local target setting will require the development of appropriate indicators taking into account the local context and environment. Localization will ensure a more accurate reflection of the well-being of populations and provide a more detailed subnational picture of progress.

National governments and development partners should ensure that the localization of the SDGs is accompanied by the localization of resources, enabling local governments to raise more local revenue and secure allocations of national and international budgets. Transparency and wider access to data and information for local government authorities and communities through information and communications technology, online social networks and community media should also be promoted.

III.

PARTICIPATORY MONITORING AND ACCOUNTABILITY

KEY MESSAGES

- Participatory monitoring supports development processes and results that are owned by the proposed beneficiaries, with all involved parties being held accountable for reaching goals and targets.
- Local development solutions and good participatory practices should be scaled up and featured more prominently in the post-2015 development agenda. This will require transparent and inclusive accountability systems that ensure full participation of all people, including women and girls.
- More space should be created for CSOs, grass-roots and local organizations and individuals to participate meaningfully in the planning, implementation and monitoring of the post-2015 agenda. It is particularly critical to strengthen women's voice and influence in country monitoring and accountability mechanisms, as well as the voices of those who are often excluded from these processes, including children and youth, minorities, persons with disabilities, people living in poverty, forcibly displaced and stateless persons, and other groups that are marginalized or face discrimination.
- Participatory accountability practices will better ensure that the agenda will be rooted in a human rights framework.
- Concrete examples of participatory monitoring do exist and should be used as a resource for future endeavours.

"People know, people discuss, people do, people verify."

Motto of Vietnam's Grassroots Democracy Ordinance

PEOPLE SHOULD BE AT THE CENTRE

Overall, the findings from each component of the consultation have been largely supportive of a participatory approach, with one message standing above all: marginalized persons and people living in poverty should be at the centre and the owners of their own development processes, with all other relevant actors accountable to them regarding progress on these development outcomes.

Participatory monitoring for accountability can take various forms. At its core, it should be about inclusive and transparent practices used to monitor the effectiveness and usefulness of local, regional, national or international policies. This provides evidence which can be used to improve the policies. Participatory approaches are about people, working together in an organized way, to identify and track the priority issues that affect their own communities, so that barriers to development and poverty eradication can be addressed and solved, with support as necessary from the public sector, private entities and other **accountable** institutions.

For better monitoring and accountability in the post-2015 development agenda we need better data. Data should be disaggregated, by gender, age, ethnicity and disability, and also be collected for issues seemingly difficult to quantify at present — for example, violence against women and girls. The MDGs have been criticized for their lack of accountability, as well as their focus on national averages and global aggregates as measures of progress, which has often masked slow or stagnant progress among the worst-off sections of societies and growing disparities at subnational levels.

Participation is critical to achieve successful and sustainable development progress, and there is an intrinsic value to people being empowered and claiming their right to be heard. The post-2015 agenda needs to feature people-led, transparent and inclusive processes for monitoring progress towards targets and indicators. This is especially critical for poor and/or marginalized people, who are traditionally left out of conversations and policymaking decisions that most directly affect them, and can result in negative, unintended consequences and unacceptable development outcomes.

LOCAL SOLUTIONS AND OWNERSHIP OF THE DEVELOPMENT PROCESS ARE KEY SUCCESS FACTORS

As one contributor noted, "a major shortcoming of the MDGs was the failure to localize … A front-end investment in communication and local analysis and planning will be key." Another participant noted that small groups "permit the formation of meaningful relationships between participants" and that "robust community organization leads to community ownership." Similarly, the literature review suggested that a participatory monitoring and accountability approach could offer a more sustainable development model — in that local actors gain the skills needed and are empowered to make continuing development efforts sustainable long after the framework and interventions expire.

The closer the participatory monitoring occurs to the local level, the more likely it is to impact policy and social services. For example, the Zambia national Dialogue noted that the Citizen Voice and Action model, a local-level advocacy methodology that transforms the dialogue between communities and government to improve services (such as health care and education), has been highly effective. With support from other partners, improvements have been seen in allocations of health care staff, essential drug provisions, clinic availability and the

> "People cannot participate in the monitoring process because they do not have the information they need. For example, we would like women to have more access to land rights, but if you go and talk to the women in rural areas, you'll see that almost none even know that they have rights to have their names next to their husband's in land registration."
>
> *Participant in Vietnam's National Dialogue on participatory monitoring for accountability*

A little girl describes the world she wants, Zambia (Photo: UNV Zambia)

Focus group discussion on participation of the local population in decision-making processes in Piva, northern Montenegro (Photo: UN Montenegro, Milos Vujovic)

expedited completion of a delayed maternity wing, as well as additional desks, teachers and staff housing at various educational facilities in the three districts using the approach.

In Montenegro, findings from focus groups showed that citizens utilized various methods to present their views and opinions on topical issues to the relevant authorities. For example, students wanting to influence the choice of teaching staff wrote to the Ministry of Education, stayed away from schools and engaged the media in their campaign.

THE MORE EFFECTIVE INCLUSION OF CSOS WILL BE CRITICAL TO THE POST-2015 DEVELOPMENT AGENDA

Another theme that emerged was related to changing the role and impact of CSOs in the post-2015 development agenda. CSO involvement should be collaborative — not just consultative. Notable initiatives highlighted during the consultations featured CSO collaboration that placed local actors as co-creators in the development process, as opposed to being consulted as outsiders.

The literature review noted that future consideration should be given to expanding the role of CSOs as facilitators and organizers of interactions between international aid organizations and local actors, rather than serving as the collective voice. Though this new operational paradigm represents a significant expansion of work for CSOs, the research has revealed that it is indeed beneficial in allowing people living in poverty to self-determine.

One of the points raised in the national Dialogues was that Member States should work closely with civil society from an early stage, by setting up mechanisms for regular dialogue where organizations are given real power to decide on the processes, methods and analysis to conduct assessments.

THE POST-2015 FRAMEWORK MUST BE ROOTED IN A HUMAN RIGHTS FRAMEWORK

The consultation emphasizes that the post-2015 development agenda should be embedded in human rights and that countries need to be held accountable for the commitments they make. A human rights approach to post-2015 commitments also calls for more descriptive and representative data to be collected to track and monitor progress within a larger macro-strategy of public policy at the national level in a human rights framework that holds all involved responsible.

> "If data is not reliable, we cannot talk about participatory monitoring and accountability – what is there to measure and hold accountable against?"
>
> *NGO representative in Dialogue in Albania*

CONCRETE EXAMPLES OF PARTICIPATORY MONITORING DO EXIST AND SHOULD BE USED AS A RESOURCE FOR FUTURE ENDEAVOURS

The consultation revealed that there is an appetite for participatory approaches and that local examples already exist that can be scaled up and shared. Continued partnership and support for such approaches should be encouraged as part of the monitoring and accountability framework for the post-2015 agenda.

Coming out of the call for papers, ASED, a women's rights organization based in Albania, examined participatory monitoring for accountability on gender equality issues — empowering women in decision-making at the local level. It created the Citizen's Evaluation for Good Governance and a scorecard for social auditing and gender budgeting. Care UK, working in Egypt, Ethiopia, Malawi, Peru and Rwanda, also came up with community scorecards and alternative citizen oversight mechanisms for budgeting and service provision for social accountability. It found that collaboration is crucial and that participatory monitoring should be more strategic and tactical, rather than haphazard.

UN Volunteer Taonga M'shanga facilitating a discussion among village youth, Zambia (Photo: UNV Zambia)

An example of participatory monitoring in a PPP context was given by Nielsen, the market research firm, which undertook its Focused Livelihood Intervention (FLI) project in India. FLI sought to improve the economic, employment and livelihood situations of people living in poor areas. It found that participatory monitoring and accountability methodologies yielded more community involvement, with external agencies (including the United Nations) playing the role of observers and facilitators only, rather than leading or driving the project themselves.

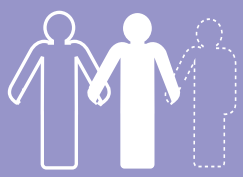
UNICEF Peru, in its paper 'Community Surveillance Systems for Early Childhood and Development: A participatory approach', exemplified how community surveillance systems (CSS) in Peru were essential to the growth and development of children and pregnant mothers. The CSS strategy increased the participation of communities and families where they were empowered to demand higher quality services and mobilized on activities to reduce chronic malnutrition. It did so through an awareness campaign, as well as a monitoring system to check up on mothers for pre- and postnatal care. By establishing a relationship with the mother throughout the process, it was much easier to disseminate nutritional advice.

In the Philippines, Ecosystems Work for Essential Benefits (ECOWEB) provides lessons and recommendations on how to make grass-roots participatory budgeting processes work and address poverty by instituting the participation of civil society and grass-roots organizations in planning and allocating resources for poverty reduction projects in partnership with local government.

Coming out of the national consultations, Zambia noted the use of M-WASH, a mobile/web-based monitoring, evaluation and reporting system that covers 1.7 million people and advances accountability by making water and sanitation data transparent. The technological component inspires competition among districts by publishing results and maps that demonstrate which districts and provinces are making the most progress towards improved access to water and sanitation.

Thailand described how its iMonitor application for smart phones and other devices is tracking and evaluating public HIV services, as well as creating an opportunity for dialogue with authorities to address challenges. The application enables people to log 'alerts' if antiretroviral treatment, condoms and medicines are not available in health centres, and also to report discrimination in the workplace. The iMonitor also informs people of the locations of health centres for HIV testing and other health services.

IV.



PARTNERSHIPS WITH CIVIL SOCIETY

KEY MESSAGES

- Recognize and understand the role of civil society in policy development.
- Create an enabling environment by building a policy and regulatory framework that maximizes civil society's contribution towards development objectives.
- Proactively align multi-stakeholder priorities, including those of government, civil society, volunteers and private-sector actors.
- Set up and maintain accountability mechanisms that monitor partnerships and progress in implementation efforts.

> "Government fears CSOs due to lack of understanding of the functions of CSOs. Shared information helps to break down this fear."
>
> *Participant in the national Dialogue in Lesotho*

RECOGNIZE AND UNDERSTAND THE ROLE OF CIVIL SOCIETY IN POLICY DEVELOPMENT

Civil society plays important advocacy and mediation roles in policy development by identifying the most critical development priorities, suggesting practical solutions and policy opportunities and critiquing impractical or problematic policies. Civil society allows people to concretely engage in addressing development objectives at the local and national levels. Engagement and voluntary action can strengthen ownership, build individual capacity and help to address challenges in a sustainable way. The expertise of local civil society can be more grounded in national circumstances than the expertise of international research institutions.

Civil society can make many important contributions to policy development. For example, civil society can support government in translating global goals and targets into policies that reflect the actual needs and priorities of local communities. It can also help to include actors that would otherwise be left out of policy decision-making. Finally, civil society can often take a leading role in raising awareness at the community level on new legislation, policies or important development initiatives, by reaching out in particular to marginalized groups and geographic areas.

The full participation of civil society in designing post-2015 policies is required to build functional national systems. To achieve this, national consultations should be conducted to take stock of effective civil society engagement, best practices should be replicated, and civil society capacities should be increased. In addition, public servants should be trained on the role of non-state actors in policy development and information sharing, including through online outreach.

CREATE AN ENABLING ENVIRONMENT BY BUILDING A POLICY AND REGULATORY FRAMEWORK THAT MAXIMIZES CIVIL SOCIETY'S CONTRIBUTION TOWARDS DEVELOPMENT OBJECTIVES

An enabling environment for civil society partnership must, at a minimum, be consistent with agreed international human rights, including among others: freedom

Young children want their voice to be heard during a consultation in Deir Alla, Jordan Valley (Photo: UN Jordan)

of association, freedom of peaceful assembly, freedom of expression, the right to operate free from unwarranted state interference, the right to communicate and cooperate, and the right to seek and secure funding. Further, States must fulfil their duty to protect their citizens. Governments should build local capacity in priority areas, and engage civil society's capacity to produce credible analytical, qualitative and quantitative research.

More specifically, the Dialogue recommends that coordination and knowledge-sharing mechanisms should be developed and improved, to avoid duplication, build alliances and strengthen capacity. Access to technology should be expanded, for example to the internet as well as to independent media and information, including by creating public media platforms. In addition, investments need to be made to build the capacity of CSOs, including by providing support for their participation in government meetings, and visa requirements should be relaxed to enable civil society to attend international conferences (which most often take place in developed countries), to exchange expertise and lessons learned.

PROACTIVELY ALIGN MULTI-STAKEHOLDER PRIORITIES, INCLUDING THOSE OF GOVERNMENT, CIVIL SOCIETY, VOLUNTEERS AND PRIVATE-SECTOR ACTORS

Convergence should always be managed for the mutual benefit of people and the State. To align multi-stakeholder priorities, efforts and resources must be pooled to achieve shared objectives and common results. Multi-stakeholder forums (virtual or face-to-face) can be organized to discuss priorities, ensure coordination and monitor activities. Training and guidance are needed on

how to build and institutionalize partnerships. Corporate social responsibility mechanisms should be established to foster collaborative relationships with the private sector, based on transparency and shared values.

> "There is a need for institutionalization of partnerships with the private sector, government and civil society."
>
> *Participant in the national Dialogue in Lesotho*

As information sharing is essential to ensure the meaningful implementation of the post-2015 development agenda, all stakeholders should develop public awareness processes. Programme data and policy documents should also be contextualized into research and publication materials that could contribute to national development. To tap into the potential of volunteerism, public awareness also needs to be created about its benefits. Volunteerism can be seen as a cross-cutting means of implementation, producing benefits such as capacity-building, empowerment and social integration.

SET UP AND MAINTAIN ACCOUNTABILITY MECHANISMS THAT MONITOR PARTNERSHIPS AND PROGRESS IN IMPLEMENTATION EFFORTS

It is essential for all development actors to agree on the design of sustainable

Participant at 'Dialogue on Civil Society', Indonesia (Photo: UN Indonesia)

Round-table discussion at UN Youth Consultation, Cambodia (Photo: UN Cambodia)

development policy, implementation, monitoring and evaluation, to achieve an effective agenda. The formulation of the post-2015 development agenda provides an opportunity to ensure more systematic and regulatory monitoring of government strategies and action. Existing accountability mechanisms should be strengthened, while the use of media (free press, social media) can critically contribute to more effective and responsive governance, providing tools for assessment of strategic decisions taken by both the public and private sectors.

> "Because of my disability, I was away from other children and I was made to go to the special schools for persons with disabilities. Such a childhood affected my further life, and I never considered myself an integral part of this society. I would love to see all children with disabilities going to the same schools with other children in a new development framework. A post-2015 agenda must bring inclusive education to the table."
>
> *Murad Mammadov (male, 24 years), a trainer at the Center of Development & Aid, national consultation in Azerbaijan*

Multi-stakeholder working groups or forums should be formed and institutionalized to periodically assess efforts and implementation progress. They should include government, the private sector, civil society, academia and media, and be committed to the principle of transparency. Such mechanisms should draw on the expertise of collective bodies, such as municipal councils, to inform discussion. Internet portals and websites for monitoring initiatives, including real-time monitoring, should also be built to monitor progress. In addition, transparency mechanisms could be created through the development of public, private and civil society initiatives that provide a clear, concrete and democratic review of the challenges and setbacks of the global development agenda.

V.

ENGAGING WITH THE PRIVATE SECTOR

KEY MESSAGES

- The role of business and industry in international development is not limited to mobilizing financial resources. It lies more fundamentally in the impact of their core operations on the issues covered by the proposed SDGs.
- The social and environmental impacts of these core business operations need to be monitored and reported, regardless of the country of operation.
- The most direct route to innovation, technological advance and productive capacity is through healthy, engaged businesses, industries and finance houses.
- Effective private–public dialogue builds on local capacities and defines roles and responsibilities for all partners. An inclusive format of involving business and industry in national development planning is taking place in many country settings.

> "A sustainable mechanism is needed; PPPs have been discussed over the past 10 years, but implementation strategies are still lacking."
>
> *A representative of the Mongolian National Chamber of Commerce and Industry*

The Dialogue organized its discussions according to the following five themes:

DEVELOP GOVERNMENT POLICIES THAT DRIVE CORPORATE SUSTAINABILITY

The leading role of governments in driving the development agenda was recognized by participants in the Dialogue. Public institutions can scale up the contribution of business to development by shaping corporate sustainability — for example through policy frameworks and incentives, and encouraging the uptake of corporate and public–private initiatives in alignment with the SDGs. As a representative of the Caribbean manufacturing industry argued, "Governments should assist in efforts to create a unified vision about sustainable development and provide incentives to private corporations to support them further in executing this."

As explicitly stressed in the regional Dialogue for Latin America and the Caribbean, gender equality criteria — including measures such as increasing the proportion of women in leadership positions, creating employment and decent work, and closing the pay gap between men and women — should be placed at the centre of these policies.

National governments need to provide the legal and economic tools to enable private firms to gain economic benefits while complying with social and environmental requirements. Incentives should be in place to support firms that engage in ethical business practices (e.g. designing and awarding procurement

Graphic of the Latin America regional consultation on 'Engaging with the Private Sector' in Cartagena, Colombia (Photo: Spanish Agency for International Development Cooperation (AECID))

tenders and export credits according to sustainability criteria). Several consultations, including the regional ones for the Caribbean, Europe and Central Asia and for the Pacific, strongly supported putting sustainable productive capacities and value-added creation at the centre of development. There was also advocacy for transformative policies, such as shifting the tax burden away from labour and towards natural resource use and the removal of harmful subsidies.

At several events, such as in Austria, Kenya and the USA, it was suggested that public-sector bodies should promote sustainability best practices by publishing success stories on official government websites. In other events, governments were urged to lead by example through sustainable procurement programmes and increased transparency, thus also minimizing corruption.

ENHANCE PARTNERSHIPS

The implementation of the post-2015 agenda will require the buy-in of industrialists, entrepreneurs and corporations to a more sustainable corporate landscape. Such buy-in includes the adoption of voluntary standards taking into account needs and cultural contexts.

Partnerships come in a wide variety of shapes and sizes, and operate at levels from local to global. The consultation strengthened awareness of the added value and the transformative potential of PPPs and multi-sector and business-to-business partnerships. When partnerships build on the resources, capabilities and influence of a range of stakeholders to tackle complex challenges, they become powerful mechanisms to accelerate development. They can also be vital to enhancing ownership.

Commonly, mistrust between public and private actors as well as a lack of clear policy guidelines hinder the effectiveness of such partnerships (Dialogue in Indonesia).

PPPs can further economic development in some contexts, with the caveat that the category of SMEs must not be neglected (Dialogues in Mongolia, Trinidad and Tobago and regional event in Latin America and the Caribbean). Due to the flexibility, innovative capacity and large proportion of employment provided by this category of firms, SMEs are a strategic and valuable connection for reaching local people and meeting local needs.

The private sector has traditionally been the driver of scientific and technological development, representing a dynamic and powerful force in innovative capacity. Therefore, PPPs — as well as corporate

Participants at Latin America regional consultation on 'Engaging with the Private Sector' in Cartagena, Colombia (Photo: UNDP, B. Auricchio)

practice per se — are seen as instrumental in knowledge sharing and technology transfer, which are crucial to sustainability and economic development. Clear cost–benefit analysis in developing PPPs is needed to justify each stage of the process.

Potential benefits of greater interaction between the private sector and the United Nations system at the country, regional and multilateral levels were discussed in the regional events for Africa and Latin America and the Caribbean. A role for the United Nations as a convener and arbiter in enforcing 'the rules of the game' was also suggested. Some industry participants also expressed a desire to craft better relations with trade unions and labour representatives (raised in consultations in Washington DC). Participants in national consultations in Kenya, Mongolia, Turkey and Spain and in regional Dialogues across the globe have stressed building trust, through improved transparency and accountability, as the most vital component for constructing successful PPPs, along with the need to improve communication (Dialogues in Washington DC, Latin America and the Caribbean, Europe, Turkey, Addis Ababa).

MOBILIZE PRIVATE SUSTAINABILITY FINANCE

With the development of the corporate sustainability movement, growing numbers of investors, companies and foundations are embedding sustainability considerations in their investment decisions and seeking to deliver value for business and society. As a representative of the US Agency for International Development in Washington DC acknowledged, "foreign direct investment has also changed in nature: instead of a one-way direction, investors are now increasingly investing in a way to grow with the markets, and become stakeholders."
Access to new forms of finance, such as microfinance, responsible investment, venture capital, carbon markets and other innovative forms, can be essential for start-up firms, for maintaining investment cycles and for harnessing the dynamism of private-sector companies. Economic governance and resilience are critical elements towards this end that were cited in the consultations. Private sustainability finance should also be leveraged through a smart combination of local microenterprise and SME creation, investment promotion, adapted financing and incentive schemes, and technology transfer. Financing needs should be accompanied by a sector- and country/region-specific agenda, as stated in the Europe and Central Asia regional consultation by a representative of the European Bank for Reconstruction and Development.

Financial resources can be directed towards sustainable development through risk-mitigating mechanisms for investments in sustainability — for example, loan guarantees on infrastructure projects that are environmentally protective, create decent jobs and benefit poor and marginalized people but require large amounts of upfront capital and have a very distant horizon for returns. Moreover, in countries with a large proportion of small enterprises, such as Small Island Developing States, export promotion strategies focusing on value-chain development are seen as essential, with clear delineation of responsibilities for each actor, and with clear linkages established.

LOCALIZE THE POST-2015 AGENDA FOR THE ENGAGEMENT OF SMES

SMEs play a very important role in national economies, as they account for approximately 90 percent of businesses and more than 50 percent of jobs worldwide. The consultations indicate that the engagement of SMEs in global value chains can be an extremely powerful way to channel sustainability criteria into the business fabric of developing countries. This was particularly stressed in the regional Dialogues for Latin America and the Caribbean, Europe and Central Asia and the Pacific. Clear communication of post-2015 objectives from the United Nations and other engaged multinational actors will assist SMEs in identifying their role in realizing the post-2015 agenda at

> "New modes of accountability and transparency for businesses should take into account the size, needs and possibilities of the firm in question."
>
> *A government representative from Colombia*

the local level. Support from large-scale corporations in whose supply chains they operate will help them to overcome a vulnerability to low productivity and take advantage of their flexibility and grassroots network. This support could entail technology transfer, the sharing of best practices and knowledge, and engagement in partnerships that encourage the adoption of sustainability criteria and that help navigate international trade standards.

Attention was drawn in most dialogues to the specific challenges of SMEs, such as their need for capacity-building. In the words of a participant from the business community in Ulaanbaatar, Mongolia, "SMEs need capacity-building — not just sporadic training, but skill-based training." The capacities of the SME sector are relatively weak in most of the developing countries where Dialogues took place. Strategic training programmes that focus on, and are oriented to, skills acquisition (ranging from technical and management capacities to access to markets), market intelligence, and the use of appropriate technologies are therefore fundamental. The strengthening of local, regional and global networks also has the potential to unleash new sources of growth, competitiveness, innovation and job creation. A strong message emerged (e.g. from the national Dialogues in Spain and the regional Dialogue for the Pacific) that SMEs should not be overburdened with complex sustainability frameworks and standards, due to their lower capacity to take on related administration and transaction costs.

BUILD TRUST THROUGH ENHANCED TRANSPARENCY AND ACCOUNTABILITY

Representatives of private companies often stressed that public-sector and civil society bodies must be judged just as rigorously as private firms concerning sustainability. Greater transparency and better circulation of successful examples of public–private cooperation through public communication channels could help in this regard. To foster an atmosphere conducive to transparency, it was also suggested that public bodies should publish details of their decision-making on their websites (Dialogue in Kenya).

Participants clearly highlighted the importance of streamlining measurement and stated that reporting tools need to be affordable and understandable for SMEs to increase their impact and accountability. Along this line, participants in the majority of Dialogues advocated for improved transparency and business accountability in non-financial performance with related indicators, such as contribution to poverty eradication, support for decent work, respect for gender equality and promotion of environmental sustainability, benchmarked against international best practices and business ethics. Finally, increased transparency is also viewed as the preferred tool for battling corruption in both the private and public sectors, as suggested in the regional Dialogues for Africa and Latin America and the Caribbean.

Round-table discussion at regional consultation for Europe and Central Asia on 'Engaging with the Private Sector' in Bratislava, Slovakia (Photo: Patrick Domingo)

VI.

CULTURE AND DEVELOPMENT

KEY MESSAGES

- Culture can make an important contribution to poverty reduction, as a resilient economic sector that provides livelihood opportunities.
- Education strategies should aim to develop cultural literacy and equip young people with the skills to live in a multicultural and diverse society, in both economic and social terms.
- Participation in the culture sector and the engagement of cultural values provide important opportunities for the advancement of gender equality and women's empowerment.
- Culture-led redevelopment of urban areas and public spaces helps preserve the social fabric, attract investment and improve economic returns.
- Development programmes which take into account the link between cultural diversity and biodiversity, including traditional knowledge, secure greater environmental sustainability.
- Culture has the potential to build bridges and shape more effective reconciliation processes with full ownership of the communities.

> "Understanding and considering a society's cultural aspects is critical to adapting development approaches to local contexts and ensuringsuccessful outcomes."
>
> *H.E. Mr. Mohamed Khaled Khiari, Vice-President of the UN General Assembly, at the Special Thematic Debate of the UN General Assembly on Culture and Sustainable Development in the Post-2015 Development Agenda*

Culture is an essential component of sustainable development and a critical element of human rights-based approaches. It represents a source of identity, innovation and creativity for the individual and community and is an important factor in building social inclusion and eradicating poverty, providing for economic growth and ownership of development processes.

To date, the consultations have shown a strong consensus on the importance of linking culture to the priorities of the post-2015 development agenda. The Open Working Group on Sustainable Development Goals referred to the role of culture in the overarching introduction of its outcome document and within the targets of five proposed SDGs related to food security, education, inclusive and sustainable economic growth, sustainable cities and sustainable consumption and production patterns.

CULTURE CAN MAKE AN IMPORTANT CONTRIBUTION TO POVERTY REDUCTION, AS A RESILIENT ECONOMIC SECTOR THAT PROVIDES LIVELIHOOD OPPORTUNITIES

The cultural and creative industries, sustainable cultural tourism and the safeguarding of cultural heritage are powerful drivers for poverty reduction, sustainable economic growth and employment, as confirmed by examples from Argentina, Colombia, Cuba, India, Indonesia, Laos, Mexico, Pakistan, Samoa, South Sudan and Uruguay.

Highlights come from the consultations in Mali and Serbia. In Mali the culture sector is essential to economic growth and to addressing the social aspects of poverty. It is crucial to direct investments to target this potential. Serbia has examined culture as a strategic tool for revenue generation. Eco-tourism and cultural infrastructure are some of the main ways to reduce poverty through culture, while also contributing to better environmental awareness.

EDUCATION STRATEGIES SHOULD AIM TO DEVELOP CULTURAL LITERACY AND EQUIP YOUNG PEOPLE WITH THE SKILLS TO LIVE IN A MULTICULTURAL AND DIVERSE SOCIETY, IN BOTH ECONOMIC AND SOCIAL TERMS

Integrating cultural elements in education programmes fosters linkages with one's roots and provides for locally relevant content, resulting in more relevant skills and better learning, as presented in case studies from Albania, Argentina, India, Jordan, Namibia, Palau, Tanzania, the USA and Uruguay.

For example, in Bosnia and Herzegovina, intercultural and inclusive education is a main priority for the education system, which is currently articulated around separate, mono-ethnic schools with multiple curricula.

PARTICIPATION IN THE CULTURE SECTOR AND THE ENGAGEMENT OF CULTURAL VALUES PROVIDE IMPORTANT OPPORTUNITIES FOR THE ADVANCEMENT OF GENDER EQUALITY AND WOMEN'S EMPOWERMENT

Examples from Armenia, India, Indonesia, Laos, Mexico, Pakistan, Samoa and Solomon Islands indicate that participation in activities of the culture sector has allowed the most vulnerable segments

Dinka cattle camp, South Sudan *Picture from the call for papers on 'Dialogue on Culture and Development'* (Photo: Robin Denselow)

of the population, including women and girls, to prioritize schooling, ward off the pressures of early marriage, delay pregnancy and strengthen autonomy and independent income generation. In addition, culturally sensitive approaches are effective and necessary methods to foster greater social inclusion and enhanced provision of health services, including access to sexual and reproductive health. Cultural initiatives which engage equal participation from men and boys for the objective of women's empowerment are particularly effective.

For example, Ecuador's vision of culture embraces social dynamics and the transmission of knowledge and cultural backgrounds. The consultations highlight the linkages between culture and poverty reduction, education and gender. They are considering modalities to guarantee women's access to cultural goods and services, emphasizing their economic contribution in the creative and cultural industry, and the multipliers from increased women's participation in the transmission of practices that foster education and the protection of the environment.

> "There is no reason to exclude local community and indigenous cultures from conservation initiatives in the Pacific. Involving them enhances conservation programmes, improves community capacity and reduces adverse environmental activities."
>
> *Trisha Kehaulani Watson-Sproat and Jamaica Osorio on cultural traditions to restore degraded Pacific coastal fisheries*

CULTURE-LED REDEVELOPMENT OF URBAN AREAS AND PUBLIC SPACES HELPS PRESERVE THE SOCIAL FABRIC, ATTRACT INVESTMENT AND IMPROVE ECONOMIC RETURNS

Argentina, Brazil, Libya, Pakistan, Qatar, Spain and the USA presented examples on culture and historic urban environments being key for achieving sustainable and inclusive cities. Culturally sensitive approaches in urban environments promote social cohesion and cultural pride and ownership through participation in local community and urban spaces.

For example, culture in Morocco is linked to the main issues resulting from rapid economic expansion: growing inequalities and relative poverty, access to decent work, environmental degradation and rapid urbanization. Cities are increasingly faced with the challenges of diversity and inequality, and can benefit greatly from culture to improve inclusion and promote greater social cohesion. The protection of historic districts and use of cultural facilities as civic spaces for dialogue can help reduce violence and promote cohesion.

Stages of Change performance, Solomon Islands *Picture from the call for papers on 'Dialogue on Culture and Development'* (Photo: Faanati Mamea)

DEVELOPMENT PROGRAMMES WHICH TAKE INTO ACCOUNT THE LINK BETWEEN CULTURAL DIVERSITY AND BIODIVERSITY, INCLUDING TRADITIONAL KNOWLEDGE, SECURE GREATER ENVIRONMENTAL SUSTAINABILITY

As is presented by Albania, Colombia, Nepal, Pakistan and the USA, embracing cultural traditions of local communities in programming promotes optimal outcomes for environmental protection. Such initiatives boast enhanced commu-

Women's assembly and training in Swat, Pakistan, in 2010 *Picture from the call for papers on 'Dialogue on Culture and Development'*
(Photo: Heritage Foundation Pakistan)

nity ownership and capacity; improved monitoring and enforcement; and a reduction in adverse environmental activities, in political opposition and in social conflict, with exponential returns on investments.

As an example, Bosnia and Herzegovina recognizes culture as a driver for development and prosperity. The environment is a source of livelihood for the poorest people in the country, and affects their vulnerability. The recent floods have shown that the loss of traditional knowledge and skills can result in very low resilience. The consultations in Bosnia and Herzegovina to date recognize culture as a catalyst for comprehensive societal change (including through education, media and youth participation) and can generate positive and sustainable transformations for economic development, environmental protection and preparedness for climate change.

> "The Song and Dance Project within the Maasai community calls for the integration of cultural expressions as a tool to stimulate dialogue, participatory governance."
>
> *Pastoral Women's Council, Tanzania*

CULTURE HAS THE POTENTIAL TO BUILD BRIDGES AND SHAPE MORE EFFECTIVE RECONCILIATION PROCESSES WITH FULL OWNERSHIP OF THE COMMUNITIES

Cultural rights, heritage, cultural identity and cultural life are foundational realities which provide the legitimacy for collective and participatory local governance, as showcased in examples from Brazil, Denmark, France, Libya, Mexico, Myanmar, South Sudan and Sri Lanka. More specifically, Mali is organizing thematic workshops focusing on reconciliation, poverty reduction and the environment. During the recent conflict, heritage and cultural expressions were deliberately attacked, and cultural rehabilitation and dialogue are considered crucial for stabilization and future development, including for their ability to foster tolerance and overcome trauma.

DIALOGUE PROCESS

The Dialogues on Post-2015 Implementation were initiated in response to the strong demand that people expressed during the UN Global Conversation in 2012/2013 about being involved not just in the design of the post-2015 agenda but also in its implementation. The six themes (localizing the agenda, capacities and institutions, participatory monitoring and accountability, engagement with civil society and the private sector, and culture and development) were chosen because they were raised on numerous occasions during these consultations, and to balance the existing ongoing intergovernmental discussions on financing, trade and technology.

Conceptual leadership for the different themes came from various agencies of the UN Development Group. The co-leading agencies for each theme developed the concept notes and guidance for the participating countries and organized global dialogues, regional consultation events, literature reviews, e-discussions and other forms of outreach through their networks. In addition, each participating country organized its own consultation, consisting of in-person meetings, technical papers, surveys and other activities.

The Dialogues started in April 2014 and will continue until April 2015. As such, not all activities have been concluded, and each theme will have its own final report. The results of each of these activities, as well as national concept notes and reports, are all available on the WorldWeWant website.[5]

For the most part, countries were selected and invited to participate by the Regional Chairs of the UN Development Group and the UN Resident Coordinators. Some additional countries and national stakeholder groups signed up on a voluntary basis. The countries that have been involved in this initiative so far are:

Albania, Algeria, Armenia, Aruba, Azerbaijan, Bangladesh, Bosnia and Herzegovina, Botswana, Brazil, Burundi, Cambodia, Cameroon, Canada, Colombia, Costa Rica, Djibouti, El Salvador, Ecuador, Germany, Ghana, Guatemala, Indonesia, Italy, Jamaica, Jordan, Kenya, Kosovo, Kyrgyzstan, Lesotho, Malaysia, Malawi, Mali, Mexico, Mongolia, Montenegro, Moldova, Morocco, Pakistan, Peru, Philippines, Portugal, Republic of Korea, Saudi Arabia, Serbia, Spain, St. Lucia, Tajikistan, Tanzania, Thailand, Togo, Trinidad and Tobago, Tunisia, Turkey, Turkmenistan, Uganda, United States of America, Vanuatu, Vietnam, Yemen and Zambia.

5) worldwewant2015.org/sitemap

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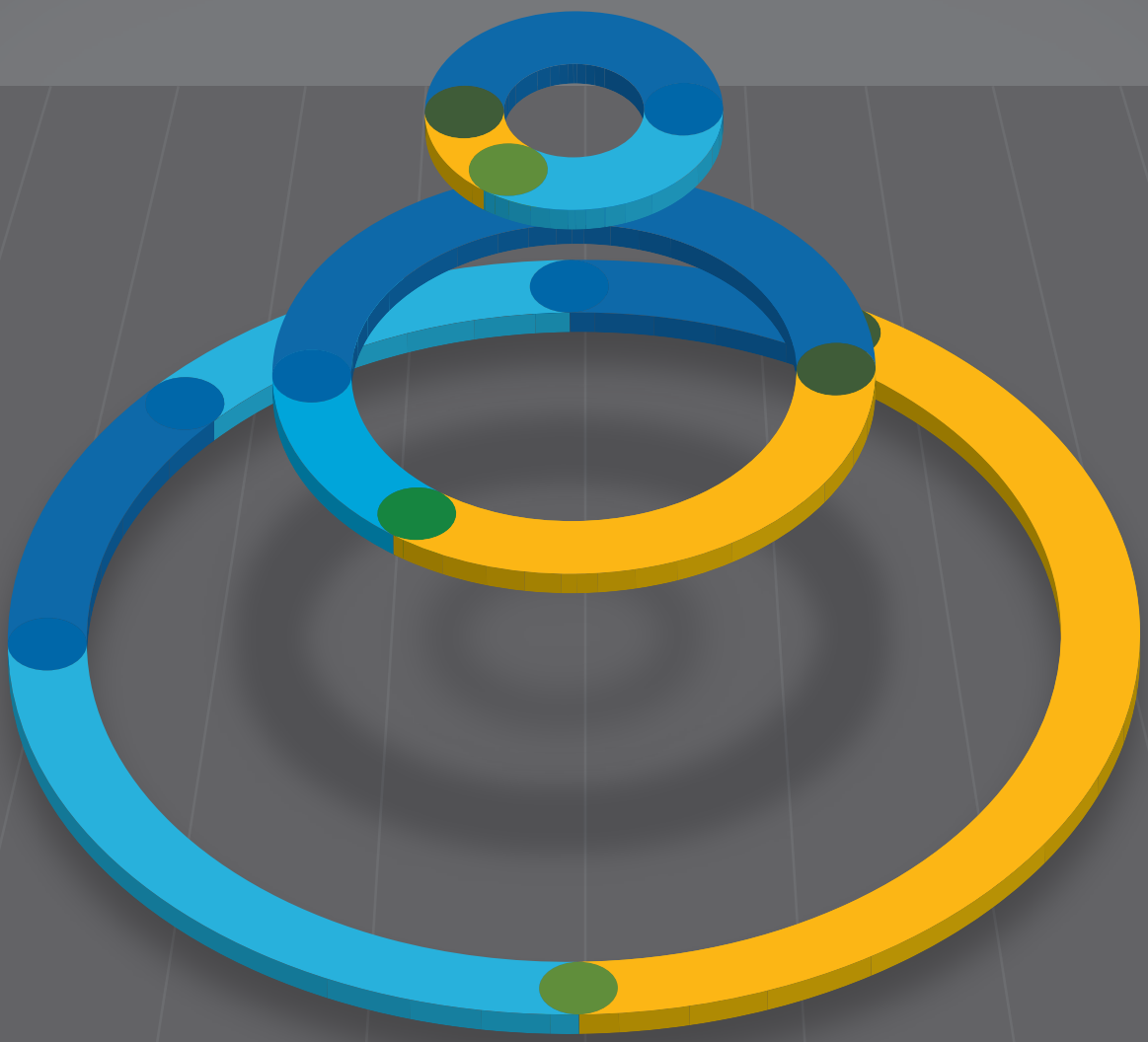
Capacity and Institution Building
Working Group

Report of the comparative analysis

Measuring Capacity Development of Local & Regional Governments



Coordinated by the UCLG Capacity and Institution Building (CIB) Working Group

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ACRONYMS

ACB	Association Capacity Building
CD	Capacity Development
CDRF	Capacity Development Results Framework
CIB	Capacity and Institution Building
CSO	Civil Society Organisation
DFATD	Department of Foreign Affairs, Trade and Development (Canada)
EU	European Union
ICMA	International City/County Management Association
KS	The Norwegian Association of Local and Regional Authorities
LF	Logical Framework
LG	Local Government
LGA	Local Government Association
LGCP	Local Government Capacity Programme
LGDK	Local Government Denmark
LFM	Logical Framework Matrix
M&E	Monitoring and Evaluation
MSC	Most Significant Change
NORAD	Norwegian Agency for Development Cooperation
OM	Outcome Mapping
RBF	Results Based Framework
RBM	Results Based Management
UVCW	Union des Villes et Communes de Wallonie
UCLG	United Cities and Local Governments
VNG International	International Cooperation Agency of the Association of Netherlands Municipalities (VNG)
VVSG	Association of Flemish Cities and Muniicpalities
WB	World Bank

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The expert wishes to thank all Capacity and Institution Building Working Group (CIB)members who participated in the survey and provided the expert with valuable information, advice and feedback. A special mention goes to the CIB members with whom in-depth bilateral interviews were organised and/or who took part in the teleconference to discuss an advanced draft of the survey report. Further, the survey benefited immensely from the guidance, supervision and active contribution of VNG International staff (namely Daan Stelder and Renske Steenbergen). Last but not least the expert also wishes to thank Trevor Caldwell for his proofreading work.

When reading the comparative report, it is important to be aware of its limitations. The information it contains is derived from the results of the survey (answered by 13 institutions), the input gathered through the in-depth interviews conducted by the expert with a number of CIB members and the desk review performed by the expert, all within 10 days of work. The resulting report should not therefore be regarded as an in-depth assessment, evaluation or benchmark study of the Monitoring and Evaluation (M&E) approaches and tools at the level of local governments (LGs) and their associations, but rather as a first step in the process of understanding how local governments and their associations plan, monitor and evaluate their capacity development (CD) interventions, by looking into the current use of M&E approaches and tools by CIB members and a preliminary desk review. It is also important to underline that the report, commissioned by United Cities and Local Governments (UCLG), is the sole responsibility of the expert and therefore may not reflect the official opinion of UCLG.

Based on the findings of the report, a policy brief has been produced. It summarizes the key findings of the comparative study and puts forward a number of suggestions and recommendations towards LGs and their associations, as well as to the international community; the ultimate goal being that of progressing towards the establishment of meaningful and effective M&E frameworks, serving both accountability (upward, downwards but also horizontal) and institutional learning purposes. The expert was also commissioned to prepare a first outline for a toolkit on M&E of CD for LGs and their associations, potentially to be developed in 2016.

Beatriz Sanz-Corella

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1. Introduction

1.1. GENERAL BACKGROUND

The international commitment to improve management for results is a shared responsibility across actors, spanning from donors to partner countries' national governments, civil society organisations, local governments and their associations and any other stakeholder involved in development efforts.

Donors have committed, through adherence to the Paris Declaration, the Accra Agenda for Action and the Busan partnership, to implement the results agenda and support capacity building in that area. As a result, today the notion of results management is a well-established strategy and has been applied in many private and public organisations and development agencies.

The need for information on actual results is also a shared concern. Partner governments are accountable to their parliaments, constituencies and the beneficiaries of development interventions, to make efficient use of investments and to achieve results on the ground. Donor agencies, on their side, are accountable to their governments, parliaments, taxpayers and the general public audience. Communicating results (as well as challenges) is important for all development actors in order to keep up public interest and knowledge of development cooperation (Norad, 2008).

Local and regional governments and their associations engaging in development cooperation are not exempted from this trend. Quite the contrary, they are facing increasing pressure from donors, but also from their constituencies, to streamline and update their Monitoring and Evaluation (M&E) systems[1], at all stages of the programme cycle – from planning to evaluation, in an effort to show concrete and tangible results from the implemented activities.

At the same time, local governments and their associations, particularly those in partner countries, are struggling with the variety of M&E and reporting requirements that they have to use, given that partners and donors often work with different formats.

There also seems to exist a growing consensus that capacity development[2] and institutional building require a tailored approach to M&E considering the long-term perspective and focus on system changes which characterise CD interventions, as opposed to quick wins that can result from, for example, infrastructural programs.

Echoing this acknowledgment, the past years have seen a rise in the use of innovative approaches towards and tools for M&E, including *inter alia* the Theory of Change, the 5Cs (5 capabilities), Most Significant Change and Outcome Mapping, in an effort to complement and even replace traditional methods like the Logical Framework.

1 See Annex 3 for more information on Results-based Monitoring and Evaluation

2 Capacity development (which appears to be the term preferred by donors) is used as a synonym for capacity building. It refers to the change process internal to organisations, institutions but also people and society, whereby they unleash, strengthen, create, adapt, and maintain capacity over time. See Annex 2 for more information

1.2. THE COMPARATIVE STUDY OF M&E APPROACHES AND TOOLS

Against this background, members of the Capacity and Institution Building Working Group of United Cities and Local Governments gathered on the occasion of the annual meeting of the CIB Working Group (The Hague, October 2015) and reiterated their interest in deepening the analysis of existing methodologies and, more specifically, conducting a comparative analysis of the different M&E approaches and systems[3] used by local and regional governments, the final goal being the identification of the most effective M&E approaches and tools, supporting both accountability requirements (towards the donor) and learning needs.

As a starting point, it was agreed that the comparative analysis would focus on the approaches and tools applied by the members of the CIB Working Group. To this end an online survey[4] was designed and distributed among the members of the CIB Working Group at the end of October 2015. In parallel to the assessment of the outcomes of the survey, the expert entrusted with the comparative analysis also conducted a desk review, looking into available studies, reports and assessments of the M&E systems and tools. Approaches and tools reviewed included (but were not limited) to the following:

- The Logical Framework
- Theory of Change
- Outcome Mapping (OM)
- Most Significant Change (MSC)
- Organisational capacity assessments and baseline studies
- Organisational change checklist
- Case and tracer studies
- Client satisfaction surveys

It is important to highlight that the aforementioned studies and reports on M&E systems and tools don't usually consider the nature of the actor commissioning the systems (i.e. whether it is a public institution, an NGO, etc.) and when specialised, usually focus on the type of the interventions assessed (e.g. an infrastructure programme, capacity development, advocacy, etc).

The survey was answered by 13 organisations[5] all of which confirmed their interest in the study in order to acquire a deeper understanding (also at the practical level) of how to combine various M&E methodologies in an integrated approach (approximately 50% of the respondents) on the one hand, and to exchange practical examples and obtain recommendations on the best suited M&E methodology for each circumstance (approximately 36% of the respondents) on the other.

3 See Annex 3 for a more detailed definiton of M&E

4 https://nl.surveymonkey.com/r/M3YYGBP

5 See Annex 1 for the list of respondents.

What follows is a short report summarising the outcomes of the survey and the information obtained through a number of in-depth interviews[6], combined with the findings of the desk review[7]. The report also integrates the feedback and comments received from CIB members.

As a second step, and building on the report, a policy paper has also been prepared. The policy paper summarizes the key findings of the survey study and puts forward a number of suggestions and recommendations towards LGs and their associations, as well as to the international community, the ultimate goal being that of progressing towards the establishment of meaningful and effective M&E frameworks, serving both accountability (upward, downward but also horizontal) and institutional learning purposes. A first outline for a toolkit on M&E of CD for LGs and their associations, which is to be possibly elaborated in 2016, has also been produced.

2. M&E within Local and Regional Governments and their associations

M&E is often seen as an essential component of the project and programme management work of local and regional governments and their associations (from design and planning to final evaluation and reporting) and an important tool serving both accountability and learning purposes (e.g. FCM International uses M&E for informing management decisions, reporting development results, understanding change and supporting corporate learning and improvement).

Yet, despite the aforementioned interest, LGs and their associations are often confronted with **resource limitations, as well as with a high turnover of staff resulting from project funding**, which challenges capitalisation and institutionalisation of sound M&E practices, from the project and programme to the institutional level. Constrictive donor requirements, competing methodologies, absence of skills and knowledge about M&E systems (including the use of more innovative tools), lack of time and excess of information are among the other impediments respondents refer to in their M&E efforts.

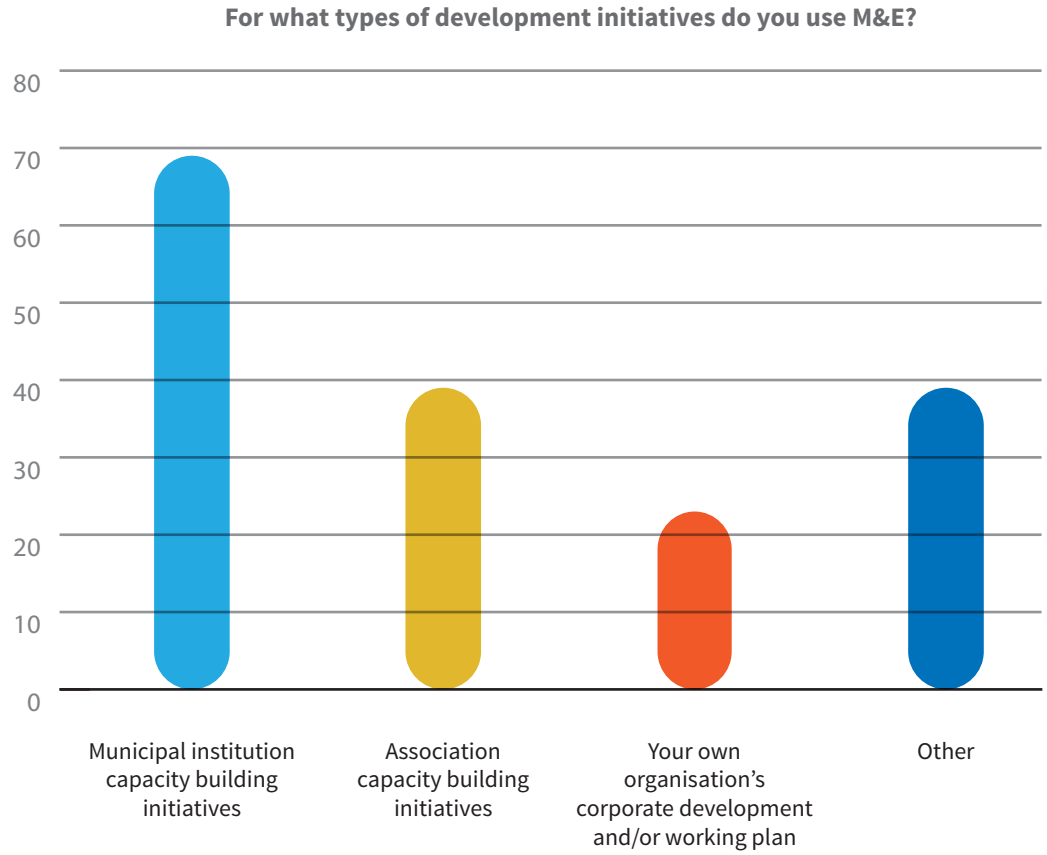
Less than 30% of the institutions surveyed have permanent M&E and knowledge management staff in their institutions. In some institutions M&E is the core responsibility of Programme Directors and Programme Managers (e.g. FCM International, whose programmes typically include one director and one manager with M&E responsibilities in addition to the knowledge management person) or of Business and Proposal Development managers (e.g. ICMA). Other institutions only include M&E staff in their externally funded programmes (e.g. the Association of Polish Cities, UCLG-MEWA in the UNDP and EU funded programmes) while others (e.g. Diputació de Barcelona) have general and "internal" M&E staff, but not associated with their international relations and international development work.

6 Interviews were conducted with FCM, VVSG, VNG International.

7 See Annex 4 for the list of references consulted by the expert.

When asked about the application of M&E in their cooperation work, the majority of respondents (approximately 80%) report using M&E in their municipal capacity development programmes and in their efforts to strengthen the capacities of local and regional government associations when such programmes exist (40% of the respondents)[8]. 25% of respondents report using M&E in their own organisation's corporate development or work planning. Other uses of M&E include, inter alia, civil society support programmes, regional initiatives and awareness-raising. The graph below (Graph 1) illustrates the above.

Graph 1: *The Use of M&E Approaches and Tools in LGs*



8 Not all the respondents have such association capacity building programmes.

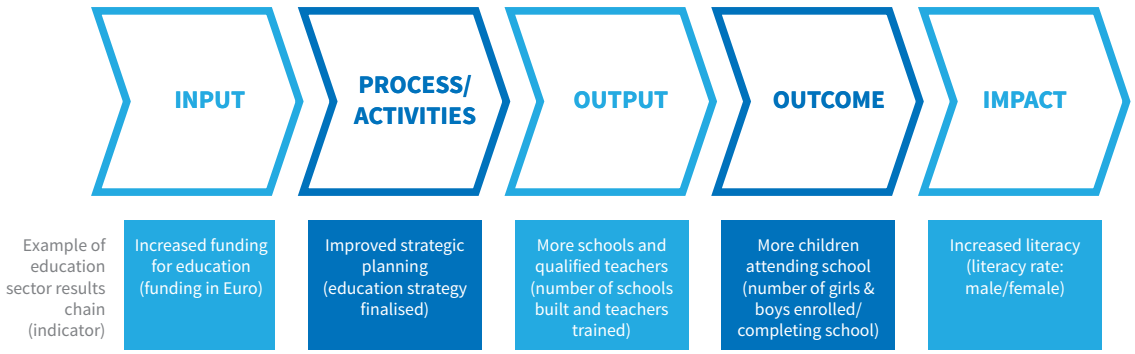
3. Donor results-based framework trends in M&E and their impact on local and regional governments' M&E systems

As briefly evoked in the introduction and confirmed by the survey, donors (including DFATD[9], the EU[10], Norad[11], UNDP, etc.) are **increasingly developing and implementing results (or results-based) frameworks** (RBF) in an effort to account for the results achieved or contributed to, against the planned strategic development objectives. Results-based management (RBM) can be defined as the life-cycle approach to management that integrates strategy, people, resources, processes, and measurements to improve decision-making, transparency, and accountability.

> A result is something that "arises as a consequence". In development cooperation this should translate into reduced poverty or the improved lives of ordinary men and women in developing countries. However, in practice the effects of development cooperation are rarely that unambiguous, and we need look closer at different levels of results (NORAD).

Regardless of the different terminologies and applications, donors' results frameworks are meant **to capture and distinguish the different levels** (or chains) **of results** which are expected from the implementation of a particular strategy, programme or project, as shown by the figure below (Figure 1).

Figure 1: *The chain of results within a RBF*



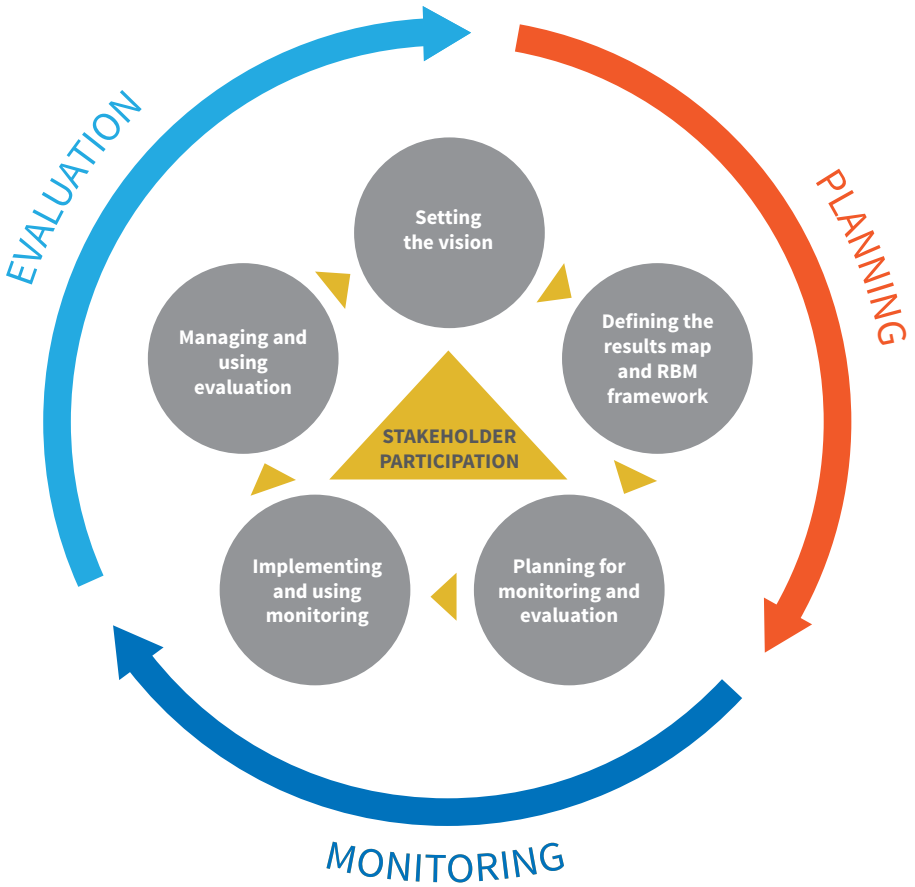
9 http://www.international.gc.ca/development-developpement/partners-partenaires/bt-oa/rbm_tools-gar_outils.aspx?lang=eng

10 Source: EC staff working document: Paving the way for an EU Development and Cooperation Results Framework (Brussels, 10.12.2013 SWD (2013) 530 final). See: https://ec.europa.eu/europeaid/sites/devco/files/swd-2013-530-paving-the-way-eu-rf_en.pdf

11 http://www.norad.no/globalassets/import-2162015-80434-am/www.norad.no-ny/filarkiv/vedlegg-til-publikasjoner/results-management-in-norwegian-development-cooperation.pdf

Within this RBF, donors are also increasingly applying **results-based management strategies**. These strategies are intended to ensure that the diverse processes, products and services of all actors involved in the implementation of the strategy/programme/project contribute to the achievement of desired results (i.e. at the level of outputs, outcomes and higher level goals or impact) (UN, 2011). RBM should be seen as taking a life-cycle approach (see Figure 2). It starts with elements of planning, such as setting the vision and defining the results framework. Once partners agree to pursue a set of results through a programme, implementation starts and monitoring becomes an essential task to ensure results are being achieved. M&E then provides invaluable information for decision-making and lessons learned for the future.

Figure 2: *The RBM life-cycle*



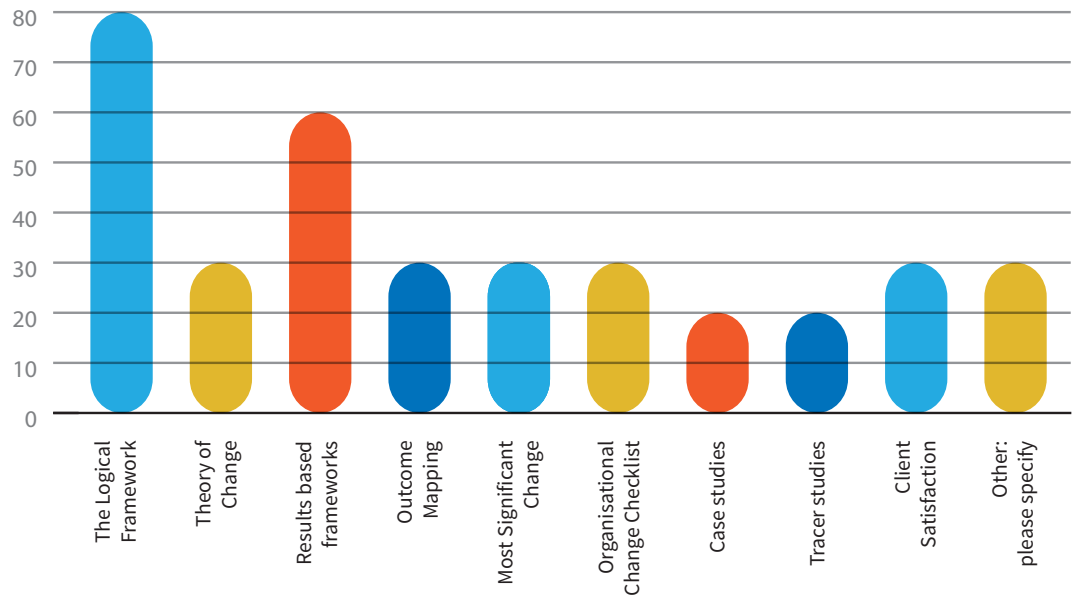
The survey confirms this trend and shows how **RBM and specifically the related Logical Frameworks (LF)** remain the most common approaches and tools used in M&E. Almost 80% of the respondents report working with donors (e.g. DFATD, EU, UNDP, DANIDA, USAID, NORAD, Belgian Federal Government, etc.) that require the application of the LF approach and tools[12].

12 The way LF are applied however, differs across respondents. While some of them apply individually them for each project (e.g. VVSG per twinning project), others use them at country programme level (e.g. FCM).

More innovative approaches and tools (e.g. Theory of Change, Outcome Mapping, Most Significant Change, etc.) **are not yet widespread**. Less than 35% of the respondents report working with donors who promote the use of innovative approaches and tools, and also less than 35% of the respondents observe changes in donors' requirements, as opposed to 67% of the respondents who believe donors haven't evolved in their M&E requirements.

Reportedly, **few donors use tailored capacity development tools** (e.g. organisational change checklists, etc.) and/or experiment with new approaches and tools, therefore allowing for greater flexibility in the use of LF and performance management frameworks (i.e. by complementing them with OM, MSC, etc.).

Graph 2: *M&E Approaches and Tools Required by Donors*



4. A comparative assessment of the most commonly used M&E approaches and tools

About 50% of respondents do not differentiate between the M&E tools required for donor reporting and those used for internal monitoring and organisational learning, and approximately 40% report using different methodologies depending on the purposes and audience (i.e. accountability towards donors vs. internal learning). It is not possible, however, to conclude whether the alignment between the two is intentional or results from the scarce resources (reported under section 2) that limit the capacity of local and regional governments to set up their own professionalised M&E systems. Indeed, as already stated, M&E systems are often developed for externally funded projects (as funds are specifically allocated to them) and less often for their own funded programmes and initiatives. Still, the trend is that of deepening M&E efforts.

Those institutions differentiating between the two appear to have **developed more sophisticated knowledge management systems** geared towards documenting and understanding development change (in addition to reporting to donors) and/or supporting partners' organizational learning (e.g. FCM, VNG International, VVSG).

4.1. THE RESULTS OF THE SURVEY

Echoing the above, with regard to the specific M&E approaches and tools used by respondents to plan and track progress of their capacity development interventions, the results of the survey include **logical frameworks** and **results based frameworks**. Yet, **tailored capacity M&E tools**, such as organisational capacity assessments, **or more innovative approaches and tools** (including theories of change, outcome mapping, most significant change, etc.), **albeit not being commonly required by donors, are increasingly being used.** This trend could testify to the increasing awareness around the need to develop sound and adapted M&E techniques, which can actually capture, explain and document change, and which also have great potential as engagement tools with partners.

The survey also shows that the choice of the M&E approach and tool can greatly vary depending on the intended use or stage in the project/programme management cycle (i.e. planning, monitoring or evaluation) as **some approaches and tools are best suited to use at a specific stage** compared to others (e.g. Most Significant Change is hardly ever used at the planning stage).

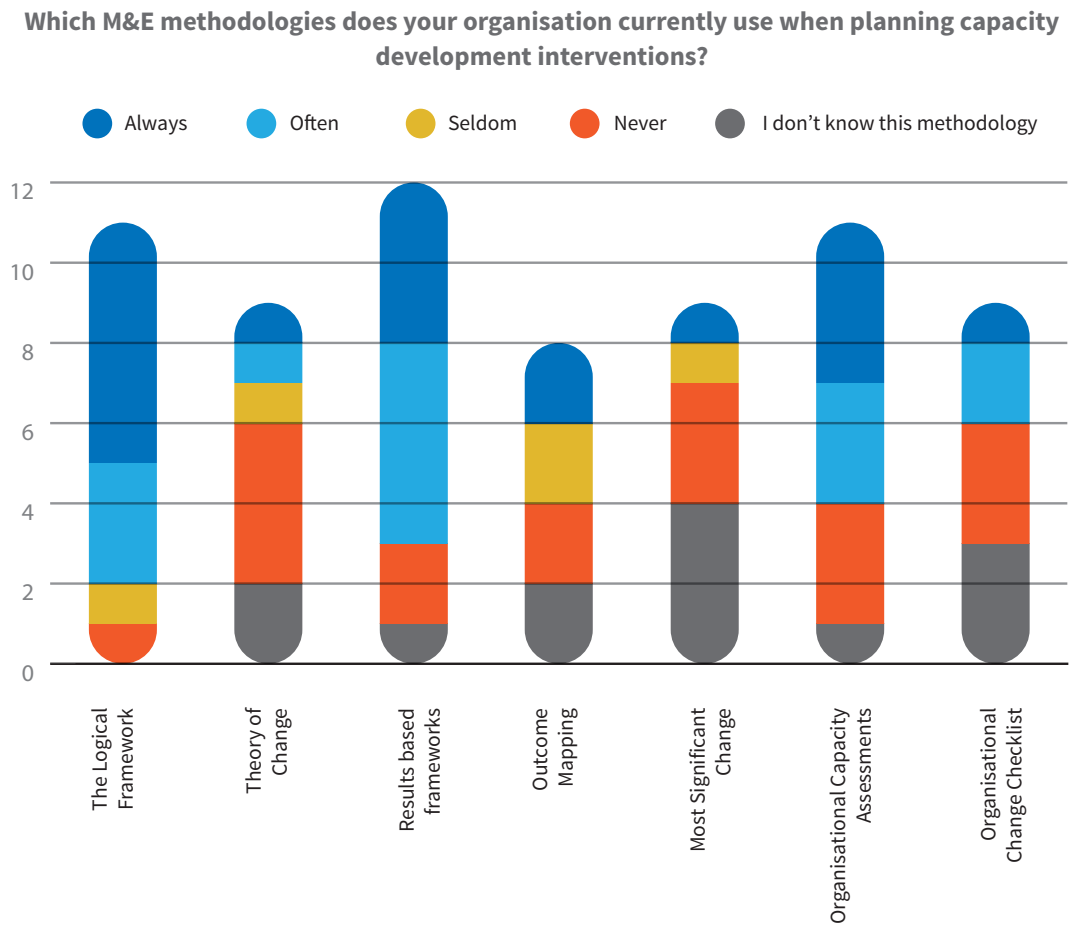
Additionally, M&E tools and even M&E approaches are often combined complementarily (e.g. **some institutions use outcome Mapping and 5C as well as other capacity assessment tools to enrich the LF**). About 80% of the respondents report using a combination of tools, while 20% report using a single tool/approach.

At the **planning stage** of capacity development interventions (as shown in the graph below), most of the respondents report **always or often using the LF and/or Results Based Framework** (approximately 75% of the respondents). As some respondents stressed, in the case of donor-funded projects

and initiatives, the use of the Logical Framework Matrix (LFM) and RBF are often a requirement. The survey also shows that some LGs **use the above in combination with Organisational Capacity Assessments**, which are also widely used at the planning stage (more than 50% of the respondents always or often use them when planning capacity development interventions).

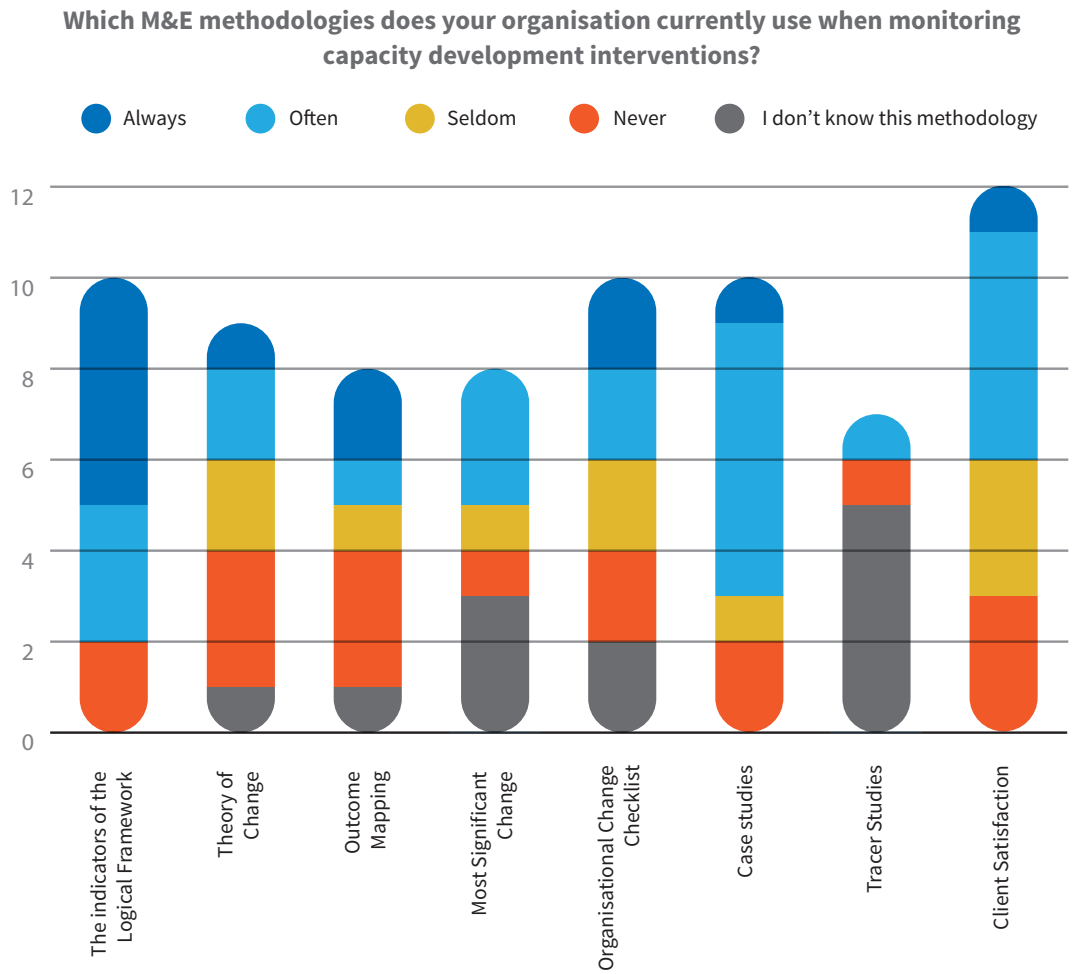
The rest of the tools (e.g. Outcome Mapping, Most Significant Change, etc.) **are less common at this stage** and several respondents report not using them or even not knowing them (e.g. in the case of MSC, 4 respondents report not knowing it and 3 never using it)**.** Theories of Change, despite their relevance at the planning stage (as will be further elaborated upon in the next section) are not yet widely used (i.e. 4 respondents report not using them and 2 not knowing hem). The graph below (Graph 3) illustrates the trends above.

Graph 3: *M&E Approaches and Tools at the Planning Stage*



With regard to **monitoring of capacity development interventions,** 75% of respondents report using **client (i.e. partners) satisfaction surveys**. **Indicators of the LFM come in second place** (50% of respondents always or often use them) followed by case studies and organisational checklists. Client satisfaction surveys and the indicators of the LFM (as defined in the design phase) are also the best known tools, compared to other tools such as Most Significant Change or tracer studies, which several of the respondents are not familiar with. Other tools used to monitor are midterm and peer evaluations. Some respondents (e.g. FCM, KS, VVSG) report using these tools increasingly often.

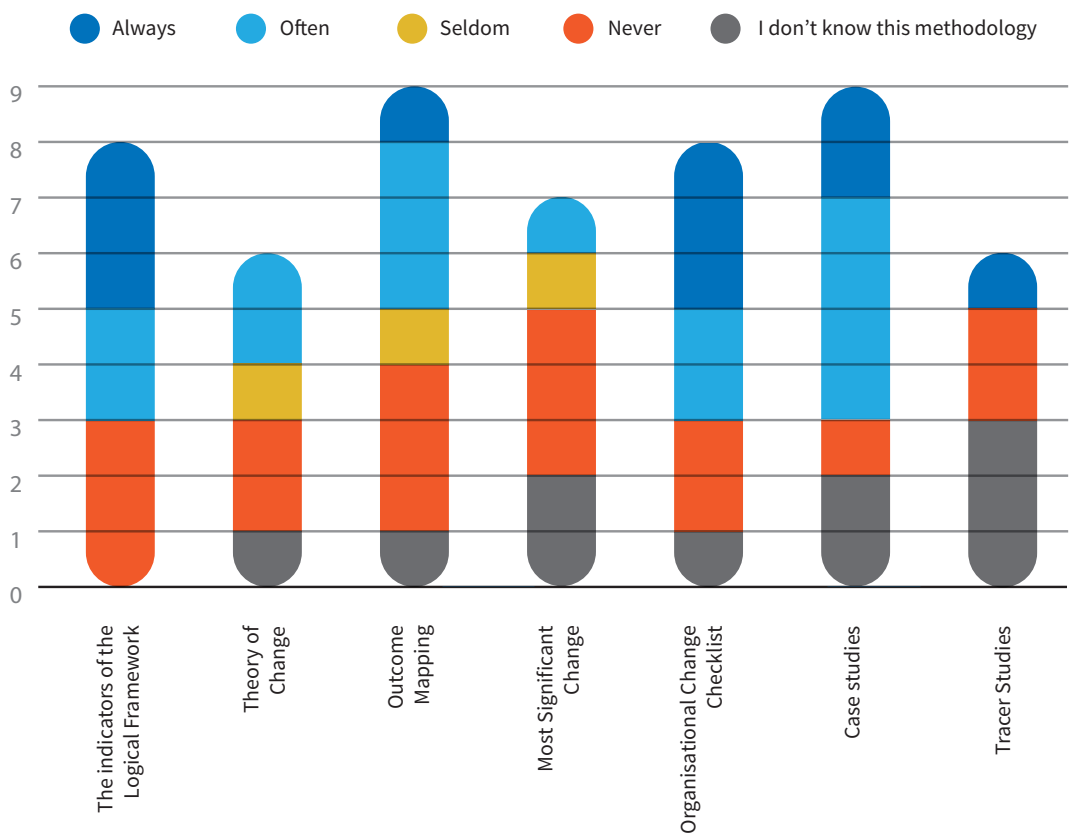
Graph 4: *M&E Approaches and Tools to Monitor CD Interventions*



Finally, **when it comes to last part of the programme cycle, that is evaluations**[13], respondents report using **case studies** (at least 50% of respondents always or often use them), the **indicators of the LFM** (approximately 45% of the respondents report using them always or often) and **client satisfaction surveys** (approximately 45% of the respondents always or often use them). Organisational checklists and outcome mapping are also often used by the respondents, while other innovative tools, particularly MSC, are less often used. **Peer evaluations** (involving other LGs) are also on the rise.

13 Please refer to Annex 6.3. for more information on Monitoring and Evaluation.

Graph 5: *M&E Approaches and Tools to Evaluate CD Interventions*



It is also important to highlight, as shown by the survey, **that independent evaluations (**i.e. by independent experts) **are not conducted systematically** (only 40% of respondents). Usually they are conducted within donor-funded programmes that have resources available for independent assessments at the end of the interventions. Respondents also **confirmed an interest in sharing some of what have been considered "good practices" in evaluations**, building on the work already done by the CIB Working Group (i.e. the Working Group Library).

4.2. TOWARDS A MORE IN-DEPTH STUDY OF THE APPROACHES TO AND TOOLS FOR M&E CD INTERVENTIONS BY LGS AND THEIR ASSOCIATIONS

Building on the above, and drawing on the analysis of the literature that exists[14], what follows is a **more in-depth analysis of the different approaches and tools**, highlighting their strengths and weaknesses when applied to capacity development interventions, particularly at the level of local and regional governments, at the different stages of the project/programme cycle.

4.2.1. The Logical Framework and Results-based Management

As mentioned before, the **logical framework (LF) has been, and remains for the most part, one of the most preferred and often required approaches by donors.** It is also, as the survey confirms, **one of the best-known tools**, including by LGs. When placed in a results-based framework, based on a sound problem analysis (it is important to stress that the LF goes far beyond the schematic overview of it) and used in a flexible way (all of the above are essential conditions), the LF can provide relevant, useful and straightforward information (including on the hierarchy of results), sufficient for monitoring and internal evaluation. Yet the LF presents a number of shortcomings, including, as acknowledged by the respondents:

- Its **rigidity** (i.e. problems are defined at the formulation stage, solutions to these problems are posed as pre-determined outcomes and the indicators are set as benchmarks to monitor progress in relation to the established objectives over time).
- The **lack of focus on the process, and on the actors** (e.g. actors are only assessed as stakeholders in the design phase, but not linked to the results chain).
- The reductionist **assumption that development is a "lineal process"** (i.e. according to the LF, development interventions introduce incentives for change which, assumptions permitting, lead to development outcomes), which tends to overlook the influence of formal and informal institutions, power relations and/or organisational culture.

In the area of **capacity development**, also with regard to LGs, this is often translated into a linear connection between the various aspects of capacity development or inputs (e.g. technical assistance, training, equipment) and the delivery of outputs (e.g. skilled staff), which should, in turn, enhance performance[15] (e.g. improved services to the public) and, ultimately, development.

With regard to the different stages of the CD interventions, at the **design stage** it seems that the LF poses the challenge of having to identify clear objectives and indicators that will measure the capacity development efforts. Additionally, LF is mostly used to implement short-term projects, while capacity development, regardless of the institution, is a long-term process, where the "unexpected", as well as interactions, play an important part. As several respondents report, the LF fails to capture the actor dimension and focuses on problems, rather than potentialities and relations.

14 See Annex 6.3. for a list of references

15 In capacity development, performance is often used as a 'proxy' for capacity – it is assumed that if organisations perform better, they have improved their capacity.

When **monitoring and evaluating** a project following the LF, the most used approach is **Result Based Management** (RBM). However, RBM places a strong focus on "cause and effect" relationships (i.e. the so-called attribution). Reportedly it also fails to capture broader changes, interactions and power relations as well as the factors causing them (positive or negative). These factors tend to be very relevant in public institutions. Some scholars and practitioners also criticize LF and RBM approaches for the lack of focus on the "missing-middle". In other words, they often provide information on outcomes and even impact, but not on intermediate results (outputs), how these have influenced change at different levels and which of them affect the final results (outcomes) in the long term (Vogel, 2102).

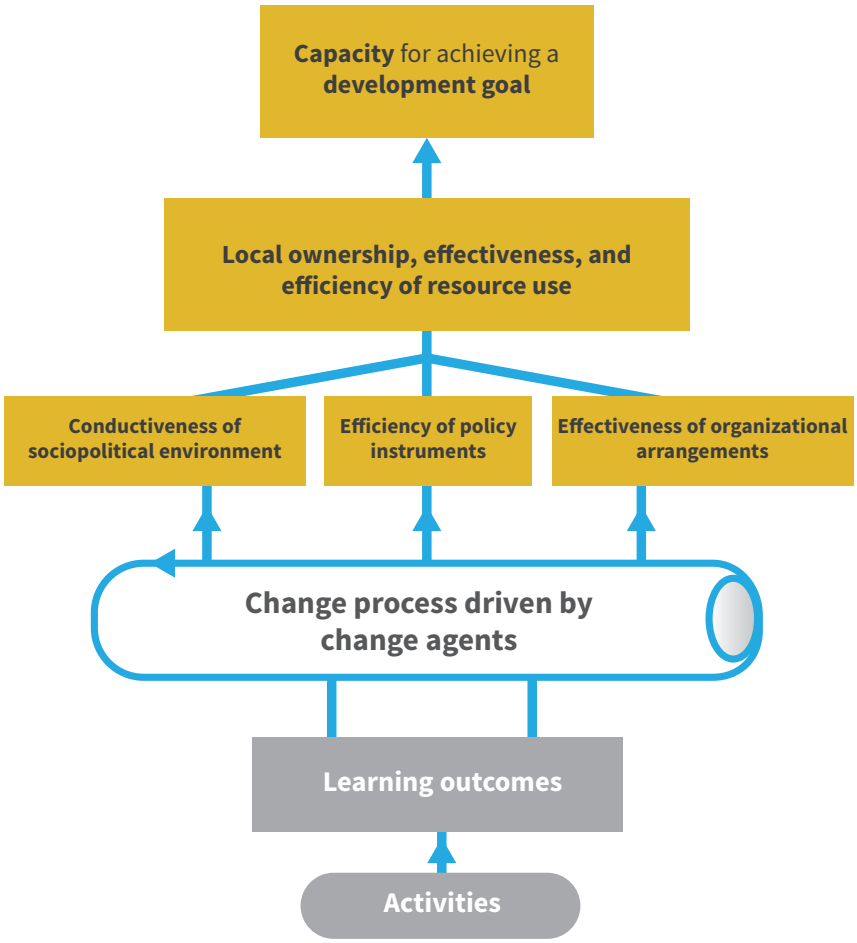
All in all, evidence shows that LF and RBM can be strong planning and monitoring tools provided that a sound analysis (not just of the problems, but also of the stakeholders and their interactions) is conducted and the required results-based management skills (i.e. to define the results chain and establish the hierarchy of results) are available. Unfortunately, as already evidenced throughout the interviews, these conditions are often not met.

Evidence also supports the claim that LF and RBM work better in situations where **organisations/institutions** are able, on the one hand, **to assess beforehand their own level of capacities** and provide a clear picture of "the starting point" (i.e. the so-called needs or problems to be addressed) and, on the other hand, **they can identify in advance the capacities needed** in a precise and specific way, so that the aforementioned "cause and effect" emphasis is explicit from the outset. Some scholars also argue that these tools work better where there exist clear incentives to capacity development and a strong sense of ownership of the CD interventions and the expected results (Watson, 2009). Yet, as evidenced throughout the interviews, and already reported by the VNG benchmark study (2004), this is not often the case in capacity development efforts by LGs and their associations. The complex and dynamic nature of Associations but also of municipal CD efforts, makes discerning clear "case and effect" relations, as well as clear indicators a rather difficult task.

Finally, it is worth mentioning that, to address the shortcomings highlighted above, the World Bank Institute developed a specific **Capacity Development Results Framework (CDRF)**. Conceived as a new approach to the design, implementation, monitoring, management, and evaluation of development programs, the approach ties together various strands of change theory (see below), capacity economics, project management and monitoring and evaluation practice. One of the key features of the CDRF, which is intended to be particularly suitable for public institutions (**both at national and sub-national level**), is that it focuses on the capacity factors (i.e. socio-political environment, policy instruments and organisational arrangements) which promote and/or hamper the achievement of development goals, and on how learning interventions can be designed to improve the "development friendliness" of capacity factors by supporting locally driven change. The framework also provides a set of pre-defined indicators, which can be tailored to the institution and context. It can be applied at different moments, namely to plan and design programs at various levels (both stand-alone programs and components of larger development strategies), to manage programs that are underway, and to evaluate completed programs.

Finally it is worth stressing that CIB members have not yet used the framework, which is considered a "work in progress". Additionally, more in-depth research would be required as there is not yet enough evidence on its practical use and implementation.

Figure 3: *Principal elements of the CDRF (WB, 2009)*



4.2.2. The Theory of Change

Theory of Change[16] (ToC) emerged to address several of the challenges and shortcomings mentioned above[17]. It is essentially an approach (and not so much a tool) consisting of a comprehensive description and illustration of how and why desired changes are expected to happen. Accordingly it focuses on **mapping out or "filling in"** what has been described as **the "missing middle" between what a program or change initiative does** (its activities or interventions) and **how these lead to desired goals being achieved**. It does this by first identifying the desired long-term goals and then working backwards from these to identify all the conditions (outcomes) that must be in place (and how these are related to one another causally) for the goals to occur. These are all mapped out in an Outcomes Framework, which then provides the basis for identifying what type of activity or intervention will lead to the

16 http://www.theoryofchange.org/what-is-theory-of-change/

17 It is difficult to trace precisely when the term "theory of change" was first used, but a hint at its origins can be found in the considerable body of theoretical and applied development in the evaluation field, especially among the work of people such as Huey Chen, Peter Rossi, Michael Quinn Patton, and Carol Weiss. These evaluation theorists and practitioners, along with a host of others, have been focused on how to apply program theories to evaluation for many decades.

outcomes identified as preconditions for achieving the long-term goal. Through this approach the link between activities and the achievement of the long-term goals are more fully understood.

At the planning stage ToC is expected to lead to better planning, in that activities are linked to a detailed understanding of how change actually happens. At the evaluation level, it is also expected to lead to better evaluation, as it is possible to measure progress towards the achievement of longer-term goals that goes beyond the identification of program outputs. In fact, ToC emphasises the 'way of thinking' about how a project is expected to work, rather than what is expected from it. At its heart are hypotheses about how change will happen, which require details of all the intermediate steps. Therefore, assumptions underlying the internal logic or causality chain need to be assessed and tested.

Although some practitioners argue that ToC comes from the same family as the LF, the two approaches differ largely. As opposed to the linear and short term focus of the LF, ToC aims to prompt critical reflection and re-thinking if required. It can provide information on how change happens, or how inputs lead to outputs and these to outcomes. Another difference is that ToC is a flexible approach **with no standardised formats**, and with no limit on the number of steps in a change process; each project needs to have its own theory of change, format and specific number of steps according to context and achievements. Nevertheless, it is recommended that a ToC be designed following three main stages: 1) Analyse the context; 2) Explore assumptions and hypotheses; and 3) Assess the evidence (Vogel, 2012)[18]. The **lack of formalised tools is however perceived as a challenge** by some respondents.

Evidence shows that ToC can be a very useful approach to **plan and evaluate** capacity development projects undertaken by both public and private institutions, since effective capacity development consists of a multi-layered and non-linear process that involves deep and system level change (Walter, 2007). ToC can be used, regardless of the nature of the actor, to implement the totality of a project/intervention or only certain stages of the project implementation. At the **planning level**, ToC can help to **map the change that the institutional strengthening process entails** as well as the expected outcomes (intermediate and final) achieved throughout the process. ToC also helps to take into account external factors and any power relations that influence change, and identify bottlenecks for capacity development. This is particularly relevant in public institutions, such as local governments, as these external factors and power relations play a very important role. Besides, the fact that ToC articulates change processes and expected outcomes allows organisations and institutions to carry out self-assessments of their own contribution to change **on a monitoring level**.

All in all, ToC appears to be a very relevant tool for LGs engaged in capacity development efforts at the planning and evaluation stages (i.e. to understand better what CD means for LG, to identify the different variables affecting the links between inputs, outputs and outcomes, to map out the steps in the intended change process, etc.). VNG International's experience testifies to this. Moreover, as a flexible and context-sensitive approach, **which emphasizes hypothesis and assumptions** (an aspect often neglected in the LFM and other performance frameworks), ToC offers the possibility of being regularly reassessed, updated and modified as the project evolves and so too does the context (and therefore the assumptions).

18 When applying ToC, many levels for analysis exist at which the ToC approach might be applied and function. In order to understand the concept of levels, some practitioners prefer to focus on actors. To do so, they use an actor-level analysis looking at individuals, relationships and structural, institutional and systemic changes. Others try to understand the dimensions of change through the analysis of conflict dimensions: personal, relational, structural and cultural. But still, the most difficult task for practitioners when applying ToC is to decide what 'level' is appropriate for organisations to focus on, or whether ToCs should be done at all levels or at one single level. Implementing it at all levels might require defining a ToC that takes into account all the dimensions of change. This would require defining a ToC that integrates all dimensions of change associated with a project. However, this would result in a one-dimensional ToC, limiting its flexibility and capacity to describe change.

4.2.3. Outcome Mapping

Outcome Mapping (OM)[19] is a methodology for planning and assessing development interventions, which, like ToC, focuses on change and social transformation. Developed to ensure participatory planning, monitoring and evaluation of development interventions, it focuses on outcomes (defined as behavioural changes) rather than impact. OM seeks to help the programme learn about its influence on the progression of change in their direct partners, and therefore helps those in the assessment process think more systematically and pragmatically about what they are doing and to adaptively manage variations in strategies to bring about desired outcomes. All in all, OM puts people and learning at the centre of the intervention. As one of the respondents stated, it is an actor-based methodology, rather than a problem-based methodology.

On a methodological level, OM is implemented in three stages. The first stage is the planning stage. This phase consists of defining the long-term changes that the intervention seeks to bring, the target group that the intervention seeks to influence, as well as the incremental change expected in this group. Stage two is a framework to monitor outcomes, actions and Boundary Partners' performance towards outcomes. The final stage is the evaluation planning. OM was not designed as a 'one-size fits all', but as a methodology that can be applied in a 'flexible', 'iterative' and 'situational responsive manner' (Smith et al, 2012), and therefore can be adapted to the different types of actors (e.g. public institutions, non-profit organisations, etc.) and contexts.

OM planning is based on the best knowledge available and, as aforementioned, its focus is on behavioural change. OM planning involves identifying spread outcomes, also known as progress markers. Progress markers describe observable changes in the behaviours of Boundary Partners. They are set for each 'Boundary Partner' (the actors the interventions are targeting) and range from those stakeholders expected to change their behaviour to those from whom a change in behaviour is desired. Separate progress markers allow for tailor-made planning according to the specific characteristics, monitoring and reporting on an individual level for each recipient of capacity development. Progress markers, despite being predictive tools, avoid making predictions about the pace of change at the beginning of a project. In OM, **monitoring and evaluation** are considered reflective tools in order to assess change and choose the most adequate actions. Progress markers are the tools used to do so.

Different authors point out that the advantage of using OM to implement capacity development interventions is that **OM is an actor-based methodology, which recognises the complexity of change processes** (i.e. change in attitude, mentality capacity) **and which takes into account the fact that boundary partners are ultimately responsible for achieving change** (INTRAC, 2010). This is particularly relevant for LGs and their CD efforts. On the flipside, OM is not yet widely used by donors. Also, as some respondents point out, it can be complicated to apply, requiring external facilitators who need to be well acquainted with it (i.e. "so called OM experts"). All in all, evidence shows that OM can be a **powerful planning tool when combined with other tools and approaches.** A number of LGAs appear to be working on this direction in their municipal cooperation work (e.g. VVSG using OM at the planning stage[20], combined with the 5Cs model).

19 http://www.outcomemapping.ca/

20 Please refer to VVSG M&E systems (e.g. the document "How do we measure increased capacity through C2C cooperation) for more information on the use of OM.

4.2.4. Most Significant Change

Most Significant Change (MSC) is a powerful **qualitative participatory monitoring and evaluation tool** seeking to explain 'how', 'in which situations and contexts' and 'under which conditions' (enabling environment) change can and does happen. The tool, which can be used throughout the program cycle to provide regular information to programme managers and assessors, involves collecting information based on 'significant change' stories from the field level and therefore information on specific impacts and outcomes.

MSC is often described as an alternative to RBM (i.e. the monitoring tool used within the LF approach). It is participatory because stakeholders and project staff are involved from the beginning of the process, as well as in identifying project impact. Once changes have been captured, various people sit down together to read the stories and have regular, often in-depth discussions about the value of these reported changes. It is important to bear in mind that MSC is not only about collecting information, but is rather a processes to learn from these stories and more specifically to learn about the similarities and differences among individuals and groups.

MSC is **often recommended** for interventions where change is not possible to predict beforehand, where it is difficult to set pre-defined indicators, and where changes are qualitative and not susceptible to statistical treatment (e.g. behavioural change) (INTRAC, 2010; Smith et al., 2012). This is often the case of capacity development and institutional strengthening processes. It is also highly recommended as an engagement tool with partners (as UCVW acknowledges, it can be a motivating method for the partners because it speaks in terms of real changes) and to explain changes in a "more tangible way" to larger audiences.

However, some respondents report that this methodology can be time and resource consuming (considering the level of involvement required from the key stakeholders inside the institution) when applied to local governments. Others also see it as not being objective and therefore not offering a solid base for monitoring particularly when monitoring serves mainly accountability purposes (i.e. to answer to donor demands).

All in all, few respondents recommend MSC as a stand-alone tool. Rather it is perceived **as a complement to other tools** (e.g. by VVSG, FCM, etc.), which offers the advantage of **providing, through a highly participatory process, relevant qualitative information in the process of strengthening local governments**, which indicators and technocratic M&E approaches fail to capture.

4.2.5. The Organisational and Capacity Assessment Tool (OCAT), base line tools and organisational change checklists

The aim of the Organisational and Capacity Assessment Tool and of other organisational change tools (e.g. base line tools, organisational change checklists) is **to identify capacity strengths and gaps**. It has mainly been used to establish the level of existing key capacity elements in organisational, programmatic and partnership areas, and it allows users to find out about the following elements simultaneously (INTRAC, 2010): (i) Key elements of organisational capacity that may affect performance; (ii) Indicators for these elements, set along a spectrum from least to most developed; and (iii) Individual and group identification of where the organisation is currently placed along the spectrum. The information related to these elements is provided using a visual representation, which enables participants to obtain a holistic view of a number of capacity challenges at once.

OCAT and other related tools were originally designed to **assess organisations' capacities and plan capacity development initiatives**. They also aimed to ensure that capacity development was taken into account in projects and interventions where capacity development was being mainstreamed, monitored and evaluated. When applied at design level, OCAT can provide a snapshot of the capacity needs of the organisation. **On a monitoring level**, OCAT provides a rolling baseline focused on the inputs (activities) and outcomes (impact) of capacity development so progress can be tracked over time. Nevertheless, OCAT does not necessarily show how any improved capacity contributes towards improved performance, or the causes that have contributed to any improvement (attribution). Additionally, the fact that the rating is based on perceptions of different stakeholders involved in the assessments may lead to biases in the assessment. Finally it is also worth highlighting that OCAT was specifically designed for NGOs and would therefore require a sound adaptation to the idiosyncrasies of local governments, when used to assess LG capacities.

A number of initiatives have been undertaken in this regard, including the **VNG International Association Capacity Building (ACB) assessment tool** (which identifies 10 excellence factors, from strategy development, to governance structures and democratic processes, human resources, activities and project management, amongst others) and the performance management tools used by FCM in its programmes (e.g. cooperation initiatives in Haiti, Cambodia, Ukraine and Vietnam), which was inspired by the former. VNG International also reports using baseline tools in its capacity development programmes.

4.2.6. The 5 areas of capacity assessment (5C)

The 5C approach is a participative methodology to assess the capacities (also known as capabilities) of an organisation according to pre-defined 'five core capabilities' existing in organisations and in systems (Morgan, 2006). These are:

1. **The capability to act and commit.** This capability assumes that the organisation has autonomy, effective systems in place, commitment and stable leadership.

2. **The capability to deliver on development objectives.** This capability refers to an organisation's capabilities to deliver according to their own pre-established standards and performance measures.

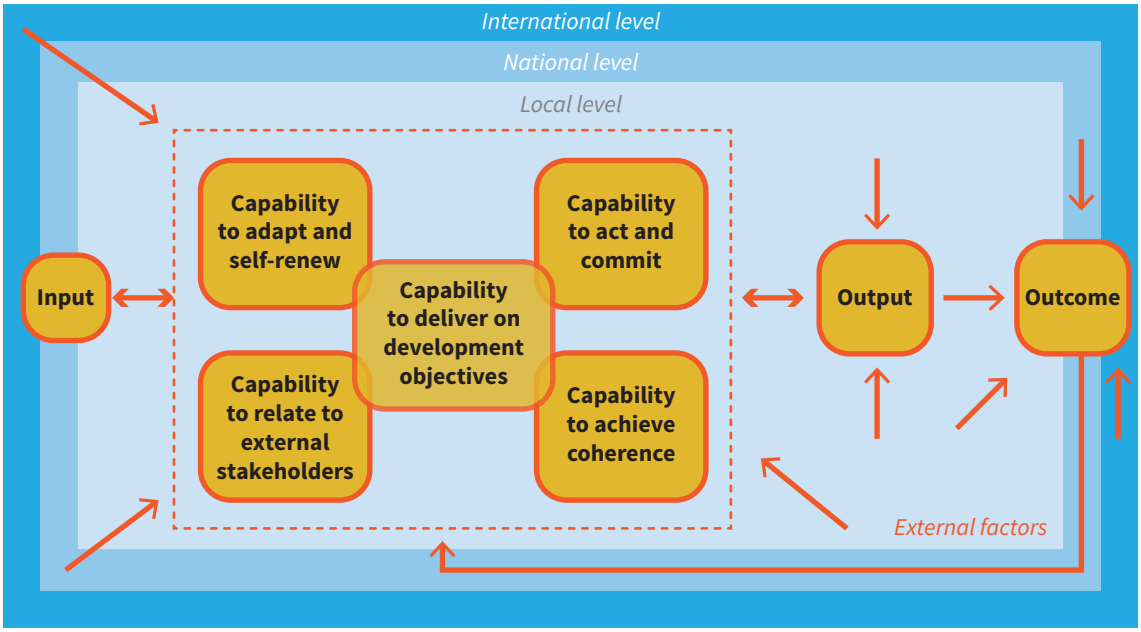
3. **The capability to adapt and self-renew.** It is assumed that the organisation is open to learning and self-reflection. It acknowledges changing environments and structures and naturally adapts to change.

4. **The capability to relate to external stakeholders.** This concerns the capabilities of the organisation to build and maintain relationships with external partners and engage in networking. This includes legitimacy, social credibility and reputation.

5. **The capability to achieve coherence.** This refers to the existence of a common vision and strategy and the ability to maintain a balance between diversity and focus, and between innovation and stability.

These capabilities (see graph below), which are interdependent, are considered paramount to enable an organisation to fulfil its function. They also apply to public institutions, and therefore to local governments, and provide the basis for assessing the capacity of an organisation, institution or system at a given point in time.

Figure 4: *The 5Cs model*



At the **planning level**, 5C can be a very useful framework for assessing capacities since it highlights which capabilities need to be developed in order to realize the organisation/institution's objectives. It can also be applied to the **monitoring and evaluation** of capacity development projects, since it enables users to define a baseline for evaluating changes in capacity and performance over time. It can therefore be a suitable tool to use in results based frameworks. Finally, 5C has also been used as a tool to prepare dialogue with stakeholders on improving capacity development.

However, the tool requires key stakeholders to agree on a set of shared values, share a common vision and be oriented towards the same goals. **The tool therefore requires a high level of engagement from a critical mass of stakeholders,** usually staff members inside the organisation or institution. As a result it can be complex and time and resource consuming.

Some institutions, like VVSG, are exploring its use at the planning stage together with other tools, such as OM. VNG International is increasingly using this tool in its Local Government Capacity Programme (LGCP) and has recently developed a dedicated toolkit for LGCP participants (see VNG International, 2015).

4.2.7. Other tools used for the M&E of capacity development programs

This section describes a series of tools identified during the desk review and most often used to implement the above-discussed approaches when monitoring and evaluating capacity development programs, particularly at the level of local governments. It is important to note that none of these tools were specifically designed to gather data and information for capacity development projects and/or for LGs; rather they have been adapted in various ways to serve the requirements of M&E capacity development programs and more specifically those of LGs.

- **Client satisfaction** surveys allow for direct feedback from clients and users. They are widely used in trainings (e.g. the trainings undertaken by MILE - eThekwini Municipality) as well as in capacity development initiatives. They are considered a tool for participatory monitoring and evaluation, as they aim to discover the opinion of intended beneficiaries (INTRAC, 2010). Often quantitative in nature, the difficulty often lies in the integration of the answers into broader assessments and in the selection, as some respondents report, of the sample (unless all participants/clients are considered). Another difficulty lies in the fact that answers are not always objective and/or are biased by the users' own perceptions and views. Several CIB members use this tool particularly for evaluation purposes, including, inter alia, LGDK, FCM, the Association of Polish Cities, ICMA and the province of Barcelona.

- **Case studies** are a research method that involves the study of a particular unit (case) as well as its context. This method allows for the selection of cases that are particularly relevant to the results of the project and explores the levels and reasons of project impact and results. Case studies can bring up issues that have not emerged using other tools such as surveys or questionnaires. The main disadvantage of this tool is that results cannot be extrapolated and they are too "case-specific". This tool is quite often used in the application of ToC approaches, as it is able to capture the causes and consequences for positive and negative change in a number of selected actors. Several CIB members use this tool, including, inter alia, KS, VVSG, Barcelona City Council, the Brazilian National Front of Mayors, FCM and ICMA.

- **Tracer studies** consist in 'tracing' beneficiaries of a project/programme some time after an event has taken place, and following up on what has happened in their life/development since then. With tracer studies, a large part of the effort is spent tracing the interviewee and it may become complicated since information on their whereabouts may be incomplete. Unlike the impact assessments and evaluations, tracer studies are primarily concerned with the changes in beneficiaries' lives. They not only try to document changes, but also to determine the extent to which the intervention contributed to change (ILO, 2011). Tracer studies can also be a very adept tool when applying a ToC approach. However they require resources beyond the life span of the project. All in all they are little known and used by CIB members.

- **Other formal surveys** are used to collect standardised information from a carefully selected sample of people/households/community members. Surveys often collect comparable information for a relatively large number of people in particular target groups (WB, 2004). They are commonly used to monitor and evaluate within RBF and LF approaches.

- **Stories of Change** area a research tool capable of describing the 'richness and complexity' of individuals, organisations and systems. It is commonly used in the development field. Yet they have been criticised for providing anecdotal information (INTRAC, 2010).

- **Outcome journals and strategy journals** are used as monitoring tools by the OM methodologies. While outcome journals monitor Boundary Partner actions and relationships through the progress markers, the strategy journals monitor strategies, interventions and activities (Smith et al., 2012).

4.3. CONCLUSIONS

In sum, the key finding of the survey is that **there is no blueprint or one best tool or approach to** plan, monitor and evaluate CD efforts undertaken by local and regional governments as well as their associations. This is backed by the findings of the desk review, as most scholars and practitioners agree that **capacity development initiatives cannot be implemented with a sole approach.** As put forward by Akrimi & Nibbering (2008), capacity development is not just about providing knowledge and skills or organisational advice, but also – and perhaps even more so – about creating the conditions for capacities to emerge by allowing or stimulating people, organisations and institutions to do the work they are supposed to do. This is true for local governments as much as for any other actors, private or public, or for any area of human endeavour.

Given the complexity and the multi-dimensional aspects of CD interventions, their planning, monitoring and evaluation advocate for a **combination of approaches and tools to define complex adaptive systems and approaches**. This holds particularly true with regards to the capacity development interventions undertaken by local public governments and their associations, considering the specificities of the political and institutional environment. This statement is backed by the results of the survey. 80% of respondents report **using a combination of M&E approaches and tools when planning, monitoring and evaluating** their capacity development institutions, while only 20% report using a single methodology.

Reportedly, there are sufficient approaches, methodologies and tools to enable local governments and their associations to develop their own adaptive systems and approaches in order to implement CD in their development cooperation programmes in an effective way. The challenge, however, is that of **identifying the best-suited approaches and tools to be used at each stage of the project/programme cycle**, as well as that of **finding the right balance of approaches and tools**, particularly in light of donors' requirements, downward and horizontal accountability requests, available resources (financial but also time-wise) and partners' institutional M&E frameworks and systems. This is particularly relevant in the case of local governments, when they have their own, often binding, public management M&E frameworks and systems. Unfortunately all too often development cooperation M&E systems (i.e. used in LG cooperation efforts) are not sufficiently aligned to the institutional M&E systems of the beneficiary LG institutions (when such frameworks and systems exist).

Evidence also supports the idea that **achieving the right balance requires understanding the specific characteristics, stipulations and limitations** of each approach and tool in order to build an actor- and context-adapted system to implement CD initiatives.

The LF, when used in a Results Based Framework, based on a sound assessment and used in a flexible manner (as aforementioned all these are sine qua non conditions) can be a sound methodology for **planning**, and it is often (if not always) the methodology required by donors. Yet, considering its limitations, it works better when combined with other tools and techniques, which address the aspects neglected or not sufficiently taken on board by the LF (i.e. the process dimension, the so-called "missing middle", etc.) In this regard, **ToC can be a powerful and complementary tool** to analyse and map stakeholders' ideas and relationships, understand how change should happen and, in turn, identify

potential risks that might hamper or support project/programme implementation. **Outcome mapping** can also be a powerful tool to map the actors, identify the so-called boundary partners, and work with them to elaborate on the progress markers through which progress can be measured. VVSG is currently working in this direction.

Other capacity assessment tools, such as the **5Cs model or the LGA assessment framework** when working with associations, **could also be used in combination with the LF** (when required) and even with the ToC. Indeed, organisational capacity assessment frameworks can be very powerful for assessing and taking stock of the institutions' and organisations' capacities and can help define appropriate indicators and monitoring frameworks. A number of respondents seem to be working in this direction, using the LF in combination with specific capacity development tools and even OM at the planning level (e.g. VVSG). The overriding idea appears to be that of: (i) gaining a deep understanding of the "departure point" (i.e. where the institution is standing before the intervention) and portraying the logic of change pursued by the programme, while (ii) answering accountability demands, often put forward by donors.

All in all, it seems that when used appropriately (see the conditions above) and complementary to other tools, the LF and other RBF can offer the advantage of prompting the institution to think in terms of results and to elaborate on a number of indicators to measure progress, which will be required by donors. Yet, the use of OM (to map actors and elaborate on progress makers) together with tailored capacity assessment tools (such as the 5Cs model adapted to LGs developed by VNG International), all underpinned by a ToC approach, needs to be further explored at the design level as it could be an interesting avenue when freed from donors' LF requirements.

At **monitoring level**, in addition to the LF indicators (which as of now continue to be the preferred tools used by donors) and other quantitative tools (such as client satisfaction surveys), ToC is considered a powerful tool to address the issue of the 'missing middle' that LF fails to show, by providing information that explains the change; in other words, it connects inputs, outputs and outcomes (Vogel 2012; INTRAC, 2010). Another powerful combination for effective monitoring is using the RBF (not necessarily the LF) in combination with MSC or OM, as the latter focus more on the process as well as on the actors, and can be used as engagement tools to trigger discussion and exchanges across relevant stakeholders. A number of organisations and institutions (also amongst the respondents) are increasingly taking this direction, in an effort to improve the quality and "substance" of their monitoring and reporting (INTRAC, 2010).

All in all, evidence shows that a c**ombination of qualitative and quantitative tools can be highly beneficial** for building up a picture over time of how change has happened and how learning can be applied in the future (INTRAC, 2010; ECDPM, 2006).

With regards to the topics and questions that could be further researched to deepen the assessment work initiated with the survey, a number of suggestions appear relevant:

- Through the in-depth interviews, a **number of good practices and/or benchmarks emerge** (e.g. the performance management framework developed by FCM in its cooperation efforts in a number of countries, inspired by the VNG International ACB assessment tool, the adaptation of the 5Cs model to LGs in VNG International's LGCP programme, etc.) They could be **further researched, as they may become examples or even benchmarks to inspire and/or guide CIB members' work**. Unfortunately, as already evidenced in the 2004 benchmarking study conducted by VNG International (2004), there is a lack of uniform monitoring and evaluation (benchmarking) mechanisms to

guide partnership work between LGs worldwide. This conclusion remains valid today, despite the development of new tools and systems.

- Building on the efforts above, **a common understanding of "what change means in LG capacity development" could be promoted (starting with CIB members) and a set of "common" output and outcome indicators could be elaborated,** potentially to evolve into a common, yet flexible, "template" framework (to be adapted to every context) for planning, assessing, taking stock and documenting CD initiatives, the ultimate goal being that of enhancing knowledge sharing amongst CIB members and their partners, with a view to establish a "community of M&E practice"[21].

- Also, the use of the **CDRF** developed by the WB could be further researched (particularly its actual implementation and use by LGs), as **well as the possibility to use a combination of tools, excluding the LF,** as the desk review and survey conducted thus far don not provide definite insights in this regard.

- Furthermore, as aforementioned, the question of **how CD M&E approaches and tools**, like the ones described above, **interact with the established public management M&E systems** (including performance measurement frameworks) particularly of beneficiary institutions, need to be further researched to better understand the relations between the two and how a better alignment, which is mutually beneficial, can be promoted.

- Building on this, the **involvement of partners in the planning, monitoring and evaluation of the interventions** (using the so-called participatory approaches and tools) is another important dimension, not sufficiently captured by the survey, which would require further deepening.

- Last but not least the issue o**f the skills required at the level of LGs to select and use adequate M&E tools in their CD efforts is also an important one**. Often tools are not used to their maximum potential and/or they are not properly used (e.g. the establishment of results chains and categorization of results are often problematic without adequate skills). Strengthening these skills can make an important difference in the extent to which LGs are able to engage in effective M&E.

21 A Community of practice is a "...group of people who share a concern, a set of problems, or a passion about a topic, and who deepen their knowledge and expertise in this area by interacting on an ongoing basis" (Wenger, E. et al. (2002). Cultivating Communities of Practice. Boston: Harvard Business School Publishing; reference taken from he paper: Knowledge Management tool: communities of practice- Taking leadership in sharing knowledge. FCM

5. Annexes

5.1 ANNEX 1 – LIST OF RESPONDENTS TO THE ON-LINE SURVEY

- The Province of Barcelona
- MILE: eThekwini Municipality
- The Brazilian National Confederation of Municipalities
- UCLG-MEWA
- International City/County Management Association (ICMA)
- The Association of Polish Cities
- The Federation of Canadian Municipalities (FCM) International
- National Front of Mayors
- The Barcelona City Council
- Association of Flemish Cities and Muniicpalities (VVSG)
- Local Government Denmark (LGDK Denmark)
- The Norwegian Association of Local and Regional Authorities (KS)
- Union des Villes et communes de Wallonie (UVCW)

5.2. ABOUT CAPACITY DEVELOPMENT

Capacity development has become a rallying cry[22] among donors and aid practitioners. It is often seen as the missing link in development, as a primary objective of aid, and a pre-condition to achieve sustainable development impact. It re-emphasises an old objective of aid: to help developing countries make and carry out their own choices. As the WB (2009) acknowledges, "*each year, aid donors spend more than $20 billion on products and activities designed to enhance the capacity of developing countries to make and carry out development plans. That level of commitment reflects donors' belief that their aid mission will not succeed unless recipients improve their ability to use the assistance that donors provide, as well as the other resources at their disposal"*. True, limited capacity to set development goals, to prioritize among them, and to revise plans and programs in response to results achieved is a major constraint on the development process in many countries. The Paris Declaration on Aid Effectiveness, signed by more than 100 multilateral and bilateral donors and developing countries, states that the "capacity to plan, manage, implement, and account for results ... is critical for achieving development objectives". The declaration urges developing countries to make capacity development a key goal of their national development strategies.

22 Bossuyt, J. Capacity Development: How can Donors do it Better? (Policy Management Brief No. 5). Maastricht: ECDPM.

Yet, bringing capacity development to the forefront of development cooperation has proved to be more complex than expected. Capacity cannot be imported as a turnkey operation. Instead, it must be developed from within, with donors and their experts acting as catalysts, facilitators, and brokers of knowledge and technique. Additionally, the concept has evolved over time, alongside development paradigms.

In the 90s, CD was conceived of as an external intervention to strengthen capacity over time through teaching and training individuals in organisations. It was also often known as capacity building as it was assumed that individuals and institutions did not have capacities.

Nowadays, the concept of CD acknowledges there is no situation in which capacity development does not exist and, therefore, the focus is not only on developing the capacities of individuals, but also the capacities of institutions and organisations to perform in order to achieve a set of common objectives. Human resources, institutional setting, organisational culture, organisational skills, aspirations and strategies are interlinked elements which need to be understood in order to assess capacity needs and define the capacity development processes.

Following this approach, the OECD/DAC defines CD as '*The process by which people, organisations and society as a whole create, strengthen and maintain their capacity over time*' (OECD, 2006). This includes the ability to set goals, make plans, implement and monitor them, collaborate with others, solve conflicts etc. Capacity development may take place at various levels and in various ways. It may comprise of strengthening skills and knowledge of individuals, it may also include organisational strengthening, or even system-wide changes e.g. through the creation of space for multi-stakeholder processes or the development of accountability mechanisms. In the end, capacity development necessarily entails change in institutions, norms and values.

This means CD is not only be determined by the enhancement of individual capacities, but it also depends on the governance of the organisations; that is, on the quality of organisations, power structures and relations, as well as on the influence exercised by the institutions. Hence, the development of capacities depends on the existence of an enabling (or not) environment for it.

This holds true also for local governments. If local governments are to play a bigger role in democracy, service delivery and economic development, they need to have the capacities to do so. By giving local government this bigger role and the capacities to play this role, one hopes to increase the capacity of society as a whole to achieve its goals[23].

23 Who calls the Shots? Capacity development for local governance: a case for harmonisation and alignment. Neila Akrimi and Jan Willem Nibbering. 2008

5.3. ABOUT MONITORING AND EVALUATION

Monitoring and evaluation are essential components of a **results based framework**. They are closely interlinked and they are often presented together (as M&E), but they are different in nature. It is a **two-step process and each part intervenes at different stages in the project/ptogramme cycle** (Herrero, 2012).

Monitoring is usually defined as the "continuous function" that uses the systematic collection of data on a number of specified indicators to provide management and stakeholders of an on-going development intervention with indications of the extent of progress and achievement of objectives[24].

Evaluation is conducted once the project has already been running for a certain period of time, allowing the possibility to go deeper into the examination of longer-term changes in practices and behaviour. Hence, the information compiled through the monitoring system serves as a basis for the more in-depth evaluation of the project. Evaluation can be formative (i.e. it takes place prior to or during the life of a project, with the intention of improving the strategy or approach) or summative (i.e. to draw learnings from a completed project or the work of an organisation that is no longer functioning) (Herrero, 2012).

Both monitoring and evaluation are geared towards learning from what one is doing and how it is being done. When placed in a results-based framework monitoring and evaluation differ from implementation monitoring and evaluation, traditionally used for projects, in that they focus primarily on progress at outcome level, whereas implementation monitoring (and even evaluation) focus on the follow-up of progress made at activity level. The table below further develops these notions.

Elements of Implementation Monitoring and Evaluation (Traditionally used for projects)	Elements of Results Monitoring and Evaluation (Used for wider interventions and strategies)
• Directly linked to a discrete intervention (or series of interventions) • Designed to provide information on administrative, implementation, and management issues as opposed to broader development effectiveness issues • Data collection on inputs, activities, and immediate outputs • Systematic reporting on provision of inputs and production of outputs.	• Focuses on the outcome level (outcome indicators) and captures information on success or failure of partnership strategy in achieving desired outcomes • Systemic reporting (for monitoring) or in-depth assessment (for evaluation) with more qualitative and quantitative information on the progress toward outcomes. A greater focus is placed on the perceptions of change among stakeholders • Data collection on outputs and how and whether they contribute towards achievement of outcomes, with baseline information before the strategy is implemented • Usually done in conjunction with strategic partners.

Source: Adapted from the World Bank (2004)

24 World Bank (2004): Ten steps to a results-based monitoring and evaluation system. By Jody Zall Kuseka and Ray C. Rist.

Monitoring and evaluation systems focusing on results offer an evidence-based foundation for decision-making. Once a results framework with indicators, baselines and targets is established, it is linked to a plan and a system supplying managers and other stakeholders with reliable information about what works and what doesn't. This means putting required monitoring and reporting systems in place for measuring performance at appropriate institutional or organisational levels, ensuring availability of required data sources, agreeing on the frequency of monitoring, and having competent personnel to collect information and assess whether desired results are being achieved according to plan and budget (Norad, 2008).

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UCLG
United Cities
and Local Governments

VNG
Internationa

FCM
FEDERATION OF CANADIAN MUNICIPALITIES
FÉDÉRATION CANADIENNE DES MUNICIPALITÉS

Ajuntament
de Barcelona

GLOBAL TASKFORCE
OF LOCAL AND REGIONAL GOVERNMENTS
–
2nd WORLD ASSEMBLY
towards HABITAT III

The Global Taskforce
of Local and Regional Governments

BACKGROUND

The ***Global Taskforce of Local and Regional Governments*** is a coordination mechanism set up in 2013 at the initiative of UCLG President and Mayor of Istanbul, Kadir Topbaş. It brings together the major international networks of local governments to undertake joint advocacy relating to international policy processes, particularly the climate change agenda, the Sustainable Development Goals and Habitat III.

The Taskforce has substantially increased its membership since its creation and now brings together more than 20 global and regional networks, with the support of 20 partners (including UN Agencies, the private sector, and international organizations. See list in annex).

The initiative aims to be inclusive and new members are welcome to join the Taskforce.

HOW TO JOIN THE GLOBAL TASKFORCE

Send an application letter signed by the head of the organization, briefly explaining your motivation to join the Global Taskforce and the activities you are already undertaking in relation to the new urban agenda to: globaltaskforce@uclg.org

OUR WORK

Since 2013, the Global Taskforce has worked to bring together and amplify the voices of the major global networks of local governments in international policy processes, building on the long tradition of local government advocacy at international level.

GTF-UNACLA

At the proposal of UCLG and following the agreement of the Executive Director of UN Habitat, the composition of the United Nations Advisory Committee of Local Authorities (UNACLA) has been modified and enhanced reflecting the GTF membership.

GTF-GAP

The constituency of local and regional governments will organise its contributions to the Habitat III process through the GTF. However the GTF has decided to ensure representation at the **General Assembly of Partners (GAP)** that represents the Habitat partners. The GTF will inform members of the process in the Assembly.

PREPARATIONS FOR THE SECOND ASSEMBLY OF LOCAL AND REGIONAL GOVERNMENTS

Building on the First World Assembly of Cities and Local Authorities organized in the framework of Habitat II in 1996, the local government constituency has offered to organize the Second World Assembly of Local and Regional Governments through the Global Taskforce.

In December 2015, the General Assembly adopted Resolution A/RES/70/210, which

contains rules on the participation of local authorities and other stakeholders in the Habitat III process. The text of the Resolution acknowledges the organization of the Second World Assembly of Local and Regional Governments and includes a specific Rule (rule 64) regarding the participation of representatives of local authorities, allowing representatives to participate in most deliberations of the conference.

Special features of the Habitat III Resolution include Hearings for Local Authorities (planned on 16-17 May 2016).

The Second Assembly will be the process and political coordination mechanism through which our constituency will participate in the formal Habitat III process. It will refine and guide our inputs and recommendations to the New Urban Agenda.

It is foreseen that all local and regional governments that register through one of the international networks that form part of the Global Taskforce will be able to participate in the Assembly. GTF networks will communicate information on the Assembly to their members, and participants will be able to register through the international associations of local governments of the GTF.

ACHIEVEMENTS

Since its launch the Global Taskforce has:

- Successfully campaigned for the inclusion of a **stand-alone goal on sustainable urbanization** in the 2030 Agenda (SDG 11 on Sustainable Cities and Human Settlements;
- Called for the **localization** of the implementation and monitoring of the 2030 Agenda
- Made proposals to ensure **adequate local financing** of the 2030 Agenda at the Addis Ababa Conference on Development Financing.
- Showcased the ways in which local governments are leading from the bottom-up to address the urgent threat of **climate change**.

CALENDAR

- 11-13 April, Toluca, Mexico, Habitat III Regional Meeting for Latin America
- 16-17 May, New-York, Informal hearings with local authority associations and first preparatory meeting for the Second World Assembly of local and regional authorities
- 23-27 May, Nairobi, II Assembly of the United Nations for Environment (UNEA-2)
- 23-24 May, Istanbul, World Humanitarian Summit
- 11-20 July, New York, High Level Political Forum
- 25-27 July, Surabaya, Prepcom 3
- 12-15 October, Bogota, V UCLG World Congress, Second preparatory meeting for the Second World Assembly of local and regional authorities
- 17-21 October, Quito, Habitat III Conference and Second World Assembly of local and regional authorities

COMMUNICATION

To follow the activities of the Global Taskforce, you can:

- Visit our website: http://www.gtf2016.org/
- Follow us on Twitter: @GTF2016
- Read our newsletter sent to all members and partners of the GTF on a regular basis.

GLOBAL TASKFORCE
OF LOCAL AND REGIONAL GOVERNMENTS
–
2nd WORLD ASSEMBLY
towards HABITAT III

LIST OF GTF MEMBERS AND PARTNERS

MEMBERS

- UCLG - world organization of United Cities and Local Governments and its Thematic Committees
- ICLEI - Local Governments for Sustainability
- AIMF - International Association of Francophone Mayors
- ATO - Arab Towns Organization
- CLGF - Commonwealth Local Government Forum
- MERCOCIUDADES - Network of cities of Mercosur
- nrg4sd - Network of Regional Governments for Sustainable Development
- METROPOLIS - Metropolitan Section of UCLG
- UCLG Regions - Forum of Regions of UCLG
- CEMR-CCRE - Council of European Municipalities and Regions
- UCLG-ASPAC - Asia Pacific Section of UCLG
- UCLG-EURASIA - Euro-Asian Section of UCLG
- UCLG-MEWA - Middle East and West Asia Section of UCLG
- UCLG-NORAM - North American Section of UCLG
- FLACMA - Latin American Federation of Municipalities and Local Government Associations
- UCLGA - UCLG Africa
- CUF - Cités Unies France
- FOGAR - Forum of Regions of UCLG
- FMDV - Global fund for cities development
- PLATFORMA - The European voice of Local and Regional authorities for Development
- C40 - Climate Leadership Group
- UCCI - Unión de Ciudades Capitales Iberoamericana

PARTNERS:

UN-HABITAT, CITIES ALLIANCE, UNACLA, DeLog, European Commission, French Ministry of Foreign Affairs, Habitat for Humanity, HLP Post 2015, Huairou Commission, ILO, Millennium Campaign, One UN Secretariat, Slum Dwellers International, SUEZ, UNCDF, UNDP, UNESCO, UNICEF, UNSDSN, World Urban Campaign.

Supported by the UCLG-EC Strategic Partnership

GLOBAL TASKFORCE
OF LOCAL AND REGIONAL GOVERNMENTS
–
2nd WORLD ASSEMBLY
towards HABITAT III

First Session of the 2nd World Assembly of Local and Regional Governments

New York City, May 15

On the afternoon of May 15, local government leaders and networks from around the world will gather in New York for the first session of the Second World Assembly of Local and Regional Governments, convened by the Global Taskforce just before the Habitat III Hearings for Local Authorities on May 16-17.

What is the Global Taskforce?

The Global Taskforce of Local and Regional Governments is a coordination mechanism set up in 2013 and facilitated by UCLG. It brings together the major international networks of local governments to undertake joint advocacy relating to international policy processes, particularly the climate change agenda, the Sustainable Development Goals and Habitat III.
You can more information about the GTF and our activities here: www.gtf2016.org
And follow us on twitter: @gtf2016

What is the Second World Assembly?

The Second World Assembly is the mechanism through which the local and regional government constituency will make its joint inputs to the Habitat III process. The Habitat III process will result in the adoption of the **New Urban Agenda** in Quito in October 2016. The New Urban Agenda will make recommendations to guide urban development policy across the world for the coming decades.

The Second World Assembly is a **three-part process, convened by the Global Taskforce,** to be held over the course of 2016.

- First Session: New York on May 15 afternoon
- Second Session: Bogota on October 14 or 15 (tbc)
- Final Session: Quito on October 16 (back-to-back with the Habitat III Conference)

First Session of the 2nd World Assembly, May 15, New York

The session in New York will allow the World Assembly to provide feedback to the Zero Draft that will have been released and prepare for the Local Authority Hearings of Habitat III to be held the following two days.

How to participate in the First Session of the 2nd World Assembly

Participants can register through the international associations of local governments that form part of the GTF. The networks will disseminate the information among their members and send nominations to globaltaskforce@uclg.org. The expected profiles are local elected representatives and high-level political leaders.

Habitat III Hearings for Local Authorities

May 16-17, UN Headquarters, New York

Resolution of the General Assembly on Habitat III participation modalities

In December 2015, the General Assembly adopted Resolution A/RES/70/210, which contains rules on the participation of local authorities and other stakeholders in the Habitat III process.

The text of the Resolution acknowledges the organization of the second World Assembly of Local and Regional Authorities (page 4). It also invites Local Authorities to "exchange views with countries on the zero draft of the outcome document of Habitat III during "Informal Hearings" and includes a specific Rule (rule 64) regarding the participation of representatives of local authorities.

Local Authority Hearings

The Local Authority Hearings, convened by the UN, are the first UN consultative process to recognize and treat sub-national governments as a specific constituency. This represents an important step forward for the visibility and influence of local and regional governments at international level.

The Hearings will allow local government representatives to give feedback on the **Zero Draft** of the New Urban Agenda in advance of PrepCom3 in Surabaya, Indonesia from July 25-27.

Political messages for the Local Authority Hearings:

The Global Taskforce will call for the Agenda to recover the spirit of the last Habitat Conference in Istanbul by reinforcing **decentralization**. It will also place an emphasis on the need to link the Agenda to the **2030 Agenda**, and will reiterate its call for a **seat at the global table** for local governments.

How to participate in the Local Authority Hearings:

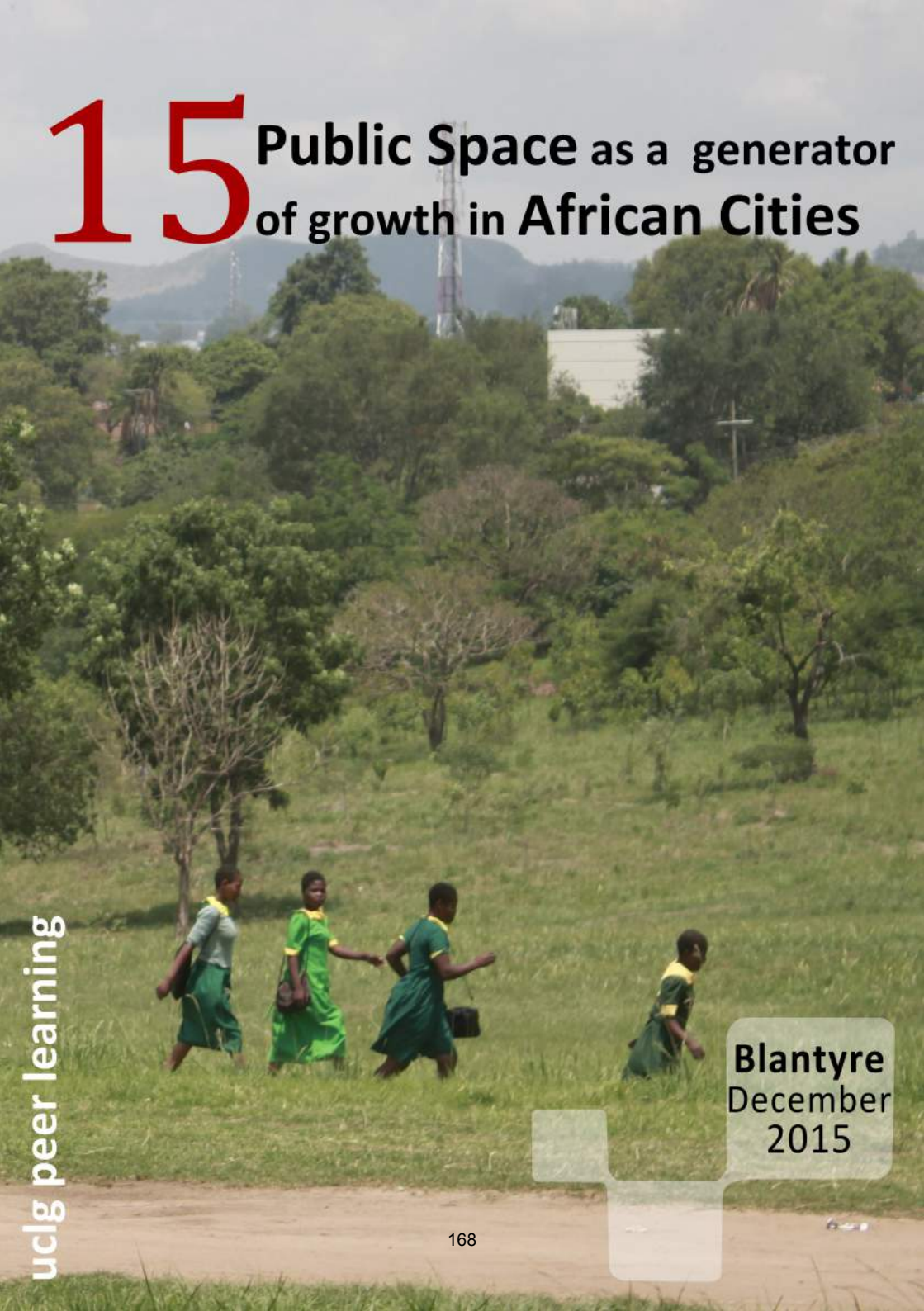
Global Taskforce networks should send the names of nominated political representatives to globaltaskforce@uclg.org by **March 21.**

We will also need a short biography (10 lines) and a picture for each delegate.
Please also provide information on topic that they would like to focus on.

More information might be requested at a later stage by the UN, for registration and accreditation are held by them.

GLOBAL TASKFORCE
OF LOCAL AND REGIONAL GOVERNMENTS

15 Public Space as a generator of growth in African Cities



uclg peer learning

Blantyre
December
2015

Public Space as a generator of growth in African Cities

December 2015

City of Blantyre

City of Lilongwe

City of Mzuzu

City of Zomba

City of Nairobi

City of Durban

Malawi Local Government Association—MALGA

International Union of Architects—UIA

UN-Habitat—Urban Planning & Design Branch

Municipal Institute of Learning—MILE

Asiye eTafuleni

The Polytechnic—University of Malawi

UCLG Urban Strategic Planning Committee - UCLG USP

United Cities and Local Governments—UCLG

FOREWORD

Cities across Malawi experience similar challenges – neglect and degradation - but how they manage their public spaces in future will make the real difference. The City of Blantyre – and other cities in Malawi and Africa in general - need to develop a winning recipe for the creation and management of one of their most important assets - public spaces. It is therefore imperative that African Cities should on occasion bring together management and leadership to benchmark and review their status quo against the rest of the world. On-going peer to peer learning will come up with solutions to some of the existing challenges. It is well known that cities that embrace public spaces are successful in providing world class services and satisfying their communities and stakeholders. By promoting public spaces, African Cities will be able to leverage and mobilise support for maintenance and ownership.

It is also understood that public space is a new concept in the African context that requires to be anchored in plans and policies in local, regional and national strategies. However, the concept of public spaces is fast attracting the interest of cities all over the world, such as Blantrye. This emanates from the public space discourse that has been initiated by active members within UCLG and featuring high on the agenda of global development. It is of great importance to change the mind-set and foster a paradigm shift in African cities, influence planning agendas as well as create integrated and comprehensive strategies. The integration of public space in policies and development models in African cities needs to occur NOW and cannot be delayed.

It is well agreed that public space should be people centred. The definition should be context specific because public space is a complex reality of social, economic, political, cultural, religious and geographical interpretations and origins. The “mal-functionality” of public spaces in African cities requires them to develop a methodology and tools to diagnose the problems. They need to embark on a process of dealing with challenges in order to reap the benefits of improved quality of public spaces.

The development of public space should be aimed at transforming the city towards the betterment of the lives of people from all walks of life. International organisations have a critical role to play in the promotion and development of public spaces across the world. African cities must partner with these organisations in order to take advantage of the opportunities that they offer. Planners and urban designers need to understand the surrounding behaviour, culture and history of the place so that the development of public spaces can complement the texture of the environment and create the ability to connect people.

African cities and local governments should be urged to consider freedom, security, as well as rules and regulations in the development and promotion of public spaces. There are a number of unique opportunities in Africa that can be explored. Cities should therefore start experimenting with public spaces in order to find possible solutions. SDGs – now a universal phenomenon - have created opportunities for local leaders to develop policy frameworks and strategies aimed at the planning and development of public spaces. Peer learning as a knowledge management methodology will certainly help African cities explore public spaces as a generator of growth now and in the future.

Councillor Noel Chalamanda Rangeley, His Worship the Mayor of Blantyre, Malawi

This publication is a culmination of presentations, discussions, ideas, insights, experiences, and lessons learned during Peer learning event: Public Space as generator of growth in African cities that took place on 07 – 09 December 2015 in Blantyre, Malawi. The event was hosted jointly by the City of Blantyre, UCLG, UN-Habitat, UIA and eThekwini Municipality. Over the three days, at least 40 participants attended the event and represented management and political leadership from the Cities of Blantyre, Lilongwe, Zomba, Nairobi, Durban and Mzuzu, practitioners from the respective municipalities, NGOs and other stakeholders. The theme of the learning session was to explore public space as a generator of growth in African Cities with a particular focus on Blantyre, and covered the following topics:

1. Introduction
2. Setting the scene
3. Inspiring Examples
4. Public Space in Blantyre
5. Practical Considerations for Public Space Development
6. Key Lessons Learned
7. The Way Forward

"Public space centred urban development is a new concept in Africa that requires to be anchored in City Development Plans and Policies for sustainability"
Rose Muema, Nairobi City Council

01 INTRODUCTION

The concept of public spaces has become a very important subject in many cities across the world, including Africa. It is now understood to have a potential to become a key generator of socio-economic growth in African cities. In his introductory remarks, Costly Chanza, Director of Planning and Estate Services, stated that the concept of public spaces has attracted much interest in the City of Blantyre. Sharing knowledge and learning among peers is an opportunity to discuss and envision with solutions to some of the challenges that Blantyre is currently experiencing. Puven Akkiah, member of the UCLG Committee on Urban Strategic Planning also stated that the issue of public space features high on the agenda of global development as reflected in the sustainable development goals (SDGs).

The Mayor of the City of Blantyre, Honourable Councillor Noel Chalamanda, highlighted the fact that public spaces are often overlooked yet the character and image of the city is defined by these spaces. In 2015, the United Nations approved the sustainable development goals, putting the cities in the heart of sustainable development in an urbanized world (SDG 11). Moreover, the target 11.7 focuses explicitly on public space.. UCLG has been instrumental in the approval of this goal.

Fabian Llisterri from UIA stated that public spaces should be centred on people and people should be centred on public spaces. It was acknowledged that there are a number of definitions and explanations of public spaces and this depended largely on the context. Public spaces, therefore, are a complex reality, particularly in the African city. Jemaa el-Fnaa in Marrakech is a good example of a public space that is extremely complex to understand yet it is very successful. On the other side, markets are frequently becoming a mix of public service and small business. Education also has a great deal to do with the public spaces because it is where children converge, play and ultimately grow. Public spaces should be seen as a combination of the function of the city and its people as well as a scenario that helps bring happiness and prosperity at the same time. The city, therefore, must be tailor made to its inhabitants if it is to experience growth, success and prosperity. It is critical that an analysis be undertaken in order to understanding how the community is using the public space. Public spaces should be characterised by flexibility, shared use, evo-

SUSTAINABLE DEVELOPMENT GOALS (2015 – 2030)

Goal 11: "make cities and human settlements inclusive, safe, resilient, and sustainable.

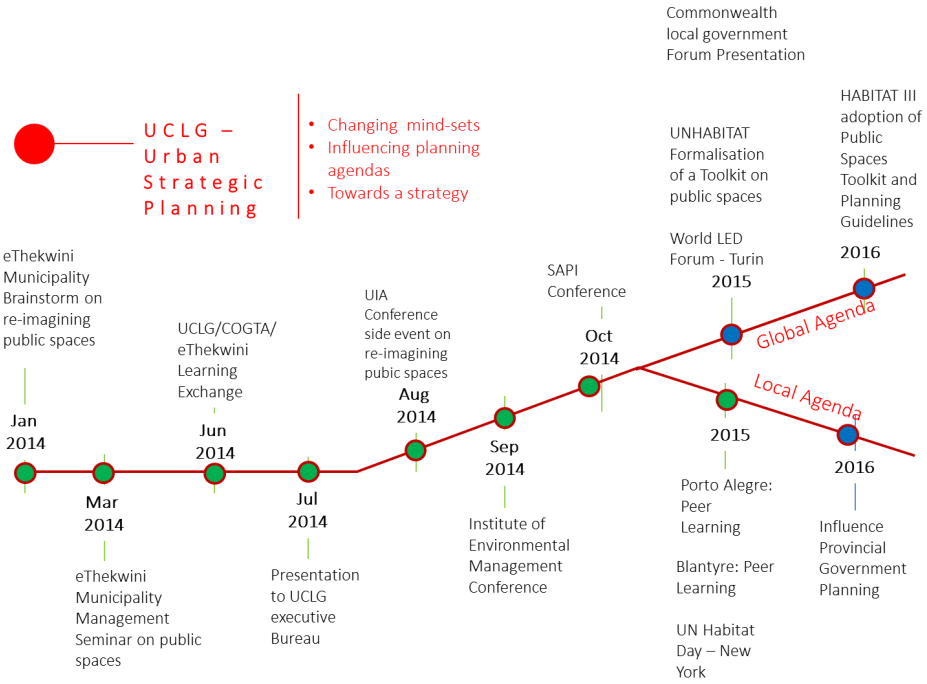
Target 7: "by 2030, provide universal access to safe, inclusive and accessible, green and public spaces, particularly for women and children, older persons and persons with disabilities"

lution and future outlook. There may be many reasons why a public space is not functioning optimally, and often it relates to the social, economic, political, geographical and cultural interpretations of its origin. There are many causes of malfunctions in public spaces and these may include imbalances between needs of all types and available resources, poor quality, and so on. To rationalise the most frequent causes of problems in public spaces, and to develop the methodology and tools to diagnose them, is an important task.

02 SETTING THE SCENE

An overview of the Public Space Discourse at UCLG

UCLG has created a platform for Cities to learn and share with each other across the world. UCLG Committee on Urban Strategic Planning intends changing mind-sets, influence planning agendas and create integrated and comprehensive strategies. Public space development is critical in cohesive cities especially in the developmental context of Africa. The learning session is a culmination of a number of learning events and exchanges undertaken by a network of stakeholders and partners that responded to a global and local agenda.



The outcomes of peer learning will contribute to the existing body of work that cities are currently undertaking. The various engagements have led to a set of outcomes:

1. There is a urgent need for greater conceptual clarity on the notion of public space
2. Public space as a resource has been undervalued! It is up to us to reclaim this space and ACT NOW!
3. Putting people FIRST
4. Recognising the art of PLACE – MAKING
5. Making our bureaucracy work for us: changing policies, structures and systems

6. Maximising and leveraging existing resources for public space development and management
7. Connecting POLICY and PLANNING FRAMEWORKS with action
8. No one size fits all solution: need to tailor make responses, given that many African cities face rural challenges

Some of the take away points that we need to consider:

- How do we cater for rural public space development?
- If public space is a structuring element in cities, where does it feature in terms of strategic planning?
- Are public spaces centred on people or do people centre on public spaces?
- Why is it that citizens do not view public spaces as a component of service delivery?
- Does centralised or decentralised model of governance promote effective service delivery?

Furthermore, the committee on Urban Strategic Planning, to which the City Council of Blantyre is a member, has focused the work around public local policies on public space since 2014 and is developing several city to city learning sessions on this topic, towards a policy paper on public space that will be presented in the World Summit of Local and Regional Leaders, in Bogotá, October 2016. This process is nurturing the process of Habitat III, where public space will be considered as a lever of change. The following are some of the advantages of public open spaces:

- Increased property values
- Development of multiple retail activity
- Enhanced safety and sense of security
- Fosters social cohesion and equality
- Improved health and well being
- Improvement in the environment
- Makes the city more attractive
- Promotion of more effective and efficient transportation and mobility
- Provision of social and recreational infrastructure and services for example aquariums, cultural and historical sites, and community centres that contribute educational and other benefits
- Prevention of youth crime through park and recreation programme

"There are no viable public spaces that can exist without a community and there are no viable communities without public space"

Sibusiso Sithole, City Manager, eThekwini Municipality

It is considered crucial to integrate public space in policies and development models of African

cities. The design, use, management and maintenance, decision making, regulation are complex. African cities need to be considered not only in spatial but also in economic and social management. Further, the profile of public space needs to raised, African cities grow fast, often informal and with little attention to public space.

Why the need for the Peer Learning Session?

The post 2015 developmental agenda and the global arena dictates that local government needs to engage, reflect and propose to improve public space. With the advent of the Charter of Public Space, cities are now considering the importance of this strategy and structuring element of the urban form. Some cities have fully embraced the concept of people centred public space. Through learning events, cities are able to tap into their knowledge and experience of one another to assist in designing, developing and maintaining public space.

There is a growing need for Municipal practitioners to continue learning and sharing ideas and creative ways to develop, design, implement and manage public spaces. The UCLG Committee on Urban Strategic Planning has, over the past years, actively developed and influenced global policy through its learning events in Durban (South Africa) and Porto Alegre (Brazil) on public space dialogues with local elected representatives, experts and technicians..

The outcomes of the learning events were documented and shared as Peer Learning Notes. Key inputs also were shared with members and partners in order to contribute to processes by United Nations, in particular into the UN-Habitat Global Toolkit for Public Space, as well as, the Chart of Public Space, leaded by the National Urban Planning Institute (Istituto Nazionale di Urbanistica) - IDU, and influence how each of the above documents view and implement public space by adding the city perspective. Blantyre has also been representing UCLG in the UN high level events around public space.

To complement the international discussion about public space and provide a political input to Habitat III, UCLG Committee on Urban Strategic Planning is currently working on a policy paper that focuses on the role and power of local governments on public space. It is with this intent that Blantyre manifested its interest in hosting a peer learning event to expand on its current experiences in public space design and development with a view of consolidating the African experience to public space and further influences the development of a public space policy for local governments, strengthening at the same time the UCLG Urban Strategic Planning network.

What were the objectives of the learning session?

- To expose and provide municipal practitioners with hands on practical experience on the assessment of public space in cities.
- To explore the possibilities of public space development in the urban environment

- Encourage participants to develop a strategy for public space in their cities
- Share experiences and good practices between cities on public space
- Develop and encourage a closer relationship with the UIA on public space design
- Share the experience of Blantyre with other members and partners through a Peer Learning Note
- Contribute to the UCLG Committee on Urban Strategic Planning policy paper by strengthening the African perspective on public space.
- Raise awareness of the importance of public space in the urban context
- To change mind sets of municipal practitioners to recognise the importance of public space development in terms of sustainability
- To provide a neutral space to discuss how each profession can assist in building people centred public space
- To highlight the importance of public space as part of basic service delivery
- To contribute to the overall global dialogue on public space development
- To assist in providing content to develop an African context to public space
- To provide meaningful input into the development of a public space policy for local government
- To commit key stakeholders and the City Council on public space and the SDG 11

03. INSPIRING EXAMPLES

Role of the Markets in Public Space

Richard Dobson, from Asiy' eTafuleni (NGO) stated that there are unique opportunities in the African public space landscape such as the public transport system (i.e. minibus taxis), existing active activities (e.g. urban agriculture) and the periodic time dimension (e.g. annual festivals). African cities need to start experimenting with public spaces in order to find possible solutions. Sustainable Development Goals have created opportunities for local leaders to develop policy frameworks and strategies aimed at the planning and development of public spaces. Once the politicians and communities are sensitised with the SDGs it will become easier because public spaces have become a universal phenomenon. However, there are five sets of challenges that face the African Cities face due to congestion, mitigation and assimilation:

Urban Challenges.....but there are Prospects for Greater Public Spaces

An Approach to Urban Spaces

1. There is an increased demand for public space resulting in road and sidewalk congestion.
2. Urban aesthetics are heavily compromised as a result of inappropriate equipment and infrastructure.
3. There are extraordinary demands on the existing urban environment because there is an obligation to accommodate diverse informal activities and cultural preferences.
4. Urban spaces are being colonised and there is evidence of diametrically opposed activities and land uses
5. Urban safety is a concern because of the personal risks associated with activity hazards and inappropriate street furniture, equipment and obstacles.

Creating Public Spaces for Wealth Generation in African Cities – The Case of Nairobi

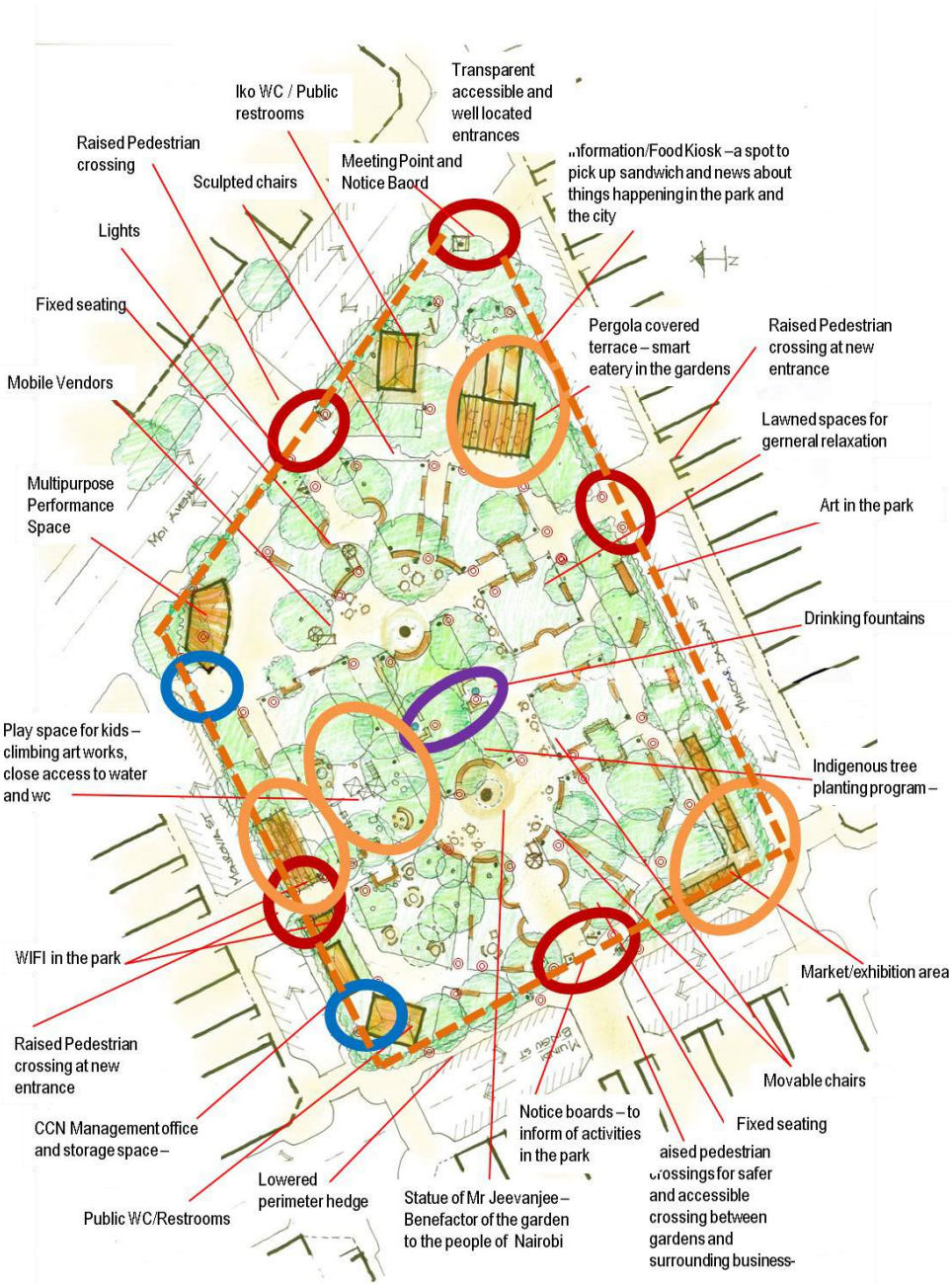
As Chief Officer in charge of Urban Planning and Housing in the Nairobi City Council, Rose Muema shared some insights and experiences with regards to open spaces and latest developments in Nairobi. Cities in Africa are fast accommodating the majority of the population and hence there are now calls for planning approaches that are more responsive to the reality of rapid urbanisation. Most of these rapidly urbanising cities in Africa are faced with challenges of quality public spaces. Nairobi, an African City, was originally planned as a "Garden City" with protected public spaces and resources were allocated for development and maintenance. As part of the "garden city" plan, it was mandatory for developers to provide public spaces. However, over time, the value of public spaces has faded and the quality of the environment of the city has declined with increased urbanisation. The City of Nairobi has lost a lot of public spaces through alienation to other uses.

It all started with a crime survey.....

Nairobi was an "unhappy city" and this led to the formulation of the city's Crime Prevention and Urban Safety Strategy which outlined a series of interventions that included the recovery and rehabilitation of public spaces. Of significance, a tree planting and beautification programme was rolled out across the city. Street vending activities were restructured, developed and retail markets were refurbished to become trading facilities. Streets and parking lots were redesigned for use as public spaces.

"Public engagement in public space making is very critical because the city structure must prioritise people"

Nina Saunders, Acting Head: Architectural Services at the eThekwini Municipality



Jeevanje Gardens

In order to enhance the right to the city, women and the youth were prioritised in the allocation of space. As a way of enhancing youth engagement in public spaces, crafts, fairs, events, sports, performance, cultural festivals were supported by the city in order to give the youth a platform to showcase their talents and celebrate culture.

Schools were transformed to become community public spaces as an entry point to safe and harmonious neighborhoods. In 2011, Kenya led other member states in adopting a **Governing Council Resolution 23/4: Sustainable Urban Development through Access to Quality Urban Public Spaces** which mandated UN-Habitat to promote public spaces within the sustainable urban development agenda. Subsequently, the City of Nairobi requested UN-Habitat for support to access international experts with diverse experience and networks on the art of place making. This resulted in participatory design workshops for a public space such as Jeevanjee gardens and the Silanga Sportsfield in Kibera.

Silanga Sportfield, Kibera

Mustard Seed Court, Dandora

Korogocho streets

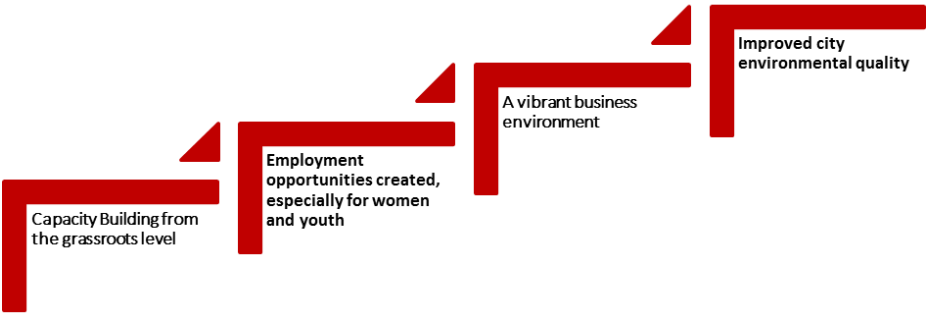
Mustard Seed Court, Dandora

Beyond the pilots!

The City of Nairobi committed itself to reclaiming, restoring and rehabilitating public spaces across the city with the inclusion of the community in the governance and management of the spaces.

City wide public space inventory and analysis of public spaces to establish per capita provision, quality, distribution and network, accessibility and preparation of city wide restoration and rehabilitation plan. The plan was integrated into other Urban District Plans in order to enhance inclusion of the agenda into development planning. In association with other partners and stakeholders, the city has established a team to ensure that the selected public spaces from this project are subjected to participatory planning and design.

What are the benefits so far!



The Way Forward!

The Nairobi Integrated Urban Development Master Plan suggests a new shift in how the citizen relates to public space – as well as its management and governance. This shift is being promoted extensively by the city as it recognises that public spaces are an integral part of the built fabric of the city; provides variety and character; as well as enhances the quality of life. Detailed Urban Area Plans have been prepared in line with the plan and along the principles of building safe, inclusive and accessible public spaces.

2014 Durban: Spatial Legacy Projects

Nina Saunders, Acting Head: Architectural Services at the eThekwini Municipality reflected on the UIA 2014 Durban spatial legacy projects (i.e. Rivertown, Pocket Parks and the Pixley ka Seme Walk.

Key events often catalyse action and this could be seen after the 2010 World Cup and a number of other events hosted by the City of eThekwini. In light of these events, traditional planning is often reconceptualised and redefined as planning in action. Durban celebrated the first UCLG peer learning event on public space, in which the opportunity to re-imagine the public space strategies led to the promotion on public space as a key structuring element of city development, both within and beyond UCLG.

Also during 2014 and concurrent to the UIA event, the city experimented with the different projects with the hope that they would materialise into long term sustainable projects. The pedestrianisation projects involved a set of negotiations with a number of users with a varying set of concerns. For instance, preconditions for pedestrianisation included the removal of taxis along Dr Pixley ka Isaka Seme Street in the long term. This development needs to occur incrementally and must be phased to accommodate the needs of the users. The programme also needed to take into consideration the Inner City Local Area Plan that determines where other pedestrian routes will be located and the full network of routes. The "inner city distribution system" needs to be finalised. In parallel to these processes, the city needs to continue with negotiations to terminate the taxis from the inner city.

1

OTHERWHERE

DR PIXLEY KASEME **LINEAR PARK**

TRANSFORMING OUR CITY: 6 KEY OBJECTIVES

ECONOMIC

1. BUILD VALUE [cost to benefit]
Realign historic infrastructure investment with economic, social and cultural amenity and productivity

2. SUPPORT ENTREPRENEURIAL ENTERPRISE, ESPECIALLY CREATIVE & RETAIL
Enable more individual, unique, and entrepreneurial creative and retail activity by providing more, and more diverse footfall

PERCEPTUAL

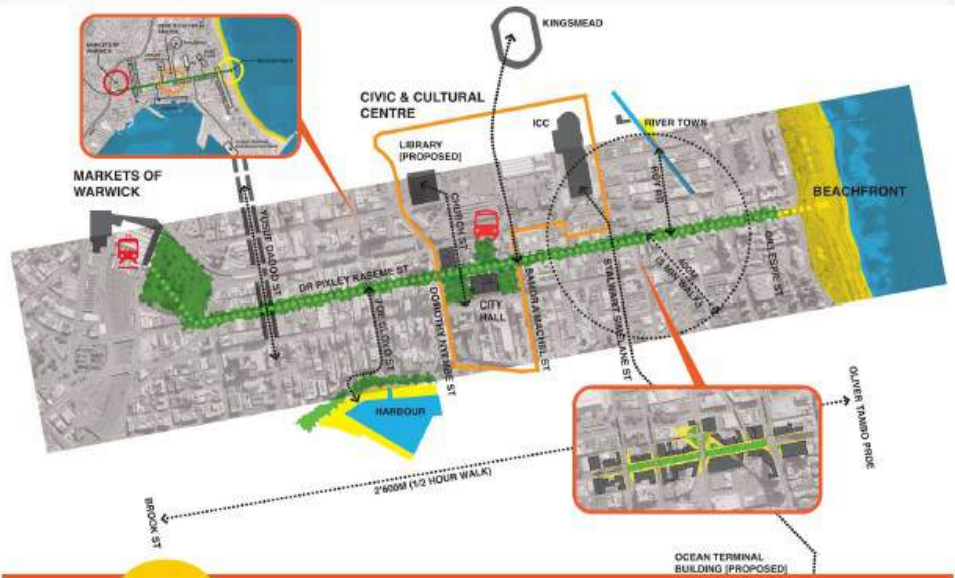
3. RESTORE THE 'CENTRE'
Redefine the inner-city as the perceptual, economic, social and cultural centre of the eThekwini Metro

4. EXTEND THE SUCCESS OF THE BEACHFRONT
Extend the leisure, social cohesion and imageability successes of the beachfront promenade through the heart of the city

SOCIAL

5. ENHANCE THE LIVIBILITY OF THE CITY
Create a high quality public space for people who live and work in the city to relax, exercise and play

6. ENABLE SOCIAL COHESION
Link the city's diversities with one inviting, inspiring and safe public space



designworkshop : sa

architecture OTHERWHERE durban 2014

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2

RIVERTOWN

TRANSFORMING OUR CITY: RIVERTOWN

The rivertown precinct lies to the east of the formal Durban CBD and adjacent to the city's Convention Complex

The area is formerly Durban's light industrial area with several low-rise warehouses

A canal traverses this area along John Milne street. Currently the canal is enclosed and water from areas that were formerly the 'vlei's' or wetlands in the City Bowl drain into the canal and are dispersed into the harbour at Cato Creek

The area provides an opportunity for a 'new (revitalised) city' for the city of Durban - an area currently derelict which could be revitalised and regenerated to draw interest back to durban's CBD

In the post-apartheid years there was significant 'flight' from the existing CBD with several large businesses and corporations relocating their premises to the north of the city at la Lucia and Umhlanga Ridge.

Currently the city is investigating the feasibility of Arts & Culture as principal drivers for the revitalisation of the area with the attendant retail, commerce and housing elements required to bring sustainability and vibrancy to the area

www.uia2014durban.org

3

POCKET PARKS

TRANSFORMING OUR CITY: POCKET PARKS

Lack of green spaces?

Pocket parks are the answer!

Pocket parks otherwise known as vest parks are urban spaces at a very small scale, the size of tennis courts or much smaller

These small splashes of green either tucked in between buildings or scattered anywhere/otherwhere and even traveling throughout the urban fabric

Bring mother nature back to the city, provides a place for relaxation, a playground that parents can visit with their children under the African sky - a small space for activities or events, street cafes where you can socialise with your friends, share your lunch, your laughter and conversation!

Some lessons learned from the pedestrianisation project.....

- Piloting and activation of proposed projects demonstrates a planning in action methodology
- Public participation and information campaigns provide the community with a sense of ownership and certainty that they can use the project.
- Major events play a major role in the conceptualisation and implementation of projects such as the activation of space and pedestrianisation project.
- The use of surveys and questionnaires can indicate greater positive and negative responses that were not initially thought about.
- The most negative concerns about pedestrianisation relates to the reduction in parking and the impact on business whilst the key positive perception was that it made it safe. Public activation can lead to a change in the perceptions on how space can be used. However, the creation of public spaces can cause conflict with existing businesses and it is therefore important to engage with all stakeholders.
- Creative solutions can also be proposed by the communities themselves. For example, there were interesting requests for outdoor gyms and playgrounds for children.
- Pedestrianisation projects must be integrated with Inner City Distribution projects and other urban development plans across the city.

"African cities can draw from international perspectives in order to derive lessons for their own context"
Nina Saunders , Acting Head: Architectural Services at the eThekwini Municipality

04 PUBLIC SPACE IN BLANTYRE

Public Space in an African Context: Its problems and Challenges

In considering African Cities and their needs, Fabian Llisterri urged local governments to consider the development of a Master Plan with a realistic Road Map to enable the commissioning of small units, according to their resources and possibilities, that can be used freely and securely Participants collectively observed other considerations which included political will, social integration and inclusion, availability of budgets and resources, multi-functional uses, community value based systems, socio economic conditions, peoples aspirations, private, traditional versus public land ownership, governance issues such as corruption, community perceptions and awareness, and so on.

"The urban development decisions we make today will be seen across the faces of our cityscapes for generations to come"
Costly Chanza Director of Urban Planning in the City of Blantrye

Current State of Public Space in Blantyre – Problem and Challenges

Costly Chanza, Director of Urban Planning in the City of Blantrye informed us that the city is facing "open space" challenges. The utilisation of green open spaces and urban parks has been very marginal in Blantyre due to the poor state of the parks. Since the early 90s, urban parks have been neglected and this has led to illegal use and degradation, particularly in Njamba, Rangeley and Queen Parks, Chimwankhunda and Chiwembe Dams. The neglect of these parks can be attributed to a number of factors, namely:

- The lack of benchmarking and implementation models
- Lack of cost effective solutions and innovation
- Inadequate mobilisation of resources
- Vandalism of public facilities (e.g. toilets and play equipment)
- Land ownership by different stakeholders
- The lack of community participation in issues relating to open space utilisation
- Poor utilisation coupled by the lack of community awareness of the benefits of open spaces
- Absence of a clear policy framework and strategy on public spaces

Environmental degradation is a major challenge in the City of Blantyre. Blantyre City is home to most of the commercial banks and industries. The City offers numerous economic opportunities such as retail trade, construction, manufacturing of food products, transport, textile

manufacturing, and motor vehicle sales among others. Both at national and international level, the City is linked with road, rail and air transport. These provide an important contribution to the functioning of the City as the commercial and industrial hub of the country.

Public spaces have significant importance in the life of the settlements. The areas with high green-coverage rate have ecological and environmental importance. These green spaces can improve the urban climate, abate the urban heat-island effect by their ecological-balancer function and reduce environmental damages. Through their social importance, the open spaces can help the residents in adjusting to the healthy lifestyle. By their aesthetic importance, they determine the characteristic of the settlements, ameliorating the built-up character of the cities.

The utilization of green open spaces and urban parks has been marginal due to poor state of the parks. Until early 90s, our urban parks have been heavily neglected while others have changed usage and the surviving ones degraded to the point of non-use e.g. Njamba, Rangeley and Queens Parks, Chimwankhunda dam and Chiwembe dam. Reasons for the neglect have been attributed to the following:

Challenges faced by Blantyre City Council

- Lack of implementation models that favour speed, quality, innovations and cost effectiveness
- Inadequate resource mobilisation
- Inadequate operating and capital budgets
- Vandalism of public toilets and play equipment
- Multiple land ownership – different players
- Lack of community participation in issues of open space utilisation
- Poor utilisation of open spaces
- Lack of awareness by residents on the benefits of open spaces

"Nature surrounds us, from parks and backyards to streets and alleys. Next time you go out for a walk, tread gently and remember that we are both inhabitants and Stewarts of nature in our neighbourhood"
David Suzuki

- Lack of policy on public open spaces
- Institutional meddling

Why are public open spaces important for Blantyre?

The City of Blantyre has recognised the fact that public open spaces have advantages, namely:

- Increased property values
- Multiple retail activity
- Enhance safety
- Foster social cohesion and equality
- Improve health and well being
- Improve the environment
- Make the city more attractive
- Promote more effective and efficient transportation and mobility
- Provide facilities for zoos, aquariums, cultural and historical sites, and community centres that contribute to educational and cultural benefits
- Prevention of youth crime through park and recreational programmes

> "Even with all the technology and the inventions that make modern life so much easier than once it was, it takes just one big natural disaster to wipe all that away and remind us that, here on earth, we are still at the mercy of nature"…..
> **Neil de Grasse Tyson**

The city of Blantrye is engaging with the private sector to form partnerships in order to deal with challenges as well as upgrade public realm. The community cannot be left out but looking at the culture, to most people, a park is a "leftover" landuse that can be used as you wish. This has led to serious environmental degradation, informal settlement, and perhaps disasters as a result of natural catastrophes. To mitigate the situation, the City of Blantrye is proposing establishing a steering committee (council, organised civil society, business, stakeholders, partners, and academia, NGOs, FBO) to deal with issues of public space.

Developing an Assessment Tool for Public Space

Cecilia Anderson from UN-Habitat shared some insights on open public spaces assessment on a city wide level. According to Anderson, public spaces are all places publicly owned or of public use, accessible and enjoyable by all for free and without a profit motive and this includes streets, public open spaces and public facilities. Open public spaces by definition also include avenues, boulevards, streets, squares, sidewalks, passages, galleries, playgrounds riverbanks, waterfronts, parks, gardens, public beaches and urban forests.

The data revolution should be used for sustainable development. African cities can benefit through the integration of new data sources thereby increasing the usefulness of data and empowerment of people. This will result in better policies, decisions, participation and accountability.

Analysis of the Data Collected

Network	Ratio	400m buffer areas of Networked OPS/ Total surface area	GIS Map
Quantity	Green per capita	Total green area / total population in the area	M2/ inhabit-ants
	Percentage of Land amount to OPS	by Typology	1. GIS Map using Kobo tool box. 2. Per-centage 3. Total area
		by Form	
	Estimated total land surface occupied by the identi-fied OPS	by Ownership	
		by Management	
Spatial Accessibility to Open Public Space	Circular buffer zone	400m (~5 min walk)	GIS Map ~ Minutes to walk
		1000m (~10 min walk)	
	Using Dis-tance along streets	400m (~5 min walk)	GIS Map ~ Minutes to walk
		1000m (~10 min walk)	
	Using dis-tance based Service area	100*(Urban area located near Public Space-area / total urban area (build up area))	
Location and Spatial Distribution	Locating OPS geograph-ically		
	Spatial distribution of OPS	Concentration	GIS Map
		Balance	

Quality	Accessibil-ity to OPS	Over all Accessibility level	Kobo tool box + graphs and charts %
		Visibility	
		Infrastructures condi-tion	
		Connection to neigh-bourhood/city	
	Use of OPS	Scale of use	Kobo tool box + graphs and charts %
		Types of functional activities	
		Number + type of visitors	
	Comfort in OPS	Air quality	Kobo tool box + graphs and charts %
		Noise situation	
		Clearness	
		Visual amenity	
		Safety	
	Physical facilities in OPS	Lighting	Kobo tool box + graphs and charts %
		Seating furniture	
		Garbage bins	
		Toilet facilities	
		Signage	
		Drainage	
		Shades	
		Vehicular parking	
		Cycle parking	
		Fire emergency	
	Green area cov-erage	Availability + sufficien-cy of Grass coverage	Kobo tool box + graphs and charts %
		Availability + sufficien-cy of Tree coverage	
		Availability, sufficiency + types of urban agri-culture	

The SDG recommends a ratio of 50% of public space is common in successful cities and at least 35% of the city area allocated to street space and an additional 15% for other public uses. The amount of public space in Nairobi is 11% of the urban land allocated to streets and X% allocated to open public space. The open public space assessment tool measures (a) accessibility (spatial) (b) Quantity (c) Distribution (d) Network (d) Quality – accessibility, use, comfort, facilities, green coverage. The assessment cuts across safety, gender, youth, children, older persons and persons with disability issues.

The process of assessment starts from inventory to implementation:

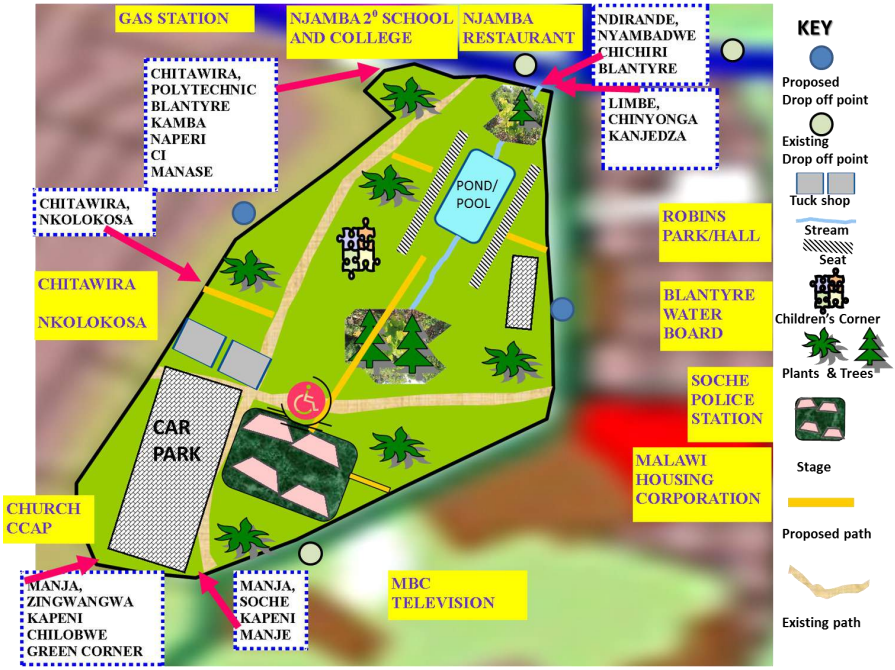
Assessment Tool Development for Site Visit in Blantyre

In order to identify opportunities and challenges during the site visit to some of the parks of the city of Blantyre, participants engaged in the design and implementation of an assessment tool. The assessment tool was inspired in methodologies developed and implemented by the PPS, which were tested in Durban during the first peer learning event on public space in June 2014. Participants agreed on the priorities in order to analyse and diagnose public space and by doing so, an analysis grid was developed and further implement in groups. The implementation of this tools sets the common ground for the assessment, and it also allows the identification of possible interventions, which is crucial for the development of a detailed and tailor made Action Plan for future interventions. This assessment tool can be further modified and implemented according to the needs of the different cities.

	Assessment / Criteria	Definition		Comments
People Centred	Diversity	Does the park cater for a diverse range of users e.g.: Women, children, ages group		
	Neighbourly	Does the public space fit in with the surrounding land uses		
	Welcoming	Is the public space hospi-table		
	Ownership	Is there a sense of owner-ship by the community		
Accessibility	Proximity	Are there other land uses in close proximity that support the public space		
	Connectiveness	Is the public space con-nected to the public transport system		
	Walkability	Can the public space be accessed within reasona-ble walking distance		
	Convenience	How connected is the public space to the public transport network		
	Accessibility	How easy is it to get to the public space		

	Assessment / Criteria	Definition				Comments
Amenities	Safe	How safe do residents feel in the public space				
	Areas for Seating	Are there sufficient areas for seating				
	Attractiveness	How attractive are the public spaces				
	Historic	Is the historic value of the public space celebrated				
	Cultural	Is the cultural value of the public space celebrated				
Activities	Diversity	Does the public space lend itself to active and passive activities				
	Fun	Is the public space fun to be in				
	Vital	How vital is the public space in this area				
	Special	Is the public space seen as a special area by users				
	Realistic	How realistic is the development of this public space				
Operations	Maintenance	How easy is the public space to maintain				
	Revenue	Does the public space require consistent funding operations				
	Value Add	Does the public space add value to the surrounding land use				

Report Back of Site Assessment: Njamba Park



The objective of the exercise was to establish activities and amenities in the park; establish solutions and opportunities; as well as possible short term interventions. Consensus was reached on the following aspects:

- **People Centeredness:** There is a diversity of users at the park – women, youth, men, older persons and so on. It is located in a fairly neighbourly environment that seems to be very welcoming. The City of Blantyre owns the site but there seems to be an influence from national government as well as religious organisations. The park is of political and religious significance and hence decisions to make interventions at the park lies on multiple parties
- **Accessibility**: The Park is well located within the proximity of the surrounding communities and schools. It is located along the main road leading into the city centre making it accessible by walking or public transport thus making it convenient. The site is within close proximity to the community and connected to major access and arterial roads leading into the CBD. It is also within walking distance from the surrounding neighbourhoods making it highly convenient and accessible.

- **Amenities**: The Park does not have amenities and infrastructure is limited to a fallen pedestrian bridge and a disused outdoor auditorium making it less attractive. Users often bring their own tables, chairs, braai equipment etc. to enjoy the Park – there are no areas for seating. Trees have been planted to reduce the cost of maintaining the Park. There is no parking for cars hence vehicles can be seen under trees where it convenient to park. To find your way around the park, you can follow the natural foot-paths that have been developed by people using the park or walking through.

- **Activities**: Activities are very limited in the park. It is often used extensively for political rallies or by followers of the Catholic Church as the park was used to host Pope John Paul III on 6 May 1989. However, the park is currently being used by people from all walks of life and diverse backgrounds. There is limited fun as there is no equipment and amenities. However, the existence of the park is of vital and special importance, not only for political or religious reasons but also social, economic, cultural and environmental reasons as well. The decision to maintain the park is a realistic option and can be done using innovative and creative ways.

- **Operations:** Maintenance at the park is very poor or non-existent and limited to certain political and religious occasions and events. The City of Blantyre continues to plant trees in order to reduce the need to maintain the park. Currently, the park does not generate income or any form of revenue due to the fact that there is no value add or investment to the park.

05 PRACTICAL CONSIDERATIONS FOR PUBLIC SPACE DEVELOPMENT

UIA has a critical role to play in the promotion and development of public spaces across the world. Representing region 5 (Africa), Hyder Ali from UIA alluded to the importance of promoting public spaces in Africa which he believes is a complex phenomenon. International Architects, through UIA, across the world have committed themselves to play a critical role in public spaces in partnership with its member states. Public space, in general, is a focal point of many cities historically. It is part of an old civilisation that the public met in such spaces to better their lives. Public spaces comprise a list of activities (i.e. cultural, religious, recreation, and so on) and all of them serve as a melting point where people from different walks of life meet and have an interaction.

Public spaces must compliment the texture of the environment and have the ability to connect people and nature. Architects, Planners and Urban Designers must adopt and update traditional design principles to construct modern buildings that truly suit their environment.

Horticulture, urban gardening and Public Space

Yotam Mtafya, Assistant Director of Parks, Recreation and the Environment from Mzuzu City Council provided an account of Mzuzu – a neighbouring and third largest city in Malawi. Mzuzu is an "evergreen" city with natural vegetation that is made up of Brachystegia Species. The city has two large forest reserves, namely Lunyangwa and Kaning'ina, covering at least 140.55 hectares. However, Mzuzu is also facing major challenges similar to Blantyre – deforestation, encroachment and climate change. Mzuzu City Council is defining public spaces as all places publicly owned or of public use, accessible and enjoyable by all for free and without a profit motive. Examples of such spaces include streets and avenues, pavements, parks, gardens, playgrounds and so on. Some of the functions of public spaces are open air markets, performances, events, political rallies, demonstrations, informal sector activities etc.

There are major benefits of blending public spaces with horticultural activities because there are often tree/flower establishments and management issues in public spaces. For example, selecting the right tree for the right place can save time, money and perhaps other disappointments. Initial species selection, proposed landscape function, adaptation to the site and care...are all important aspects that horticultural activities can help mitigate. For instance, site conditions help to minimise the maintenance programmes, water requirements as well as the extensive use of services and utilities.

However, horticultural services also experience challenges in public spaces – high costs to maintain amenities; high mortality rates of fauna and flora due to climate change; deliberate

and casual vandalism; unorganised waste disposal (i.e. public spaces used as dumping sites rather than recycling waste); establishment of informal settlements; and so on. Anyway, despite the existing challenges, there are opportunities in Mzuzu – existing parks; improved road infrastructure; establishment of environmental NGOs; and so on.

So what! Blend public open spaces with Horticultural activities.

Some of the major challenges…

- In the context of African cities, there seems to be no active championing of public spaces by management and political leadership. Public space is not viewed as an asset that can create value and a more equitable city. Hence, public spaces in African cities are not mutually owned or maintained by municipalities in partnership with other stakeholders.
- City officials are frustrated by systems, structures and policies that hamper development. In certain cases, "Upper" level government authorities interfere in the affairs of the city yet public space does not feature in national and regional plans.
- Funding is also a challenge. There is limited commitment from other stakeholders with regards to investing in public spaces.

06 KEY LESSONS LEARNED

i. In line with the SDGs, African cities need to develop Action Plans for Public Space development in a context that will take into consideration religious, political, social, geographical, economic and cultural aspects. There seems to be a strong need for a multi-sectoral approach to dealing with public spaces. Participation is the cornerstone of public space development.

ii. Public spaces in the context of African cities is seen as "residual space" that is not important until it generates economic value. So, dealing with public spaces in areas of informality where public space is viewed as an asset for socio economic development. The original expression/definition of public space in the African context is the "Market Place".

iii. A major challenge in African cities is rapid urbanisation that involves the "take over" of public spaces.

iv. Land ownership patterns are also perceived to be a major stumbling block in municipalities securing public space as a public good or the purchase of land for public interest.

v. The community is demanding public space but underdevelopment requires tangible service delivery. Public space is often matched against service delivery imperatives.

vi. International initiatives can be beneficial to African cities. However, local innovation can be more grounded as opposed to "copying" the west. Communities are more likely to respond positively to home grown solutions. Solutions for public spaces need to be tailor made and also deal with the rural nature of African cities.

vii. Cities need to plan holistically and showcase public space as a reflection of its spatial, cultural, economic, safety and environmental values. Communities need to be educated to understand that public space has the ability to play a transformative role in city development. In doing so, municipalities need to be innovative and resilient towards reimagining public space.

viii. People must remain the central focus of public space. In other words, despite the fact that public spaces are a complex reality, it should be people centred and context specific. Public spaces can be used to build citizen culture and values as well as new attitudes.

07 THE WAY FORWARD

The learning exchange on public space is a continuation of the debate and discourse which would culminate in an overall policy framework for Local government to implement at a city level. This learning exchange offers the Blantyre City Council and the partners in the exchange to actively participate in shaping global policy whilst at the same time developing implementable solutions at the city level that will realise tangible results that the citizens of Blantyre can enjoy.

The proposed recommendations are based in two parts and some conclusions. All recommendations are based on the debates, discussions and outcomes from the 3 day learning exchange. They are put forward to the Blantyre City Council for their consideration, review, adoption and implementation. Should the Blantyre City Council adopt the above conclusions, a detailed action plan should be developed to ensure that the calendar and results are clearly identified.

Should the Blantyre City Council be keen to engage further on the outcomes of the Public Space Learning Exchange, the UCLG Committee on Urban Strategic Planning would welcome a follow up process to monitor the progress of the recommendations and conclusions listed above.

Recommendations for Long Term Approaches

- The park is a long term investment for the city and as such the city should consider any development option to be phased according to the needs, and priorities of the people and the possibilities of the City Council.
- There should be a logical approach to the development of the Park and as such, a master plan should be used to ensure that specific implementations occur in a logical manner and no arbitrary decisions are taken which could foreclose any future options
- The development of the park should be seen as a catalyst for public space development and all opportunities to engage with the private sector as partners in the project should be actively pursued.

Recommendations for Short Term Approaches

- The Blantyre City Council should consider piloting spots within the park with limited dimensions so as to develop multifunctional uses which could change as the park develops in the future
- One of the recommendations would be to define the size of the pilot project as the area on the park that can be maintained by two people working for one morning per week

- Pathways and limits of the park should be demarcated with simple elements such as painted stones or similar objects
- Walkways should be defined so that there is connectivity between selected spots in the park
- As a further design element, the Blantyre City Council should consider connecting the spots with the accesses to the park
- Areas with scenic and special value should be highlighted and enhanced
- Any proposed project should look at creating a more legible and safer environment for all users.

The Second Set of Recommendations are related to the Strategy for Public Space development. The following recommendations are to be considered:

- The Blantyre City Council should develop and adopt an endearing and all-encompassing vision that would spur action and development of public space in Blantyre
- The Blantyre City Council should pioneer the development of an integrated strategy for public space with all stakeholders, including the public and sector departments
- There should be active championing of public space development at both the administrative and political level
- An appropriate assessment tool should be develop to assess the current condition of public spaces in the city
- The Blantyre City Council needs to ensure that when solutions are being developed, the users of the public space are actively engaged and are part of the decision making process
- Success in the development of the public space lie in the ability of the Blantyre City Council to actively partner with business and academia so as to create an enabling environment for public space development
- Community participation is key to the development of public space in the city, the Blantyre City Council should actively involve communities in the decision making processes
- The city should consider actively partnering with institutions that can assist in developing public space, such institutes are – but not limited to- Malawian Institute of Architects, UIA, Academia and NGO's.

Conclusions

The sequence of actions that can be undertaken from this moment on, are the following

1. The strategy to be followed by the Blantyre City Council in relation to public spaces should be agreed and planned.
2. The Master Plan of the Njamba Park should be developed: with the major guidelines to be followed by any punctual development.
3. Interrelated analysis of the following issues:
   - priority uses and needs of the city and its inhabitants
   - possible agreements with private companies
   - possible public management - correlation between the extension and complexity of the selected spots, and the available man/hours for its maintenance (second short term approach)
4. Selection of spots and walkways that can be immediately developed and preparation of the immediate actions

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16 Setting the Scene in Asia for SDGs implementation at local level

Focus on SDG 8 – Local Economic Development

Negombo
SRI LANKA
December
2015

uclg peer learning

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- International Urban Training Center of Gangwon (IUTC)
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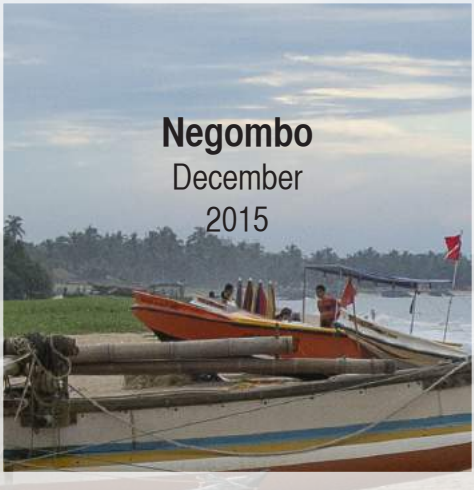
- VNG International
- International Labour Organisation (ILO)
- Municipal Association of Nepal
- National Association of VDC of Nepal
- Local Councils Association Khyber Pakhtunkhwa Pakistan



Negombo
December
2015

FOREWORD

When the UCLG team grappled with designing an action-focused agenda to guide international city to city learning at the end of September 2015, in an intense strategic session in UCLG's Barcelona headquarters, they had no idea that barely 10 weeks later the first international learning exchange would materialize. For UCLG General Secretary Josep Roig who had just landed from New York after the adoption of the New Urban Agenda, the international learning team supported by the active leadership of Sara Hoeflich agreed that the strategic learning agenda had to focus on helping support municipalities and their associations localize the 17 SDGs with its 169 targets.

Damontoro Tory from UCLG Asia Pacific (ASPAC) wasted no time in identifying SDG 8 as a critical priority for Asia, and Bernadia Tjandradewi very quickly mobilized the ever-eager and highly committed team from Sri Lanka to host what was a truly historic and meaningful learning event in more ways than one. Perhaps it was the peace and tranquility of the western beach resort that provided a symbolic setting of post –conflict reconstruction and development that inspired participants that with effort anything is possible. Maybe it was because of the genuineness and commitment of the officials and political leadership drawn from all over Southern Asia including Sri Lanka, India, Pakistan, Nepal, Bhutan, Maldives, Japan and South Korea to get to grips with what localizing the SDGs would mean. It could also have been the unique cross fertilization of ideas and lessons not just limited to Asia, but drawn from the testimonies from South Africa and the Netherlands through the experiences of local government associations representatives, Charles Paterson and Nicolette Piekaar.

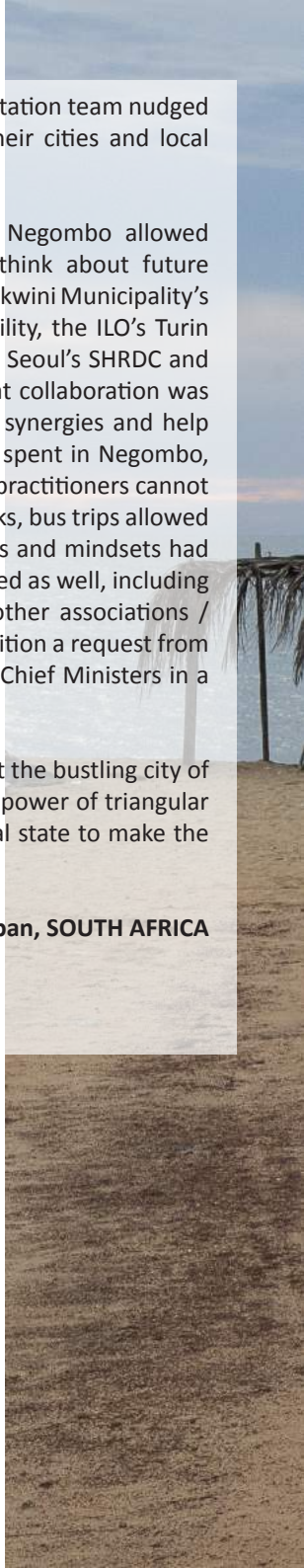
There can be no doubt that the blended learning approach (including a hands-on experience of the local fish market, established by the municipality to promote sustainable livelihoods; the viewing of high impact videos of post-conflict development in northern Sri Lanka; the active role-playing of all participants in an innovative game developed by NGO Smilemundo to enable players to learn the power of collaboration, win-win negotiation, and conflict resolution as well as intense facilitated group work action planning sessions) clearly contributed to the richness of the learning experience. The powerful speakers and thought leaders, including Pierre Martinot- Lagarde from the ILO who kept participants focused on the theme of decent work, and who offered critical insights into local economic development, added to the overall learning experience. But what stood out most, was the move beyond learning and sharing towards **action-oriented collaboration**. This was the clarion call made just a week earlier at the UCLGA Africities session in Johannesburg, where delegates in a dedicated session on city to city learning supported by UCLG/SACN agreed that what was needed now was local action to make the SDGs happen. SALGA's Kubeshni Govender Jones

understood this mandate well, and with the help of the UCLG facilitation team nudged all 40 participants to design clear and workable priorities for their cities and local government associations.

Beyond the focus on the content of LED and SDG8, Negombo allowed practitioners from learning institutes and training centers to think about future collaboration under the UCLG banner. From the experiences of eThekwini Municipality's innovative MILE program focusing on embedding local sustainability, the ILO's Turin Global training Center, IUTC, Japan's CLAIR, the All India Institute, Seoul's SHRDC and the coordinating role of UCLG ASPAC, it was abundantly clear that collaboration was not only possible, but made perfect sense in order to maximize synergies and help move the New Urban Agenda forward. In reflecting on the week spent in Negombo, the quality of the new personal relationships developed between practitioners cannot be overestimated. The late night dinners, early morning beach walks, bus trips allowed trust to be developed and the process of challenging assumptions and mindsets had surely begun. For MILE, numerous opportunities to partner emerged as well, including the offer to include the Maldives strategic planning team and other associations / municipalities to the next MILE Master Class in March 2016. In addition a request from Sri Lanka to host all its Commissioners from the major cities and Chief Ministers in a dedicated session in May 2016 was welcomed by MILE.

In driving away from that beautiful Negombo setting, past the bustling city of Colombo and back home to Africa, an indelible impression of the power of triangular cooperation is left in my mind. It is left to us; servants of the local state to make the vision of a better world possible. It can be done…

Sogen Moodley, MILE, Durban, SOUTH AFRICA



INTRODUCTION

This publication is a culmination of presentations, discussions, ideas, insights, experiences, and lessons learned during UCLG's **"Regional Workshop on SDG Learning Agenda for Local Government in the context of South-South and Triangular Cooperation (SSTC)",** held in Negombo, Sri Lanka, from the 9th to the 12th December 2015.

The workshop was hosted by the city of Negombo and organized jointly by UCLG, UCLG ASPAC, the Federation of Sri Lankan Local Government Authorities (FSLGA), and the International Labour Organisation (ILO). The meeting gathered over 40 participants from Local Authorities, Local Government Associations and Training Centers for Local Governments from several Asian countries (Sri Lanka, Bhutan, India, Japan, Maldives, Nepal, Pakistan and South Korea). Experts from the Netherlands, Philippines, Spain, and South Africa were also invited to present their views on localizing the Sustainable Development Goals (SDGs), as well as their scope of work, with a focus on knowledge-sharing.

The initiative was shaped on the basis of UCLG ASPAC's request for support in organizing a session which would identify needs and actions in order to align capacity building with the SDGs in the Asia Pacific region. Henceforth, the specific purpose and objectives of the meeting were:

- To develop a tool and roadmap to translate SDGs to local governments for a learning program. This would help local governments to localize and mainstream the SDGs into their development agenda;
- To facilitate South-South Triangular exchanges and Cooperation (SSTC) among cities with a special focus on Asia.

At a methodological level, various tools were used such as icebreaker, knowledge-sharing, round tables, participative debates, session facilitation, group workshop, etc., in order to foster proactive participation and focus on the results and conclusions of participants' needs.

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01 THE MOMENTUM OF THE UNITED NATIONS AGENDA: THE SDGs AND THE INCREASING SSTC

In September 2015, the United Nations adopted 17 Sustainable Development Goals (SDGs) to be achieved by 2030, also called the 2030 Agenda. This roadmap built on the Millennium Development Goals (MDGs) and the post-2015 Agenda, suggesting that as the world is becoming more decentralized, the role of Local Governments is unprecedentedly significant in achieving those goals.

In appreciation of the role of local government in the SDGs, UCLG has embarked on a range of activities to support its members to understand, locate and engage the SDGs within the context of their own development agendas. All the SDGs are linked to each other.

Since the High Level United Nations conference held in Nairobi in 2009, further momentum was created and the South-South and Triangular Cooperation (SSTC) became recognized as a tool for development. This modality is open to the involvement of national and increasingly local authorities from the South and their associations in development agendas. A lack of appropriate involvement of local urban stakeholders may lead to significant failure to achieve the SDGs (up to 65% of the targets are at risk) and it can be addressed in the New Urban Agenda.

02 LED APPROACH IN SRI LANKA

Sri Lanka's LED activities rely on in the development of micro-enterprises supported by donors and civil society. The country's LED efforts are laid out on the Central Government's National Development Policy Framework Vision, Mahinda Chintana 2011-2016, where the District Divisional Secretariat Offices (DSOs) compiles most of the implemented initiatives for the local government. LED support in Sri Lanka commonly revolves around business development services to MSMEs along with technology transfer initiatives.

The Learning Exchange exposed participants to hands-on learning at a fish-market as part of a technical tour. In addition, an ILO program in northern Sri Lanka was presented that generated intense discussion. Both of these are showcased here.

Negombo Fish Market

A visit to the local fish market can paint a clearer picture of how local economic development works. With this in mind, participants of the regional workshop set off for Negombo's fish market early in the morning on the program's 2nd day. It was a peer-learning visit aimed at highlighting the support and role that the local government plays in LED strategies in Sri Lanka – how they accompany local actors in the field and what can be done to improve their actions.

Fisheries are one of the main economic activities in Negombo, together with tourism and other commercial industries (e.g. tea export) and agricultural activities. These are steadily increasing due to the proximity of the largest international airport in the country.

Around 35,000 people live from fishing in Negombo, making it the primary livelihood in the city. The Negombo Fish Market (called Lellama by locals), which is

more than 250 years, is the second largest fish market on the island. It is located near the Old Dutch Fort Gate and operates 6 days a week, except on sundays. According to the statistics of the Sri Lankan Fisheries Department, Negombo's fish production is about 8% of the total of Sri Lanka's fish production. At Lellama, there are about 300 spots for selling and more than 1,000 people work there.

Due to the importance of this fish market, but also to the fact that fishmongers are usually the lowest income group, strategic support for the activity of the market has been considered through local and national government funds. This initiative enhances local small-scale businesses and entrepreneurship but also the development of sale conditions to make the market more attractive.

For its part, the municipality granted the public space for the market, including the beach for drying the fish. A roof for the market was also built in 2012 through a national grant managed by the Negombo Municipal Government. Services such as waste collection and water supply have also been provided by the municipal authority. The sellers pay a monthly tax which differs according to the type or location of their spot (stall, ground space, etc). The collections are carried out by the municipal government but overall are managed at the national level. Meanwhile, the management of commercial activities has been delegated to the fishery association.

Several initiatives to enhance the scale of the local fishing industry are also undertaken by the government – including giving free nets to the fishermen, an action with the two-fold aims at increasing their production capacity, and in turn, to balance the gap that exists between the boat owners and the fishmongers. Fish trading works as follows: fishermen/boat-owners sell their total catch through auctions to a wholesaler; the wholesaler then sells it in small lots through auctions to the fishmongers, which then sell to the public.

Overall, market development has focused mainly on improving physical infrastructure and the provision of basic services. Nevertheless, improvements in market strategies and actions can still be accomplished. The challenges that came up during the visit can also be added to the municipal agenda of many Asian cities such as:

Technical Site Visit

Negombo Fish Market main challenges

•Management of public spaces for other uses:
A large part of the beach is dedicated to fishery-related activities. The problem appears when fishmongers put a fence around their space. Uses on the public space might be mixed between fishermen and accessible to the public.

•Management of the market:
Sellers' participation in the delivery of services such as garbage collection, cleaning or water supply are currently transfered to the central government. Municipalities should be in charge of collecting sellers' taxes in order to enforce the law, show the in and out of this activity but also bring more proximity.

•Management of the production:
Products sold in the fish market have a low added value as they are not transformed and don't observe cold chain integrity. Considering this, the next steps for the market development may include aspects related to :

- Cold storage options
- Transformation process at local level (only big companies and supermarkets do transformation)
- Specific offers for tourists on the spot (shrimps and crabs are usually reserved for exportation as they are too expensive for the local market).

Local Empowerment through Economic Development (LEED)

A LED initiative in the post-conflict Northern Province of Sri Lanka

Presented by: Farzan Abdul Razzaq

The International Labour Organization (ILO) office in Sri Lanka implemented the **"Local Empowerment through Economic Development"** or LEED project between 2010 and 2016.

The LEED project was addressed to the "conflict-affected communities" in three districts of northern Sri Lanka who suffered for three decades of internal armed conflicts. The communities had endured loss of lives, physical and economic infrastructure, market and business linkages, and the trust between communities. Through the resettlement in 2010-2011, this territory received a huge inflow of humanitarian aid and investment for physical infrastructure. Despite this, a key challenge at the local level that had to be addressed was the lack of strong baselines that would serve to initiate the revival of the lost livelihoods, as well as a need for a strategic plan to revitalize the economic sectors.

The LEED project, which engages both national and local authorities, was then implemented to address these gaps. The project aimed to empower grassroots community members through sustainable employment and livelihood. Its objectives were to create employment and increase income for the most vulnerable and poor people in the conflict-affected communities. To meet these objectives, the project focused on setting an approach that is based on the economic sector and that also promotes partnership development and inclusive strategies.
Mainstreaming gender and developing the Cooperative sector were also among the project's goals. Considering this, an analysis of the local economic situation showed that the main livelihood sectors in this area were: fruit and vegetable production, the paddy cultures, the fisheries and other field crops.

Furthermore, to insure the sustainability of the project and its appropriation by local actors, the main partners to be involved have been identified as follows: Government Institutions; Producers' associations; Cooperatives; Large private companies; SMEs and Chambers (local/ National).

Finally, to connect and realize LED, the project accompany the actors in different steps of the implementation of their local businesses, especially through TDMI sector studies, value chain analyses, end market studies, technical support for divisional plans, mobilizing the local communities, building of trust and credibility, creating dialogue on strategic LED, developing partnership with government, private sector, producers, association (cooperatives) chambers, and developing interventions.

To illustrate this process, a concrete example was shared: the "red lady papaya".

LEED (cont'd.) The "Red Lady Papaya" example

The project involved training women, often widows following the conflict, in the production and exportation of red papaya and to structure the sector. To reach this objective, the process included an end market analysis on the fruit and vegetable sector (that showed a strong potential to grow crops for the exportation of red lady papaya), a pilot program to initiate the linkages (lack of trust between communities due to prolonged conflict, reluctance of exporters due to physical and social factors), a long phase of motivation and support (8 months) to keep the program running until to see the 1st harvest , an important training campaign to absorb 200 women and men farmers ; the formalization of the initiative (formation of a fruit growers cooperative society - 1st model registered) and the joint venture between the cooperative and the exporter.

The project had a direct impact on local communities and the local economy. In fact, it allowed a market, with guaranteed prices and a stable source of income for the most vulnerable (between March 2012 and September 2015, 2000 MT of red lady papaya have been exported to Middle East, bringing an income of USD 450.000 to the local economy). The project also contributed to the creation of employment and new opportunities as the value chain grew (cooperative staff, labor for harvest, employees at pack house, labor for seedling production, etc).

Furthermore, this project also opened up new opportunities as it brings sustainability to the local production (diversification within the crops and new scheme for extraction of papaya); entry of new exporters (more competitive, benefits for farmers, extension into other districts, potential of being declared as an agriculture export zone); and the reinforcement of the bargaining power of the cooperative.

Last but not least, this project also promoted the economic role of women and proposed a model of cooperative with high representation of women as active members and at the Board of Directors level. It also helped to build a new path for trust between all the communities thanks to economic activities.

03 LOCAL ECONOMIC DEVELOPMENT (LED) IN THE ASIAN CONTEXT

What does LED mean?

Before detailing challenges and realities in Asia, it is worth taking a close look at the international level to see how international organizations who engage with local government among other partners, such as the International Labour Organization (ILO) and the Canadian International Development Agency (CIDA), define LED in the countries where they operate:

"In appreciating the needs of its citizens it is clear that local authorities must go beyond the provision of services to citizens, in this light LED is a key issue"

M. Samsondesi, Deputy Assistant Negombo

International Labour Organization (ILO)	LED is a **participatory process which encourages social dialogue and public-private partnerships** in a defined geographical area. It enables local stakeholders to jointly design and implement a development strategy which fully exploits local resources and capacities, and makes best use of the area's comparative advantages. This approach does not only focus on economic growth but also on the participation of local citizens and their resources for better employment and higher quality of life.
Canadian International Development Agency (CIDA)	CIDA Local Governance Support Program offers a more contextual definition of LED, defining LED as the **process by which actors within the LGs work collectively with the result that there are improved conditions for economic growth, employment generation and quality of life for all.**

These definitions have a common emphasis on LED as a **multi-stakeholder cooperation** as with the public and private actors for economic development in local areas. Thus, a triple helix of cooperation pursued with the LGs, private actors and the capacity building institutions becomes imperative. Furthermore, the mentioned organizations converge among their LED advocacy discourse emphasizing three major aspects. In terms of input, LED needs collective work involving a partnership between

different stakeholders. During the LED process, local resources have to be at the core in addition to a strategy with a view to build conditions for businesses to flourish. From an output perspective, LED creates jobs, increases incomes and provides local economic growth.

What is important to understand are the enabling conditions for LED so that we can map out the gaps and interventions needed to ensure the successful delivery of LED approaches.

Mayors roundtable and reasons why local governments engage in LED

The benefits of engaging in LED are acknowledged by many local governments, and these directly or indirectly cross into other aspects of governance that bring socio-economic and environmental improvements to communities. Some of these reasons are described in the mayors roundtable and the table below:

Fiscal constraint and Tax collection consideration The more activities take place, the more income is generated. Timptu experienced an easy agreement with owners and communities in order to increase the property tax 100 times more. As land use changed and owners were benefiting from better services, it was seen as an opportunity to increase taxes. Urbanization is a chance for making municipalities' tax- incomes more sustainable.
Inefficiencies of the market in service provision Many local governments lack the provision of even basic services. However, the right connection between a consumer and a producer was shown in the "red lady papaya" project. Cities happen to be important markets where consumers and producers' awareness and commitment to high quality and local production can increase flow of goods and local trade.

Eagerness to jumpstart entrepreneurial activity (governments frequently race to hand out capital)

In tourism, international and national capital flows indicate that opportunities exist and local enterprises need access to the market through credits or other support. Local driven ecotourism is a good example of the wealth created by tourism which can be locally distributed.

Employment opportunities for constituents

Laws for including poor and marginalized have been implemented in India, where local governments employ staff of all casts. Unfortunately, decades after these laws were set in place, interests and clientelism have frequently pushed back transparency and competition in the job market. Municipalities see themselves in a trap, unable to perform, with the entire budget spent on salaries.

Welfare and social security of constituents

The region is still struggling in terms of inequality. Cast, race, religion, gender remain determining factors for access to jobs and remuneration. The Sri Lankan government had built a post-conflict strategy to fight against inequalities.

"If tourism is locally handled 70 %of the wealth remains local, if it is in hands of international chains, it is just inverted. Countries and municipalities need to cooperate for tourism to create more jobs, more wealth, more chains and local clusters.."

- Ms Bernadia Tjadrandewi
Secretary general
UCLG ASPAC

During the Negombo peer learning event, a Mayors' Roundtable was organized in order to discuss LED political implementations. In order to implement LED, Mayors suggested the following elements :

-Provide physical infrastructures

During the Roundtable the topic of post-seismic reconstruction in Nepal appeared. Reconstruction is a key issue for Nepal after the last earthquake. What they did before has changed significantly because of reconstruction programs. Focus is now on the reconstruction of historical monuments, public buildings (hospitals, schools etc.), and private houses. Private houses will be built through a public-private partnership. The new programs will aim at having mixed use infrastructure, where lower levels are

dedicated to commercial activities and the upper levels for living.

-Find a new political perspective

Maldives is a 200 islands archipelago where each island has its own council. Harmonization of laws combined to decentralization allow councils to raise bonds and gain more skills. Maldives have a forum where information can be shared between local councils, and land use planning assistance can be provided – with 120 land use plans. With a view to provide an enabling environment for businesses to flourish, laws were developed by councils with parliamentarians and financial stakeholders.

-Open-up strategies to new initiatives, innovation and creation

Pakistan has recently protected the local government area of governance. LED has been identified as a critical element of democracy. For the first time, 30% of the provincial budget will be allocated to local governments and there has been a special focus on youth for the first time. In addition, SMEDA (Small Medium Enterprise Development Agency), a provincial government initiative has been developed for small loans attribution. At a national level, there is PPAF (Pakistan Poverty Alleviation Fund). The Fund is made up of two parts: one has a development focus dedicated to entrepreneurs and the second is for women providing them soft loans for business development. There are few NGOs providing their support to Government in order to increase the relations with the Civil Society.

-Develop inclusive policies and programs with sectoral focuses

Bhutan is the country initiator of the Gross National Happiness (GNH) taking into account the spiritual, physical, social and environmental health of its citizens and natural

"The major problem for Thimphu is the garbage collection. A recent project as cut down the cost of garbage collection with the help of a private public partnership and an NGO linked to a women's association. The project costs were covered 70% by the private sector and the rest was raised by USD 1 per household which was collected through the electricity billing."

- Mr. Bap Namgay Tshering
Deputy Mayor of Thimphu, Bhutan

"In my city, 120% of the budget is dedicated to pay salaries. The regional government helps out in order not to increase the debt. This means my options for investment are under the minimum."

Ms. Chandrika Chandrakar
Mayor of Durg City , India

environment. This measure has to be added to sustainable development, conservation of the economy, promotion of cultural values and good governance considerations. This GNH influences policies in Bhutan. Analyzing happiness is key to developing policies to sustain happiness. These policies include the development of special support for specific groups (for instance women, farmers and national work force members), as well as focus on regions.

LED initiatives in the Asian context

Implementation of LED activities may vary from the country's economic priority and the resources of its stakeholders. However, in the context of Asia, agriculture and tourism are revealed to be industries that serve as a strength or weakness in LED initiatives and are considered effective areas to increase employment and better distribution of local wealth.

Agribusiness Approach on LED

Economic development of agricultural based economy is greatly anchored in the growth and survival of the agribusiness sectors. Agribusiness plays a crucial role as it absorbs agricultural surpluses and at the same time meets the needs of both the urban and rural populations through its value added activities.

The vertical structure of agribusiness is made up of the following subsystems: input, production, processing, marketing and the support subsystems. The subsystems comprise government agencies, private institutions, and other entities providing support inputs and services to all the other subsystems such as policies and programs, incentives, coordination, financing, marketing assistance, manpower training, technology, logistic, information and others.

Philippines Agribusiness Development (San Jose Onion Farmers)

In the case of the Philippines, policies, programs and services of the National Government Agencies (NGAs) especially for the small and medium enterprises (MSME) provide the necessary triggers for LED. The San Jose Onion farmers' example aims at improving the value chain of onion farmers by gaining a partnership with Jollibee Foods Corporation (JFC). In order to support the initiative, Catholic Relief Service enabled San Jose's onion farmers by introducing them to an entrepreneurial mindset through the Agroenterprise Development (AED) Strategy. Moreover, the National Livelihood Development Corporation (NLDC) provided microcredit service at low interest. With the help of NLDC, farmers who do not have the sufficient amount of financial capital were able to operate. Upon achieving a desirable volume in their production along with the increase in members, these smallholder farmers established the KALASAG Farmers Producer Cooperative.

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Tourism Approach on LED

Tourism has played an important role in the economic development of countries as it introduces an influx of foreign exchange, income, and employment. A model of tourism that best-fits LED efforts is Community-Based Tourism as it has been perceived to maximize socioeconomic gains and minimize negative impacts on the environment. The following example of Thailand helps us to understand the strategy.

Thailand tourism development in Old Town Phuket

In Phuket, Thailand the focus of LED in the area is on tourism which was done through the conservation of the Old Town Phuket. The local government of Phuket, in cooperation with the Department of Public Administration, Ministry of Interior, private sector and the local people living in old Phuket town delivered the program, funded by the German Technical Cooperation. The program aimed at fostering economy in the area, conserving architectural environment, and strengthening the tradition, culture and livelihood. The program includes the awareness campaign of the Old Town through public relations using local media and other income generating tourism activities, such as creation of museums for education, vocational training on indigenous arts and customs, and the investment in a tourist information center. The program resulted in communities in the old town and in downtown becoming proactive in the conservation of the old town as a cultural attraction of Phuket tourism. In fact, the area became a famous tourist attraction, with visitor increasing yearly and generating income for the area.

LED and sustainable enterprises

International development organizations have been promoting such aims, many years prior to the identification and promotion of the SDGs. The ILO has been very influential in promoting decent work, addressing the worst forms of child labor, informality and underemployment in the region. At the same time, ILO and UCLG members and partners, in particular the Association of Canadian Municipalities (FCM) and the Commonwealth forum (CLGF), have been promoting LED initiatives throughout the years. Also, developing "people-centered and sustainable" projects have been part of their considerations. Such aims can be observed to be

align with the SDGs motivations of gaining sustainable enterprises.

Creating an enabling environment for entrepreneurship is one key for success. Institutions and governance systems need more strengthening, in particular labor market institutions. Organizations can be effective tools to establish an “entrepreneurial mind-set” across actors in developing countries

04 FOCUS ON SDG 8

Local Economic Development (LED) as a key area for Local Government learning agenda in SDG 8 implementation

Within the 17 SDGs, several SDGs relate to innovation, services, and economic development. SDG 8 is directly correlated with the understanding of Local Economic Development and decent work.

SDG 8
CREATING DECENT JOBS AND ECONOMIC OPPORTUNITIES FOR EVERYONE

SDG 8 : Promote inclusive and sustainable economic growth, employment and decent work for all.

The promotion of LED is one of the strategies being employed in local areas that are assumed to have big responsibilities in creating opportunities to expand economic growth and address poverty and unemployment.
UCLG has been evidencing throughout the formulation that SDGs need to be localized, as their achievement is not possible without local governments. UCLG and ILO both agree on the major role of local governments in the context of LED:

> *"Further action is needed to foster decent work objectives at the local level. City-to-City Cooperation, within a South-South and Triangular Cooperation framework, provides a productive platform for the identification of common challenges and practical policy transfer, and contributes to building the capacity of municipalities to reach these objectives and to enhance local economic development."*

The International Labour Organization is promoting decent work for all, a key component of SDG 8, both a universal global concern and a key objective to be achieved at the local level, necessitating effective cooperation. In many parts of the world, enormous challenges persist including lack of decent jobs, youth unemployment, child labor, forced labor, discrimination, informality, a lack of workers' rights, gender inequality and inadequate social protection, to name a few.

UCLG assembled some of its partners including the ones that have been working on LED, to share experience and engage in peer-to-peer learning with a focus on SDG 8. This move is seen as a starting point to address broader targets of the goal and the SDGs.

"The key in our cooperation with UCLG is to work on LED with people who have direct local experience and encourage the sharing of good experience among practitioners."

- Pierre Martinot-Lagarde, ILO

Thanks to the workshop and all the tools used such as Mayors' Roundtable or work group discussions, the thoughts and perspectives of participants that highlight the importance of SDG 8 were gathered. In a broad sense, some insights that emerged underlined the needs and considerations at both global and local levels.

In the first case, funding in order to achieve the SDGs is yet to be determined and a benchmark from which to gauge, base monitor and evaluate on are also not yet well-developed.
In the latter case, it is evident that local authorities deem important to consider land-use, the provision of basic services, and the empowerment of civil society and communities (especially women) in their pursuit of, and actions towards LED.

In addition, resilience or the capacity to bounce back from "crisis" such as the disaster experienced by Nepal is viewed to be significant, given that in the aftermath of these disasters, the city's development is set back by several years.

A survey driven by UCLG ASPAC was built around three axes dealing with SDGs: general need assessment, communication need assessment and learning agenda need assessment. The main results are the following:

•**80% have general knowledge about the SDGs**. Most of them know the number of goals (17) and targets (169) but also that the global agenda is built upon the MDGs until 2030.

•The majority perceives that the **SDGs will impact development planning practices, as well as the development of policy objectives and targets of local governments.**

•Main interest is to deepen understanding the relevance between SDGs and local governments. Next is on the actions that can be undertaken to achieve the SDGs.

•**Local leaders are deemed to be the most important target in communicating the SDGs.**

•In relation to SDG 8, overall, the top 2 areas that have on-going projects/ programs on are:

1) **development-oriented policies**, and
2) **youth employment**.

UCLG's basis for focusing on SDG 8 is anchored, on the often cited understanding, that cities are the hub of economic activities and the engines of a country's growth. Indeed, local governments have to deal with issues related to economic development (e.g. employment, working conditions, wage and salary, social protection, etc) on a daily basis. Needless to say, the agency of many local governments are increasingly being stretched to their limits, leaving them overburdened or with an insufficient capability to address challenges closely linked to economic development.

The role of municipalities as employers: Association of Netherlands Municipalities VNG

Several issues regarding economic development were raised by VNG such as the economic crisis, the metropolitan and fringe areas dichotomy, the pressure of social security, youth unemployment, increasing income gap and no effective inclusive labor market.

As a matter of fact, municipalities are directly impacted and are affected by a decreasing central budget; high unemployment rates leading to local deficits; youth social unrest as a consequence of no job perspective; the abandonment of office buildings and industrial estates; and restricted municipal incomes.

The Association of Dutch Municipalities acted towards a Job Plan for an inclusive municipal labor market and the promotion of information, training and the sharing of best practices. In collaboration with the city and University of Utrecht, VNG aims to contribute to the simplification of welfare regulations at a national level. The current welfare system is complex and too bureaucratic. Therefore, VNG and the University of Economics of Utrecht want to carry out research to see if simplified rules for people with social assistance benefits can encourage them to find a paid job more easily. At this stage, the research project is still a proposal. They work for the moment with three other municipalities that have similar plans for an experiment: Tilburg, Groningen and Wageningen. In order to start the project, they need an approval from the National Department of Social Affairs. If the approval would is soon, the research would start at the end of 2016.

The role of associations: South African approach
Small Town Regeneration to unlock rural economies

South African small towns are where almost 50% of the national population lives and two thirds in some Provinces. People represent both potential and opportunities. Where the population is, projects have to be developed. Many Provincial and National government efforts are already oriented towards Small Town Regeneration and rural development.

Nevertheless, those initiatives are heterogeneous and do not have a single and logical framework for effective Small Town Regeneration. In order to achieve a STR project, several conditions and elements are necessary such as a National and Regional alignment; community engagement; assessment, vision and strategy development; business planning and feasibility studies; project establishment; funding; implementation and monitoring.

The South African Local Government Association (SALGA) wants to facilitate the implementation of a consolidated framework engaging National and Provincial role players.

Moreover, SALGA aims to create a working model for small towns, rural nodes and township regeneration. SALGA makes great efforts to provide training support and a vision orientation for existing STR projects. They are also committed with chambers to ease the definition of the private sector role and leveraging support.
The success of STR projects relies on the facilitation style, the self-identification of opportunities and problems, good communication and sharing information, the consideration of viable solutions and the evaluation of feasibilities.

05 KEY LESSONS LEARNED

LGAs expectations regarding SDGs from group work

Several capacity needs were identified during the peer learning event. This is an important outcome considered as a basis for developing future actions.

Additionally, the rapid need assessment provides an initial look on the position of local governments (LGs) and local government associations (LGAs) on the SDGs. In order to move forward in achieving these goals, LGs and LGAs should first of all start to receive and build their knowledge on the SDGs. UCLG and its partners may build upon these results in congruency with the other lessons and outcomes mined from the learning event.

The results highlighted below are noteworthy for planning and succeeding in learning programs:

Knowledge of local governments and local government associations about the SDGs remains general and broad. The SDGs are a good umbrella for the learning agenda, and also for communication and lobbying between UCLG ASPAC, local government associations and cities.

The learning needs of associations refer more to soft skills, such as facilitation, partnership strategies or platform building, while the learning interest expressed by cities is more thematic: issues related to urban management, such as transport, LED service units, taxing and planning to name a few.

Joint learning events between cities, associations, regional and national governments are seen as powerful opportunities to adjust and design policies to effectively address SDGs at all levels. Learning formats that may be most suitable for local governments / local government associations are through peer-to-peer learning field visits, action plan development, and seminar or technical workshops.

Communication needs should be carefully considered. Among others, respondents answered that the most important target should be local leaders, that an effective way to communicate the SDGs is through the sharing of practices (ex. Publication), and that a key interest is on understanding the relevance between the SDGs and local governments / associations.

"The UCLG Learning Agenda offers a space to test new ideas and methodologies and develop learning spheres and communities of practice to address the specific interests of our members. UCLG has only started to translate the SDGs into a learning process and considers edutainment and gamification as good tools for this." **Sara Hoeflich**

LGs and Real life lessons from Village Role Play Smile Urbo

Participants of the workshop immersed in sessions that deepened their understanding of LED. The Village Role Play Smile Urbo simulated a village council taking decisions on private investment environment and cultural strategies. The participants were council members, investors, advisors and received indications of personal interests involved in decisions on future development options.

After the evaluation of the Village Role Play, the following lessons were raised by participants as important and applicable in real life:

Resource management is vital in the implementation of the SDGs. In the case of local governments, for example, limited resources must be maximized and priorities must be set in order to effectively address the needs of the community.

Decision-making must be based on statistics and indicators. These should be linked with the objectives and desired outcomes.

Transparency is critical for decision-making. Interest of private or community actors are often not openly laid out or discussed in council meetings of the municipalities.

Good governance entails the active participation of various stakeholders. Different stakeholders need to cooperate and collaborate to achieve greater gains. For example, to achieve the SDGs, local government can engage external stakeholders such as investors or the private sector.

1. The event gathered the ground knowledge of participants from different countries, **serving as the starting point for exchange** and which enriched the discussions.

2. **Knowledge:** Unifying participants' knowledge and different understanding regarding SDGs and LED concepts is very challenging in the Asian region due to differences in status, preparation, and understanding of local governments.

3. **Good coordination by UCLG ASPAC, with the support of UCLG, SALGA, MILE** – this ensured the consistency and link between the different interventions and sessions, and the main objectives of the event

4. **Group work:** Participants appreciate time devoted to bottom-up learning and knowledge exchange. A mapping of local expertise could improve the potential for peer-to-peer matches.

5. We can highlight here **that working together in groups and on a given challenge also create a great space for sharing the local expertise** of each participant, while competing with other groups raises motivation. This also helps to ensure bottom-up learning processes and knowledge exchange.

6. The challenge to **convert difficult issues of policy-making into edutainment process,** is extremely innovative and uneasy, however for the UCLG it might be a path to explore in the future, to make the events and workshops even more effective and to keep being a point of reference for the global community of local authorities.

Participants' feedback for the UCLG learning agenda

06 THE WAY FORWARD

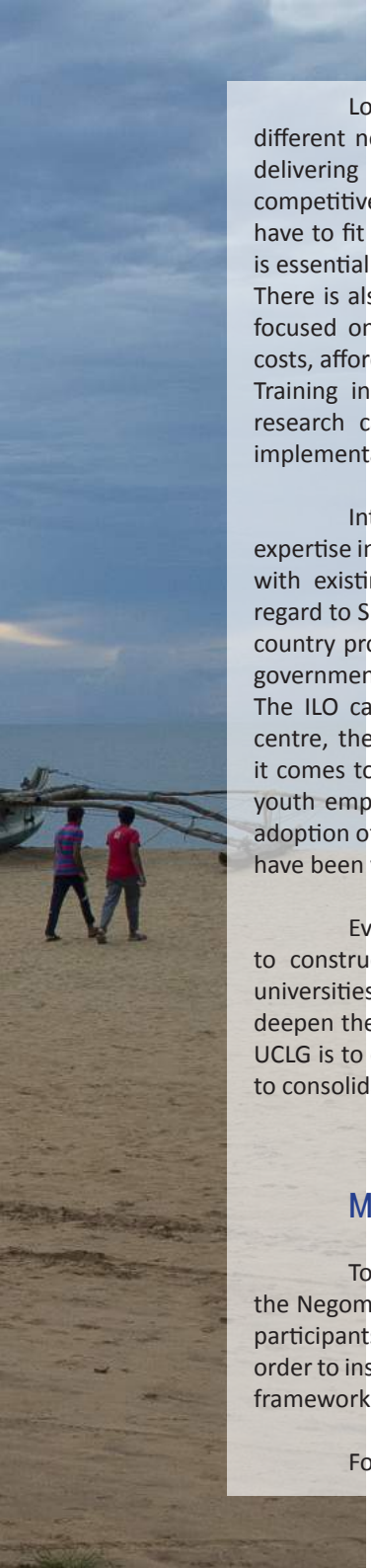
Toward an SDG Learning Agenda with a focus on South-South and Triangular Cooperation

The cities are the place where the SDG agenda is implemented and becomes tangible for the citizens. Local leaders should learn to improve on their responsibilities and practices. Local authorities need to acknowledge and include the SDGs in their development plans. Local government associations should also rely on these plans. The SDGs implementation plans must reflect prioritization with due consideration of existing national and local plans.

In order to implement the practice, for example the issue of LED -with specific local policy, socio-economic and spatial considerations- would require close collaboration with local stakeholders including, but not limited to, community based organizations, social partners (workers and employers organizations), local businesses, inter-sphere government stakeholders, academia and thought leaders.

With a view to help local governments to localize and mainstream the SDG targets into their development agenda, UCLG ASPAC and partners together the peer learning event in Negombo to align capacity building and SDGs. A clear pattern emerges between the roles of local governments, how they interpret their mandate and their general capacities to achieve policy and service delivery objectives of their locality. While there is a distinction between what locally elected officials need to know in order to lead LED and what capacity a municipality must have in order to drive LED, it is clear that elected leaders must have a high level understanding of all matters that relate to local economic development and decent work if only to be able to interpret their role and push the boundaries of their influence in response to SDG8.

There are generic learning needs related to SDGs and LED, and there are those specific to the content issue of LED. Both are important for local leaders to understand and execute their role in supporting LED in the context of the SDG8. A need assessment on capacities undertaken trough group work revealed that local governments associations and cities have different expectations. LGAs are looking for soft skills related to communication, lobbying and advocacy, monitoring but also networking while cities are more oriented towards hard skills. In fact, they are action-oriented and want more thematic training and tools with a view to solve concrete problems. LGAs also feel the need to be trained as trainers, and need to deepen their knowledge about SDGs and opportunities to develop cooperation.



Local governments and local government associations have different needs and expectations while capacity building institutions, delivering services primarily to local government, are part of a competitive and changing environment. The new learning agenda will have to fit these differences and strategies will have to be adapted. It is essential to have training conducted by cities and local governments. There is also a clear advantage to be gained in developing an agenda focused on peer-to-peer and city-to-city cooperation. At reasonable costs, affordable and innovative solutions can be identified and shared. Training institutes and universities, having developed teaching and research capacities, can ensure stability and sustainability for the implementation of the strategy.

International partners, such as the ILO, can offer their expertise in a wide range of area. The learning agenda has to be aligned with existing development framework and opportunities, and with regard to SDG8 a special mention is to be made regarding decent work country programs which are elaborated in close cooperation between governments, workers and employers organisations.
The ILO can help to assist in developing these linkages. Its training centre, the Turin Training Centre, is also an important partner when it comes to numerous decent work issues, and more specifically, LED, youth employment, child labor and social dialogue. Finally, since the adoption of its SSTC strategy, the ILO has accumulated capacities which have been very useful in engaging C2C peer learning exchanges.

Even if training delivered by cities is essential, it is necessary to construct collaborative networks among other training centres, universities, and even private actors as well as international partners to deepen the issue and diversify the solutions. In this regard, the role of UCLG is to expand the learning network, and UCLG world secretariat is to consolidate the network.

Methodological recommendations

To fill the gaps and challenges that were addressed during the Negombo peer learning event, UCLG and UCLG ASPAC will provide participants a list of support documents (upstream to the event) in order to insure that all will have a clear understanding of the conceptual framework.

For local government associations and training centres,

facilitation and coordination skills are crucial, and there is no better way than learning by doing. In the stream of the learning agenda, UCLG will provide key methodological lessons from the Negombo peer learning event including simple design, storytelling, edutainment and gamification, feedback and reports, to mention a few.

Concrete steps for the follow-up

As part of the South South and Triangular Cooperation a connection between the Federation of Sri Lankan Local Government Authorities (FSLGA) and the Municipal Institute of Learning (MILE) has emerged. Soon, a concrete action related to LED will be organized in South Africa by MILE (and SALGA South African Local Government Authorities) with FSLGA presence and participation. UCLG and ILO will support this learning; the roles are still to be defined.

Many issues emerged as relevant and worth exploring. Sri Lanka local and national governments have experienced important changes. Local and national governments developed new responses related to post conflict, and also the disaster recovery after the Tsunami that hit Southern Asia in 2005. This paved the way to more diversity and forward thinking solutions, which can be references for the ILO and UCLG agenda in the future.

ANNEX

Participants' declaration and commitment to include LED in their local plan

In acknowledging that Local Authorities and their Associations play a hands on role in the International Development Agenda, and mindful of the recently adopted Sustainable Development Goals, the Sendai Framework for Disaster Risk Reduction and the preparatory process towards the Habitat III Summit, the participants of the 2015 Regional Workshop on SDG Learning Agenda in the context of Local Government in the context of SSTC hereby wish to note the following:

1. That Sustainable Development Goals (SDG's) must form part of the strategic and local development plans of both Local Authorities and Local Government Associations. These plans should be driven by a multi-sector and multi stakeholder approach which must include 'grassroots' level engagement ideally with the involvement of the Community, Business Community, Civil Society Organization and social partners. SDG implementation plans must reflect prioritization with due consideration of Local, Provincial, National plans where appropriate.

2. Local Authorities and Local Government Associations have an important role to play in Local Economic Development, Productive Employment and Decent Work for all in their respective localities. To play an effective role to achieve localized development, Local Authorities and Local Government Associations must understand their role in relation to Local Economic Development, Productive Employment and Decent work and build their capacity to engage with a range of methods, bodies of knowledge and multiple stakeholders.

3. In achieving the SDG's generally and goal 8 in particular (Promote Sustained, Inclusive and Sustainable Economic Growth Full and Productive Employment and Decent Work For All) collaboration and networks between Local Authorities, their Associations and National Government institutions are critical. Participants commit to working through established or emerging Peer to Peer and/or South South Triangular Cooperation frameworks to build a body of knowledge and practice between learning partners with the aim of building on existing good practice and support each other through ongoing learning and sharing.

4. To chart a path for collaboration and network there should be territorial planning and management of Local Economic Development through cooperation and better coordination between Cities and their surrounding local governments, the private sector, social partners and all relevant actors to help strengthen their economic base and support complementarities.

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