



Desk Review on The Governance and Structure of Local Government Associations

An International Comparison of Different Association Models

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The study was conducted through a desk review of LGAs. It did not include any field research or formal interviews with representatives and staff of the LGAs. Materials used in the preparation of the case studies came mostly from internal sources at FCM and communications by email with staff from the various LGAs, with additional references which are listed in the bibliography.

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List of Acronyms

(The names of Local Government Associations studied in this report are in **bold**)

ACVN	Association of Cities of Vietnam
ACOBOL	Association of Women Mayors and Councilors of Bolivia
ADEKSI	Association of Indonesian City Councils
ADKASI	Association of Indonesian District Councils
APEKSI	Association of Indonesia City Governments
APKASI	Association of Indonesia District Governments
ALAT	Association of Local Authorities of Tanzania
FAM Bolivia	Federation of Municipal Associations of Bolivia
FKKA	Communication for of Local Governments and Legislatures of Aceh (Indonesia)
FCM	Federation of Canadian Municipalities
FQM	Fédération québécoise des municipalités (<i>Quebec Federation of municipalities</i>) (Canada)
LBP	Liga ng mga Barangay / League of Barangays of the Philippines
LCP	League of Cities of the Philippines
LMP	League of Municipalities of the Philippines
MLT	National Municipal League of Thailand
UBCM	Union of British Columbia Municipalities (Canada)
ULAP	Union of Local Authorities of the Philippines
UMQ	Union des municipalités du Québec (<i>Union of municipalities of Quebec</i>) (Canada)
UNDP	United Nations Development Program

Executive Summary

This Desk Review has been prepared for the National League of Communes/Sangkats of Cambodia (NLC/S), under the UNDP administered project of Democratic and Decentralized Local Governance project (DDLG). Its purpose is to provide a comparison between a number of Local Government Associations (LGAs) representing single-tier and multi-tier local governments to analyze the advantages and disadvantages of the various models, including from the perspective of local governments (members), Central Government and other stakeholders (citizens, political parties, civil society, other LGAs, etc.). The most important aspect of the desk review comprises the comparison and analysis of the structure, systems and procedures of various LGAs around the world.

At the end of July 2010, our team at FCM International was mandated to conduct this assignment. The Federation of Canadian Municipalities (FCM) –Canada’s municipal sector association– was founded in 1901 and has more than one hundred years of experience. FCM has 23 years of experience managing international development projects in the municipal sector, including providing technical assistance to hundreds of municipal elected officials and staff, and contributing to strengthen their associations in over 40 countries worldwide.

In light of the questions posed by NLC/S and UNDP-DDLG, our study group proposed a total of 9 cases taken from 6 different countries. FCM has worked for several years with partners from the countries proposed for this desk study: Bolivia (since 2002), Indonesia (since 2006), Philippines (since 1993), Tanzania (since 2002) and Vietnam (since 1998). In addition to these examples from the developing world, we also propose to use FCM and UMQ, an LGA from the province of Quebec, Canada as case studies to exemplify certain aspects of the functions and dynamics of various models of LGAs.

Section 2 of this report presents an analysis of the three models that emerged from examining the 9 associations representing single-tier or multi-tier local governments. The section describes the context in which each LGA operates and studies the advantages and drawbacks of each model.

Section 3 proposes a comparative analysis of the structures, systems and procedures of the LGAs reviewed through this study. It draws a number of insights from the different cases. We then proceed with reviewing each of the questions pertaining to the governance of LGAs, which were requested by NLC/S and UNDP-DDLG.

Section 4 introduces the series of LGA corporate documents provided in Annex 2. Section 5 presents the list of references used in the preparation of the case studies. Section 6 provides an extensive annotated bibliography of publications and titles discussing the role and development of local government associations.

Finally, two annexes have been included in this report:

- Annex 1, which presents each of the country cases in alphabetical order. Each case study is divided into two sub-sections (or three, when more than one LGA is studied). First, an overview of the country political context and of the main activities and services of each association of local governments is presented. This is followed by a discussion on the advantages and disadvantages of the arrangements presented for each group of stakeholders outlined above. Second, the case study presents a detailed description of the organization and governance of each LGA. This material is organized along the structure proposed by NLC/S and UNDP-DDLG, which corresponds to the nine issues listed in section 3.
- Annex 2 includes all the LGA corporate documents that were accessible to us in the conduct of this research; which can serve as examples for NLC/S.

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1. Introduction

In the process of preparing its Strategic Plan for the period 2010-2015, the National League of Communes/Sangkats of Cambodia (NLC/S) sought examples of LGA modalities that incorporate members from different tiers of sub-national government. At the heart of this question is a reflection to pursue the development of NLC/S to extend the best possible services to its membership, which includes contributing to ensure that the role and capacities of communes and sangkats be strengthened within the local government sector.

FCM International was selected to undertake a study to provide internationally inspired options to assist NLC/S with the restructuring of its institutional strategy and organizational set-up. Being in regular communications with over 25 LGAs from Asia, Latin America and Africa, as well as with all Canadian provincial and territorial LGAs, and numerous associations from Europe and the United States, FCM International tried to identify LGAs that could provide useful and pertinent information for the study. The following countries and some of their LGAs were selected (with number of years of FCM's involvement): **Bolivia** (8 years), **Indonesia** (4 years), **Philippines** (17 years), **Tanzania** (8 years) and **Vietnam** (12 years).

This desk review focuses on two main issues. First it compares integrated LGAs that represent multi-tiers of local governments with other LGAs that represent only one tier of sub-national governments and provides an analysis of the advantages and disadvantages of the various models that emerged from examining the nine Local Government Associations (LGAs) selected for this study and the context in which they operate.

Secondly, and most importantly, the study then provides an analysis of the structures, systems and procedures of those Local Government Associations (LGAs), highlighting the features and practices that seem the most promising in terms of guaranteeing the well-functioning of an LGA.

The selection of LGAs was done taking into account the interest for NLC/S to learn about various models and practices. Cases of single national associations include Tanzania and Bolivia. In other countries we selected, there are multiple national LGAs. This provided an opportunity, within this study, to deepen the analysis of various arrangements and dynamics. Two cases were selected in Indonesia (one national-level LGA, and one at the provincial level) and in the Philippines (a national LGA and an umbrella LGA regrouping multiple national LGAs). Finally, we also refer to FCM (Canada's national LGA) and an LGA from the Province of Quebec (Canada) to exemplify certain aspects of the functions and dynamics of LGAs. **In total, this study proposes 9 cases, taken from these 6 countries.** They are as follow:

- i) Federation of Municipal Associations of Bolivia (**FAM-Bolivia**)
- ii) Federation of Canadian Municipalities (**FCM**)
- iii) Union des Municipalités du Québec (**UMQ**) [Union of Quebec Municipalities]
- iv) Association of Indonesian District Councils (**ADKASI**)
- v) Communication Forum of Local Governments and Legislatures of Aceh (**Forum KKA**)
- vi) League of Municipalities of the Philippines (**LMP**)
- vii) United of Local Authorities of the Philippines (**ULAP**)
- viii) Association of Local Authorities of Tanzania (**ALAT**)
- ix) Association of Cities of Vietnam (**ACVN**)

LGAs differ significantly from one country to the next. Their roles and intrinsic nature depend on factors such as the state of decentralization, the capacities and resources of local governments, geography, political systems, etc. For that reason, the study also includes a series of case studies, which can be found in Annex 1. Each case study includes an extensive introduction that discusses the country context, as well as one or two LGA cases, which were selected to provide models or features we thought would be of interest to NLC/S, its members, and other stakeholders involved in developing the municipal sector in Cambodia.

Except for the Union of Local Authorities of the Philippines (ULAP), FCM has extensive experience in working with all LGAs presented in this study. This includes a wide range of international programming aiming to support capacity development of local governments and their associations, and involves direct contact and often long-time relationships (and friendships) with officials and staff from these institutions and associations. In that capacity, we also had access to extensive (non-confidential) corporate material from our partner associations which is presented in this desk review, and much of which has been put in the annex. In the case of ULAP, Atty Monina Camacho, Executive Director, has been very supportive of our effort and provided us with all the material required to describe her organization. In response to the comments received from the NLC/S and UNDP-DDLG on the first draft of this report, all LGAs and two local consultants were also contacted a second time so we could get some supplementary information in an effort to fill in information gaps as much as possible.

The report is completed with an extensive bibliography of titles available on the theme of LGAs and association capacity building; and a comprehensive annex of LGA corporate documents.

2. Pros and cons of different models of LGAs

The nine local government associations presented in this study represent a wide variety of associative models which have evolved in quite diverse geo-political contexts (the case studies presented in Annex 1 provide a snapshot of the political context and the structure of each of the 9 LGAs examined in this study). The political context in which each of these associations is working, the geography they need to cover, the level of decentralization in the country are all factors which have a very significant influence on the way these LGAs operate and on the structures they have chosen to adopt. Comparisons and conclusions cannot always easily be made, given the number of variables affecting the LGAs, but the study certainly tries to highlight some interesting models and practices to be considered by NLC/S.

This section provides a brief discussion on the main roles these LGAs play and a comparative analysis of the advantages and drawbacks of the three categories of LGAs that emerges in terms of structure.

Main roles played by LGAs

While most LGAs, especially the more established ones, have been conferred a variety of roles and responsibilities to respond to the needs of their members, it is clear that their core mandate is to represent and defend the interests of their members with a higher order of government (provincial or central government), requiring them to have adequate capacity for research, policy development and advocacy. All LGAs also provide a number of services to their members: technical/legal information and research services, training, management of projects, financial services, bulk purchasing of goods and services, as well as other services to members. These services seem to have been developed over time to respond to needs identified by members, ensuring the relevance of the LGA with its membership (and sometimes as a means to attract members who might otherwise adhere to a competing LGA). These services sometimes provide an added source of revenues for LGAs, contributing to their financial sustainability. As an example, only 40% of the UMQ's revenues come from membership dues – their (paying) services to members are very well-developed and contribute the other 60%. Likewise, the intent of the Mayors' Development Centre created by LMP is to centralize the training services required by members while eventually developing an added source of revenues for LMP.

Effective communication with members is also one of the key LGA responsibilities, ensuring that they have up-to-date information on key issues being discussed with central/provincial government and on actions being taken by their LGA. Most LGAs have established standard ways of communicating with their members through newsletters, websites, email/mail and regular events. FAM-Bolivia also operates a radio station to reach out to its members and to the public. It is interesting to note that many of the 9 LGAs have started to put an increasing emphasis on knowledge sharing and are taking steps to situate themselves as centers of knowledge for their members, taking responsibility for identifying and disseminating good practices among members through a variety of events (annual conference, seminars, conferences), web-based best practices databases and webinars (web-based interactive seminars).

Finally, most LGAs have established bilateral or multilateral relations with other LGAs and international organizations (often through their externally-funded project work, but in some cases using their own budget), linking their members to the global discussions on decentralization, on the effect of the economic downturn on local authorities, on the role of local governments in local development, etc.

The table below provides a summary of the type of services provided by the 9 LGAs examined in the study:

LGA	Policy Development and Advocacy	Examples of Services to members	Sharing of knowledge and information	Other
FAM-Bolivia	Core mandate is to represent the interests of municipal governments and to influence local and national policies	<ul style="list-style-type: none"> - Management of externally-funded (GESPRO, FOCAM, SADEL) and directly funded (Green Municipal Funds) projects. - Municipal consultation line free of charge. 	<ul style="list-style-type: none"> - Website - Radio station - Web-based knowledge management database 	<ul style="list-style-type: none"> - Actively promotes the development of an entrepreneurial culture in Bolivia - Bilateral and multilateral relations with LGAs in other countries, regional networks and international organizations
FCM	Core mandate is to represent the interests of municipalities on policy and program matters that fall within federal jurisdiction	Management of domestic and international programs that benefit members	<ul style="list-style-type: none"> - E-bulletins & Email updates - Magazine - Website - Webinars - Workshops/conferences 	<ul style="list-style-type: none"> - Bilateral ad multilateral relations with LGAs in other countries and global networks
UMQ	Core mandate is to represent the interests of member municipalities with the provincial government of Quebec and to promote their role in the social and economic development of that province	<ul style="list-style-type: none"> - Purchasing of goods and services at discounted prices (de-icing salts, fuel, courier services, lease of equipment, etc) - Financial services, including short-term loans and investments, insurance, etc. - Training programs for elected officials 	<ul style="list-style-type: none"> - Website - Daily e-bulletin - Magazine - Workshops/ conferences 	<ul style="list-style-type: none"> - Bilateral ad multilateral relations with LGAs in other countries and global networks
ADKASI	Core mandate is to represent all Indonesian district legislatures and advocate to the national government for policies and regulations adapted to their needs.	See Learning Centre	<ul style="list-style-type: none"> - Newsletter - Website - Annual conference 	Learning Centre – ADKASI offers paying capacity development services to its members through seminars, workshops, training programs, etc.
Forum KKA	Core mandate is to represent the interests of the cities and districts (including executive and legislative organs) with the Aceh Province.	Training programs (through externally-funded projects)	<ul style="list-style-type: none"> - Newsletter - Annual conference 	n/a
LMP	Core mandate is to assist the national government in the formulation and implementation of the policies, programs and projects affecting municipalities as a whole and to promote local autonomy at the municipal level	Mayors Development Centre	<ul style="list-style-type: none"> - Database of resolutions - Website - Newsletter - Annual conference and seminars for knowledge sharing 	<ul style="list-style-type: none"> - Mayors' Development Centre – provides paying capacity development programs to members (using champion mayors as resource persons), documents and disseminates good practices. - Bilateral ad multilateral relations with LGAs in other countries and global networks
ULAP	Core mandate is to represent all the leagues of local government in the Philippines and the leagues/federations of local government officials (both elected and appointed) with central government, to promote local autonomy and to serve as a resource	Legal services (opinions and advice) provided to the members	<ul style="list-style-type: none"> - Website (under construction) 	n/a

	of LG information and knowledge.			
ALAT	Core mandate is to promote and protect local government interests with central government	Training, expert advice, knowledge and information dissemination, implementation of the Local Government Reform Programme with central government.	<ul style="list-style-type: none"> - Website - Newsletter - Annual conference 	- Bilateral ad multilateral relations with LGAs in other countries and global networks
ACVN	Core mandate is not specifically related to policy and advocacy but "to create a network for mutual support and experience exchanges in state management and economic development in cities".	<ul style="list-style-type: none"> - Seminars, workshops and training courses - Research - Management of international projects involving members 	<ul style="list-style-type: none"> - Website - Newsletter - Annual conference and knowledge sharing events 	- Bilateral ad multilateral relations with LGAs in other countries and global networks

While many of the services provided by LGAs are fairly standard right across the nine cases, there are a few approaches that, in terms of financial sustainability, might be of interest to NLC/S. Two Asian LGAs, LMP and ADKASI have set up centres to respond the training needs of members and that can also generate revenues for the LGAs (members pay fees for the training programs and profits generated are to be used to sustain the LGAs). Another interesting approach developed by UMQ is the bulk purchasing of goods and services (such as de-icing salts, fuel, equipment, etc), which significantly reduces costs for local governments. UMQ retains a small percentage of the purchases, which in the end represents about 60% of its total annual revenues.

Advantages and drawbacks of the various models

LGAs operate in fairly complex political environments, which vary quite drastically from country to country and which makes it difficult to draw models and conclusions. For the purpose of this study we have regrouped the 9 LGAs in three broad categories: LGAs which represent single tier local governments, LGAs which represent multi-tier local government and federations of LGAs.

In reviewing documents from the 9 LGAs, it became clear that the terminology used to describe local government and associations is quite varied and can lead to confusion. Before getting into the discussion on the advantages and drawbacks of various models of LGAs, we would like to provide a few definitions so the readers are clear on how we categorized the models. The membership of LGAs is typically made out of one of two types of local governments:

- 1) single-tier LGs, which are usually responsible for the full range of local services within a defined geographic boundary;
- 2) two-tier or multi-tiers LGs, which are upper-tier governing body (usually region, district, metropolitan area) encompassing a fairly large geographic area and lower-tier local governments (including towns, villages, townships, baranguays, communes, etc.) and which typically provide region-wide services (such as emergency services, land use planning, etc) characterized by economies of scale.

The study does not refer to LGAs as being one-tier or multi-tier because as institutions they are not structured that way. We therefore will refer to them as either "associations of one-tier LGs" or "associations of two- or multi-tier LGs".

Three broad categories or models are emerging from the analysis of the 9 LGAs, and some of those models operate as single LGAs within their country/province, while others have to maneuver in a national landscape that is sometimes crowded with a number of other LGAs.

The table below presents those broad categories of LGAs as well as some of the advantages and drawbacks of each model that were derived from the 9 LGAs. Some lessons and options are offered after the table. We must stress though that this analysis only shows LGAs from one dimension (tiers of LGs) while several other factors (geography covered by LGA, degree of decentralization in the country, large-small cities, etc) also need to be taken into consideration in weighing options for change for NLC/S. The next sections deal with the structure of LGAs and do highlight some of those factors.

	National/Provincial Context	Cases	Advantages / Drawbacks for	
			Local Governments	Central/Provincial Government
Associations of one-tier local governments (homogenous membership)	Only one association exists nationally (or provincially)	FKKA ACVN ALAT	<u>Advantages:</u> <ul style="list-style-type: none"> - Members more readily identify with issues and policies put forward by LGA - Comparatively easier to get consensus from membership on policy and advocacy issues - One voice, one position in advocacy work with upper orders of government – better potential for strong political power - Members have a lot in common in terms of issues, which makes organization of member services easier <u>Drawbacks:</u> <ul style="list-style-type: none"> - Other tiers of government not represented by the LGA might strive for representation – potentially leading to the creation of other LGAs or to existing LGA having to adapt and change its mandate - In the case of provincial LGAs, LGs have to pay dues and contribute to more than one LGA (ex: FKKA). 	<u>Advantages:</u> <ul style="list-style-type: none"> - More efficient way of dealing with local government sector because there is only one actor to interact with - Unified messaging and demands from the Local Governments - The LGA can offer a good potential to channel programs and resources supporting all local governments - LGs more likely to collaborate together, which benefits everybody. <u>Drawbacks:</u> <ul style="list-style-type: none"> - Voice of LGs from other tiers existing in the country may not be heard, potentially leading to unintentionally biased decisions from central government
	Multiple national associations co-exist, representing specific segments within the local government sector	LMP ADKASI	<u>Advantages:</u> <ul style="list-style-type: none"> - Members more readily identify with policies and programs put forward by their LGA, which focuses on their own issues, not those of other tiers (ex.: provinces versus municipalities) or segments (ex.: cities versus municipalities; executives versus councils) - Comparatively easier to get consensus from membership on policy and advocacy issues - Members have a lot in common in terms of issues, which makes organization of member services easier <u>Drawbacks:</u> <ul style="list-style-type: none"> - Fosters a certain division in the LG sector and reinforces tension between LG bodies - No formal structure to articulate joint positions(e.g. LGs speak multiple voices, through diverse associations) - LGA needs to invest time in positioning itself with other LGAs on certain issues if it wants to be successful in its advocacy - Policy positions taken may be weakened by diverging positions taken by other LGAs - National government may divide LGAs and make own decisions, not necessarily reflecting the needs of LGs - Getting national government’s attention might be challenging, especially for LGAs representing the lower tiers of LGs - Services and knowledge developed by LGAs are likely to benefit 	<u>Advantages:</u> <ul style="list-style-type: none"> - Plurality of views heard by national government - Awareness of distinct issues and demands from various tiers of LGs which need to be addressed - Might be easier to push central government positions because of division of views within LG sector - LGA offer a good channel to cater to a specific segment of LGs’ needs and issues <u>Drawbacks:</u> <ul style="list-style-type: none"> - More effort and time required to deal with contentious issues when dealing with many LGAs - The arrangement may contribute to reinforce tensions and differences between LGs, instead of favoring a climate of collaboration - LGAs don’t offer an easy channel to reach all LGs in the country

	National/Provincial Context	Cases	Advantages / Drawbacks for	
			Local Governments	Central/Provincial Government
			<p>only one segment of the LG sector</p> <ul style="list-style-type: none"> - Inefficient use of resources as different LGAs might be working on the same issues without knowing - LGs may have to pay dues and contribute to more than one LGA (ex: ADKASI). 	
<p>Associations of multi-tiers local governments</p> <p>(heterogeneous membership)</p>	<p>One national association represents different tiers of local governments</p>	FCM	<p><u>Advantages:</u></p> <ul style="list-style-type: none"> - One voice, one position in advocacy work with upper orders of government makes gain more likely for members - Can more easily gather public support on issues as messages are clear and unify the whole LG sector - Collaboration of LGs through the LGA can ease tensions and differences between different types of LGs - High number of LG members can present good business opportunities to fund LGA operations <p><u>Drawbacks:</u></p> <ul style="list-style-type: none"> - Various tiers of local government may have different needs or positions on issues, requiring the LGA to have processes and approaches in place that are conducive to consensus building. - Requires more members' management efforts - Risk of conflicts within membership - LGs may have to pay dues and contribute to more than one LGA (ex: FCM for national issues; UMQ/FQM for provincial-level). 	<p><u>Advantages:</u></p> <ul style="list-style-type: none"> - More efficient way of dealing with local government sector – only one actor to interact with - Less effort required to arbitrate between differing views of various tiers of LGs - The LGA can offer a good potential to channel programs and resources supporting all local governments - LGs more likely to collaborate together, which benefits everybody. <p><u>Drawbacks:</u></p> <ul style="list-style-type: none"> - Political power of LGA can be challenging to deal with, especially when campaigns are used to rally public support on issues
	<p>Multiple associations co-exist in the country/province (with similar/overlapping membership)</p>	UMQ	<p><u>Advantages:</u></p> <ul style="list-style-type: none"> - Plurality of LGs' views considered before policies are put forward - More solid understanding and appreciation for challenges met by various tiers of government - Collaboration of LGs through the LGA can ease tensions and differences between different types of LGs - LGs can chose the LGA they find more relevant or effective; which in turns can be an incentive for LGAs to develop good services for members to attract them <p><u>Drawbacks:</u></p> <ul style="list-style-type: none"> - Various tiers of local government may have conflicting needs or positions on issues, requiring the LGA to have processes and approaches in place that are conducive to consensus building. - More time and energy may be required for member recruitment and retention 	<p><u>Advantages:</u></p> <ul style="list-style-type: none"> - Awareness of distinct issues and plurality of views and demands from various tiers of LGs which need to be addressed <p><u>Drawbacks:</u></p> <ul style="list-style-type: none"> - More effort and time required to deal with contentious issues when dealing with many LGAs - LGAs don't offer an easy channel to reach all LGs in the country

	National/Provincial Context	Cases	Advantages / Drawbacks for	
			Local Governments	Central/Provincial Government
			<ul style="list-style-type: none"> - Risk of conflicts within membership - May have to compete with other associations for central government's attention 	
Federation model (association of associations)	Federation of associations of local governments and elected officials (mayors, etc)	ULAP FAM-Bolivia	<u>Advantages:</u> <ul style="list-style-type: none"> - Provides a forum through which the whole government sector in a country can be engaged - One voice, one position in advocacy work with central government - Member LGA can access services (legal, etc) at lower costs (economy of scale) and benefit from wide range of experience through knowledge sharing - Enables collaboration across different tiers or segments of LGs <u>Drawbacks:</u> <ul style="list-style-type: none"> - Can be more costly – dues must support two infrastructures (secretariat, staff) - LGs might feel removed from actions taken by the federation (as opposed to their own LGA) - One LGA member might try to exert more influence over the others - Potential for conflict needs to be managed by LGA - Might be challenging at times to reconcile the needs and demands of institutions (LGs) with that of individuals (elected officials) 	<u>Advantages:</u> <ul style="list-style-type: none"> - More efficient way of dealing with local government sector – only one actor to interact with - Central government does not have to arbitrate between differing views - LGs more likely to collaborate together, which benefits everybody. <u>Drawbacks:</u> <ul style="list-style-type: none"> - Political power of federation can be challenging to deal with, especially when they present positions that are popular with the public

In reviewing the 9 case studies we found no instance of any formal form of engagement with other types of stakeholders such as civil society, political parties or citizens, although it is clear all LGAs connect informally with these actors on a regular basis, especially during advocacy campaigns when they try to build support for specific positions or policies that they are putting forward. This is done through media, meetings and more often than not personal contacts (especially when it comes to political parties). As such, it doesn't appear possible to do an analysis of the advantages and disadvantages of each model from the point of view of other stakeholders than members and national/provincial governments.

In countries where many LGAs co-exist, the dialogue between them seems to take place in two ways: 1) through an umbrella organization which represents a group of LGAs nationally, and manages the interaction between its members (such as with ULAP and FAM-Bolivia) or 2) through issue-based discussions and meetings when all LGs, irrespective of their tier or other characteristics, are affected by a central government policy or directive and decide to unite their voice to lobby for changes (as with Indonesian LGAs lobbying for the right of all LGs to pay membership dues to their LGAs). There appears to be no formal mechanism in place for these LGAs to come together on a regular basis.

3. Structure, systems and procedures of various types of LGAs

At the heart of this desk study was the intent to gather information and provide concrete examples of structures, systems and procedures used by specific associations of local governments, which can serve as references for the National League of Communes/Sangkats of Cambodia. NLC/S and UNDP-DDLG requested 9 questions, or topics, be covered by the desk review. That framework was used to organize the content of each of the case studies presented in Annex 1. In this section, we will examine each topic in a comparative perspective to generate appropriate learning and raise a series of issues that seem to emerge from the experience of LGAs. The section is organized in two parts. First, the discussion below provides a snapshot of each association and highlights their main organizing principles. Second, each of the questions requested for the Desk Review is discussed. This exercise is done with the view to inform the choices of NLC/S, its membership and other national stakeholders relative to supporting the development of the local government sector in the country.

A. Models of LGAs: Insights into some of the Key Organizing Principles

Of all the cases we studied, Canada is by far the country with the largest territory and the longest distance from coast to coast. The history of its colonization (by France initially, and then by England), the scale of the territory and its current mode of occupation (largely urbanized, with cities mostly concentrated in the south) are all factors that strongly contribute to the diversity of issues faced by local governments. This is reflected in the system of government in place: a confederation. Moreover, the Constitution of 1867 attributes all responsibilities in creating local governments, and delegating powers to them, to the governments of the provinces and territories. In comparison with their sisters from the other countries covered by this study, local governments in Canada enjoy important political/legislative, financial and administrative autonomy.

In Canada, the federal government is not the most important order of government when it comes to municipal affairs. However, the distance and the intrinsic differences between municipalities haven't stopped them to thrive together and attain numerous benefits from their collaboration in engaging the federal government and exchanging experience among themselves. When their associative journey started over 100 years ago, members of FCM were facing financial, transportation and telecommunication problems of a similar nature to those its sister associations from the south are facing. Today, the Federation of Canadian Municipalities (FCM) is an important mechanism to enable this nation-wide collaboration among local governments.

FCM's headquarters are located in the national capital (Ottawa). Membership is voluntary and all municipal members are equal, regardless of their size or other factors. Municipalities are represented by Mayors or Councilors. FCM doesn't operate any regional chapters. However, its organizational structure includes regional caucuses of members, and various means are taken to ensure a strong relationship with membership.

Within the province of Quebec, the Union des municipalités du Québec (UMQ) has headquarters in the provincial metropolis (Montreal; located 250km east of the provincial capital) and it doesn't operate regional chapters. Similar to FCM, membership to UMQ is voluntary and all members are equal. Within UMQ, municipalities are represented by their Mayors; but the services and programs are also provided to other elected officials and municipal staff. The whole design of UMQ's governance structure, from its board to its standing committees, and regional and interest-based committees, ensures that members can voice their issues and collaborate effectively through their union. Proximity to members is also ensured through traveling conferences, trainings offered in various locations, and the use of regular and efficient communication channels. Within the province of Quebec, UMQ "shares" the mandate of representing municipalities with the Fédération québécoise des municipalités (FQM); the former more urban-based in its membership and the later being more rural-based as a general rule – both of them being voluntary associations of municipalities. This "division" has some roots in the urban-rural dichotomy

that exists in practically all countries. This is further discussed under Question 1, in the second part of this section.

Similar to Canada, Indonesia and the Philippines also present very important geographic challenges. National local government associations from these two countries are responding with somehow similar strategies to deal with that reality. With headquarters in Manila, the League of Municipalities of the Philippines (LMP) has taken actions to develop and reinforce Provincial Chapters and to consolidate the role of its three Island Clusters. On its side, the Indonesian Association of District Councilors (ADKASI), who has its office in Jakarta, is also working to implement regional chapters, with partial success so far. In both cases a key constraint appears to be the limited financial resources available for headquarters, which in turns makes it impractical to share part of the membership dues with chapters. Regional or provincial chapters aim to contribute to ensuring proximity to members, in particular by creating a focal point to provide information to members and receive inputs from them on issues.

In the Philippines, three tiers of local governments exist: provinces, cities and municipalities, and baranguays (wards/villages). The legislation distinguishes between city (urban) and municipalities (rural). Decentralization of responsibilities is advanced, with provinces and cities having the most autonomy in terms of their legislative power and administration. Financially, all local governments are heavily depended on fiscal transfers from the national government. Each segment of local government has its own association. According to the law on local governments, membership to their respective League is mandatory for each local government unit. As such, LMP represents about 1,500 municipalities from all over the country. Within the association, municipalities are represented by the elected executive (Mayors), but since a few years ago, councilors are also invited to meetings and events, and services and programs of LMP aim to municipal institution. LMP has three regional grouping (island clusters) and chapters all provinces. Details about these are included under the case study, and discussed in Questions 7 and 9. The Union of Local Authorities of the Philippines (ULAP) enables cooperation among the different segments of local governments. Membership to ULAP is voluntary and is composed of LGAs only (and not individual local government units).

In Indonesia, the decentralization law established 4 levels of government: provinces; cities (Kota) and districts (Kabupaten); Sub-Districts (Kecamatan); and Villages (Desa/Kampung). Provinces and cities and districts are considered local governments. The national legislation created a total of 6 LGAs, that is: each segment of local government, which is in turn divided into an executive function (provincial governors; city mayors; district regents) and the assembly/council. There is no association or permanent mechanism to enable collaboration among LGAs, but some of them work in partnership on specific issues or projects. Decentralization of responsibilities is advanced in Indonesia, but local governments depend on national transfers to fund most of their operations, investments and services.

The creation of the Communication Forum of Local Governments and Legislatures of Aceh (FKKA), in Aceh Province in 2008, can also be read through the lens of Indonesia's difficult geography. Being located at the extreme west of the archipelago makes it difficult for the 23 districts and cities from Aceh to entertain frequent interactions with the centre. The will for regional autonomy, which was the focus of a 30-year conflict that ended in 2005, is also very strong in Aceh, which supported the case for a regional forum to enable collaboration at that level. When faced with the option of establishing local branches of national LGAs, district and city representatives in Aceh found it appropriate instead to create their own provincial-level LGA to discuss issues of common interest at their level and to have a mechanism to engage the Government of Aceh Province with a unified voice. As such, local governments in Aceh are members of three LGAs: a national LGA of mayors (or Regents); a national LGA representing (City or District) councilors, and; a provincial-level LGA. FKKA is a special case in Indonesia, where elected Executives and Councils, and City and District Governments work within one single province-level LGA. Membership to FKKA is voluntary. FKKA has an office in Banda Aceh, which is reasonably accessible for members in terms of distance. At the same time, many of their issues require an engagement with the Ministry of Home Affairs, and FKKA's approach to date has been a mix of direct interactions with the national government and collaboration with national LGAs, including ADKASI.

Among our 9 cases, the Federation of Municipal Associations of Bolivia (FAM-Bolivia) comes closest to NLC/S in terms of its organizational model. An association of associations, FAM-Bolivia was built through the collaboration of prefecture-level associations of municipalities, plus an association of capital cities and an association of women elected officials. Bolivia has two tiers of local governments that is, the Departments and the Municipalities. It should also be noted that indigenous regions can also establish indigenous governments through referendum. Decentralization of responsibilities to local governments is advanced, but about two-third of local budgets depend on national transfers. At the same time, a number of reforms initiated in 2006 are contributing to increase the autonomy of the Departments. Among other things, the government of prefectures is now directly elected by popular vote. This will likely contribute to increase the need for intergovernmental mechanisms between local governments and prefectures. Membership to FAM-Bolivia is voluntary. Mayors and elected councilors are equal within the association.

Local governments in Tanzania are divided into two tiers – regional government and municipal/district councils–, with village and neighborhood councils being part of the lower tier. Decentralization of responsibilities to municipalities and districts is advanced, but accompanied by little financial autonomy (90% of funding comes from national government transfers). Legislation distinguished between urban and rural entities, but they are treated equally within the LGA. The Association of Local Authorities of Tanzania (ALAT) is an interesting case because it clearly exemplifies the value a national government can find in the roles and functions performed by an LGA. As such, membership to ALAT is automatic for all municipal and district governments, including that the national government automatically collect dues from members and transfer them to their association. The national government also lends professional staff to work in the association. These factors can be negative with regards to the independence of the association, but at the same time they definitely contribute its stability and activities. Within ALAT, members are represented by Mayors, but its services and projects also serve elected councilors.

Vietnam's is a long and narrow country that still bears some of the weight of its historical divide between North and South. However, these don't appear to be overwhelming challenges for the Association of Cities of Vietnam (ACVN), which has been able to slowly constitute a unifying force among local governments throughout the country. Vietnam has two tiers of local governments: provinces and cities/towns. Decentralization aims primarily at provinces and central cities, while provincial cities are more dependent on decisions made at higher levels. All orders of local governments depend heavily on fiscal transfers to fund their budgets. The legislation distinguishes 6 types of cities/towns, of which ACVN represents only one segment: central cities and provincial-level cities. As a result, about 600 cities and towns (out of around 700 in total) are not organized within an LGA at present time. However, it should be noted that ACVN is considering inviting them within its membership by 2020. ACVN members have comparatively more resources and capacities, influence, and better infrastructures (transport and telecommunications) than smaller local government units. ACVN was established by a decree of the national government, but its membership is voluntary. A key asset of ACVN seems to be the fact that its membership comprises only the main cities and towns throughout the county. This makes the size of membership manageable –with regards to ACVN resources and capacities– and also contributes to a certain homogeneity in issues and priorities within membership. A membership of 100 members has allowed ACVN to operate at small scale and with limited resources, while nonetheless being able to provide good services and opportunities to members. This argument would find echo also with the League of Cities of the Philippines (LCP, not part of this study) which, faced with the same geography as LMP, represents and serves only 120 members who are better endowed than municipalities.

Our study of LGAs points to 5 important factors that contribute to define their nature and their roles:

- 1) the number of tiers of local governments in the country;
- 2) the level of decentralization (political/legislative, financial/fiscal, and administrative);

- 3) the nature of local governments in the country (size, diversity, urbanity and rurality);
- 4) the distinction often made between local chief executives (mayors) and other elected officials (councilors);
- 5) the voluntary or mandatory membership to the association.

These are all factors over which LGAs have little, if any, control but which define the type of organization they are now. The table on the next page summarizes the information presented above.

SUMMARY OF SOME KEY ORGANIZING PRINCIPLES FOR LOCAL GOVERNMENT ASSOCIATIONS

	"Local Gov't" Tiers in Country	Decentralization and Local Autonomy	Nature of Local Governments: urban and rural; size of cities	Role of Executive and Councilors in LGA	LGA Membership: Voluntary?
Bolivia	2 (Department and Municipal; and indigenous regions can establish indigenous governments through referendum)	Decentralization of responsibilities to local governments is advanced, but 2/3 of local budgets depend on national transfers.	FAM's membership comprises department associations of municipalities. Big cities have their own LGA, also a member of FAM.	Mayors and elected councilors are equal members within the association. The association of women elected officials (ACOBOL) is a member of FAM.	Voluntary membership
Canada	1 tier (Municipal; including upper tier municipalities (counties, regional municipalities) and lower tier municipalities (cities, town, township, etc.)). Municipalities are created by Provinces.	Municipal responsibilities and autonomy vary from one province to another. Federal government can be an important source of funding for projects.	All municipalities are equal in status within FCM. Big cities tend to have more political clout due to size; small/rural municipalities tend to be more dependent on transfers. Various caucuses within FCM allow to represent the diversity of interests.	Municipalities are represented within FCM by either their Mayors or their councilors.	Voluntary membership
Canada/ Quebec Province		Decentralization of responsibilities is advanced. Municipalities raise about 85% of their revenues through local sources, largely property taxes.	Idem. In Quebec, UMQ has 5 "Caucus d'affinité" representing different urban/rural realities. Montreal (by far the biggest city in province) is not member of UMQ at the moment (but was in the past).	Municipalities are represented by their Mayors within UMQ; but services/trainings aim at all local elected officials.	Voluntary membership
Philippines/ LMP	3 tiers (Province, City/Municipality, Baranguays).	Decentralization of responsibilities is advanced, but all orders of local government still depend on national fiscal transfer.	Legislation distinguishes between City and Municipality; with each having its own LGA. Comparatively, cities are a richer segment of local government than municipalities.	Local Governments are represented by Mayors. Since a few years, LMP's services also aim at elected councilors.	Automatic membership (by law)
Philippines/ ULAP		Idem.	Under ULAP, all association members are equal. This includes the League of Provinces, Cities, Municipalities, Baranguays; as well as Vice-Mayors, Councillors, Young Legislators, etc.		Voluntary membership (LGA of LGAs)
Indonesia/ ADKASI	2 tiers (Province and District/ Municipal; Sub-District and	Decentralization of responsibilities is advanced, but cities and districts still depend on national fiscal transfer.	Legislation distinguishes between City (Kota) and District (Kabupaten); each having its own LGA. Comparatively, cities are a richer segment of local government.	Executive and Councils have their own LGAs (ex.: ADKASI = Indonesian Association of District Councils).	Automatic membership (by law)
Indonesia/ Aceh Province	Village Councils are part of lower tier).	Aceh has Special Autonomy status, which makes the Province an important order in funding Districts/Cities.	Idem. But FKKA is a special case in Indonesia, where elected Executives and Councils, and City and District Governments work within one single province-level LGA.		Voluntary membership

SUMMARY OF SOME KEY ORGANIZING PRINCIPLES FOR LOCAL GOVERNMENT ASSOCIATIONS

	"Local Gov't" Tiers in Country	Decentralization and Local Autonomy	Nature of Local Governments: urban and rural; size of cities	Role of Executive and Councilors in LGA	LGA Membership: Voluntary?
Tanzania	2 tiers (Regional Government and Municipal/District Council; Village and Neighborhood councils are part of lower tier).	Decentralization of responsibilities to Districts is advanced, but with little financial autonomy (90% of funding from national government transfers).	Legislation distinguishes between urban and rural Districts, but they are treated equally within the LGA.	Local Governments are represented by Mayors, but LGA services also aim at elected councilors.	Automatic membership (by law; including members dues collected/paid automatically)
Vietnam	2 tiers (Province and City/Town; Ward/District are part of lower tier).	Decentralization aims primarily at Provinces and Central Cities. Provincial cities depend on decisions from National Government.	Legislation distinguishes 6 types of City/Town, of which ACVN represents only one segment (main cities and provincial-level cities). About 600/700 local government units are not organized within an LGA at present time.	Local Governments are represented by their Mayors; but Councilors are invited to meetings and trainings organized by ACVN.	Voluntary membership

B. Structure, Systems and Procedures of LGAs

Question 1: Conditions of membership of Local Government Associations

Local Government Associations establish conditions (which vary from country to country) of membership, that include the type of LGAs (for umbrella LGAs like ULAP) or local governments (tier of LG, size, urban/rural, etc) that they represent and the fees they need to pay to belong to and support the association. The statutes or bylaws of LGAs define those conditions as well as roles and responsibilities of members. From the nine cases in this study, the type of LGA (whether it is an association of one-tier local governments or one of multi-tiers local governments) does not appear to be the main factor in unifying LGs under one organization. The key factor seems to be the characteristics of local governments within the LGAs (urban vs. rural, large vs. small).

Types of membership

Based on the nine associations reviewed in this study, membership to an LGA appears to be for the most part uniform, that is: members are all local government units (or a defined segment of local government units) and all members are equal in status within the association (though their representatives are either mayors only, or mayors and/or councilors, depending on the LGA). This means that in all cases, each member has a vote, irrespective of the tier of local government. In the case of the FKKA, for example, members, which represent districts, cities, mayors/regents as well speakers of the local legislatures in the Province of Aceh, each have an equal vote at the annual general meeting (AGM). Likewise with FCM, regional municipalities (a second-tier local government encompassing a number of small towns), cities and towns have an equal vote at the AGM.

Some LGAs have provisions in their by-laws to include "associate or affiliate members" (ULAP, FCM) which enables the association to be represented and/or build collaboration with other relevant segments of local governments (often associations of various local government officers/professionals who share similar goals with the LGA, ex.: Philippine League of Local Budget Officers, or in the case of FCM the provincial associations so they can be aware of issues that may require federal-provincial discussions, such as transfer to municipalities of federal funds for infrastructure projects).

All LGAs studied are constituted through institutional membership, that is: municipalities (or district associations of municipalities) are members, and not individuals (with the exception of FAM Bolivia which has among its members ACOBOL, an association of women elected officials). Some of these LGAs were however established as "Mayors Clubs" (ex.: LMP, FCM), but eventually changed their approach so as to become more representative and a credible partner to the national government. Many associations nonetheless stipulate that mayors/executives are the representatives of members (LMP, ACVN, UMQ, ULAP), but they usually involve vice-mayors and councilors in their actions and services. This tends to reflect the predominance of Mayors/Executives in local government decision-making, which is certainly a resource for the LGA if it wants to exert influence. Other LGAs have elected officials from the executive and legislative on an equal standing (FCM, FAM-Bolivia, ALAT).

Most associations in this study do represent quite a diverse membership (urban and rural, large and small, district level or elected officials' associations, etc). The most uniform LGA in terms of membership is ADKASI, which is mandated to represent district councils throughout the country. However, even in that case the diversity is significant among members: the role of provinces in supervising affairs of local governments creates a de facto diversity; let alone the special status of some regions (such as Aceh) and the geographic, demographic and cultural diversity. At the other extreme we find associations like FCM, which represents a wide range of municipalities going from of a few hundred to a few million people, and from one-tier to multi-tier local governments. In order to respond to the diverse needs of their members, LGAs have devised various organizational structures of their governing bodies and processes in an attempt to create a balance and equity between members (see question 2).

In some countries (or provinces) there are more than one LGA representing local governments. The membership of each of those associations is usually fairly uniform (each LGA representing only one segment of local government i.e. municipalities, cities, etc). There is however one exception to this observation among our nine cases: within the province of Quebec, UMQ “shares” the mandate of representing municipalities with the Fédération québécoise des municipalités (FQM). This “division” has some roots in the urban-rural dichotomy that exists in practically all countries. Large urban local governments tend to have more political power and more weight within LGAs, leaving smaller or more rural local governments feeling like their issues are often not part of the agenda during discussions with central government (this could explain why, in many countries, membership of LGAs is fairly uniform). In the case of the province of Quebec, UMQ represents is more urban-based members in its membership while FQM is more rural-based. Both of them are voluntary associations of municipalities. Over the years however, many rural cities have migrated from FQM to UMQ, as they felt UMQ could better represent their interests, which are not always solely rural. The consequence of this overlapping of membership is two-fold:

- 1) the two LGAs constantly have to work to recruit and retain members (the spirit of competition between UMQ and FQM has been an incentive for each to innovate and offer better services to their members, in order to attract and maintain them)
- 2) UMQ, which has a much more diversified membership (from metropolitan cities to small rural towns) has had to adapt its internal structures to reflect this diversity and ensure that the issues of all members get equal attention (it has done so through the creation of special semi-autonomous caucuses - caucus d’affinite - which are described in question 2 and in the case study on page 62).

It should be noted that there have been attempts to merge the two associations but this has been met with very firm resistance from the small rural local governments. It is up to anyone to guess if this division has more benefits than setback for municipalities. Political pragmatism would probably have it that municipalities should manage their divergences together when they can and present a unified voice and solutions to higher authorities.

Types of local governments represented by LGAs, and relationship to Central Government

The nine LGAs in this study present an interesting array of possibilities in terms of the nature of their membership. The table below gives a quick synopsis of the 9 LGAs and their membership. An in-depth discussion on the organizing principles of LGAs and their relationship with central governments in terms of the level of decentralization their member enjoy can be found in the next section.

LGA	Membership	Comments
FAM-Bolivia	<ul style="list-style-type: none"> ▪ 9 departmental level associations ▪ Federation of associations of women councillors (ACOBOL - sub-national associations of women elected officials from each department) ▪ Association of Municipalities of Bolivia (made up of the capital cities of the 9 departments, plus the region of El Alto) 	<p>Federation of sub-national associations of local governments</p> <p>40 staff</p>
FCM	<ul style="list-style-type: none"> ▪ About 1900 (one-tier and multi-tiers) local governments ▪ 18 provincial and territorial municipal associations (affiliate members) 	<p>Association of individual local governments</p> <p>140 staff</p>
UMQ	Diverse membership, ranging from metropolitan communities and large cities, to rural municipalities or Regional Municipalities (MRCs) – around 300 local governments (65% of total LGs in the province)	40 staff

ADKASI	All Indonesian <u>district</u> legislatures across the country	Note: legislatures of cities are all represented by a different LGAs in Indonesia 13 staff, including 5 coordinators (capacity building and R&D; advocacy and lobbying; information, communication and database; general affairs; finance and accounting) in national office
Forum KKA	23 districts and city governments of Aceh Province as well as their respective legislative bodies	Unique model in Indonesia of bringing together various local authorities. 5 staff
LMP	1,518 municipalities categorized into six classes based on their annual income, population and land area.	20 staff in national office (79 provincial chapters all have their own secretariat)
ULAP	<ul style="list-style-type: none"> ▪ League of Provinces of the Philippines (LPP) ▪ League of Cities of the Philippines (LCP) ▪ League of Municipalities of the Philippines (LMP) ▪ League of Barangays of the Philippines (Liga ng mga Barangay) ▪ League of Vice-Governors of the Philippines ▪ Vice Mayors League of the Philippines ▪ Provincial Board Members League of the Philippines ▪ Philippine Councilors League ▪ Pederasyon ng mga Sangguniang Kabataa ▪ National Movement of Young Legislators ▪ Lady Local Legislators League of the Philippines 	Federation of sub-national associations of local governments 9 staff
ALAT	133 District Councils and Urban Councils	11 staff
ACVN	95 cities and towns at the District level, as well as the five central cities (Hanoi, Ho Chi Minh City, Haiphong, Da Nang and Can Tho	11 staff

Funding of LGAs

All local governments associations are funded, at least in part, through membership dues. These dues usually intend to cover all or most costs pertaining to the basic operations of the LGA. Dues can be established based on a per capita basis (FCM, UMQ), as a rate of local government members budget (FAM-Bolivia), following the national classification grid for local governments (ALAT, LMP, ACVN), or other arrangements that try to accommodate the reality of membership revenues or types (ADKASI, ULAP). LGAs use a variety of ways to calculate their membership fees. Most of them are based on the size of the local government or on a per capita calculation, as per the examples in the tables below.

Calculation of Membership Fees for FCM (2009)			
	Population	Base Fee	
FCM's membership fee is based on the total population within municipal boundaries, as per the latest national census.	0 – 250	\$ 30	There is also a per capita fee of \$0.125. There is no minimum.
	251 – 1000	\$ 75	
	1001 – 5000	\$ 100	
	5000+	\$ 300	
TOTAL: Population _____ x \$0.125 + base fee _____ = \$ _____			

Calculation of Membership Fees for UMQ (2010)	
UMQ membership fee is based on the total population within municipal boundaries, as per the latest national census.	0 – 300 citizens = \$ 55 301 – 500 citizens = \$ 80 501 – 700 citizens = \$ 155 701 – 900 citizens = \$ 310 Over 900 citizens = \$ 0.47 per capita

Calculation of Membership Fees for FKKA	
Budget of Local Government/Member	Membership Fee
< RP 500 Billion (<i>around 55,500,000 USD</i>)	RP 50 Million (<i>around 5,500 USD</i>)
≥ RP 500 Billion to RP 1 Trillion (<i>55,500,000 USD to 111,000,000 USD</i>)	RP 60 Million (<i>around 6,600 USD</i>)
> RP 1 Trillion (<i>over 111,000,000 USD</i>)	RP 70 Million (<i>around 7,700 USD</i>)

Membership Dues for LMP (2004)	
Income Classification (defined by Ministry of Finance)	Annual Dues in PhP (USD)
1 st Class Municipality	12,000 (US \$263)
2 nd Class Municipality	11,000 (US \$241)
3 rd Class Municipality	10,000 (US \$219)
4 th Class Municipality	9,000 (US \$197)
5 th Class Municipality	8,000 (US \$175)
6 th Class Municipality	7,000 (US \$153)

Example of ACVN Membership Fees (2010)	
Cities at special rank	20,000,000 VND/year (1,010 USD)
Cities at rank I	17,000,000 VND/year (860 USD)
Cities at rank II	12,000,000 VND/year (605 USD)
Cities/towns at rank III	10,000,000 VND/year (505 USD)
Cities/towns at rank IV	8,000,000 VND/year (400 USD)

All LGAs from the South, with the notable exceptions of ACVN and ALAT, are struggling to collect dues from their members. The main factor explaining this situation is the very limited resources available to local governments, and in the case of Indonesia, the legality for local governments to use their budget for this purpose is not clear and is in fact one of the issues all national associations and FKKA are jointly working on. LMP and ADKASI both report that about 20-25% of their respective members pay their annual dues. It is interesting to note that these two associations have a number of things in common: membership is automatic and mandated by the national government; they have a large membership (1,500 for LMP, and 350 for ADKASI), and; they cover a large and difficult geography, which hinders proximity to members. ULAP is in a better position now with regards to collection of dues, but it had to negotiate a write-off of dues owed by city members a few years after its creation.

While our study wasn't able to validate this, it appears that those members who are most likely to be paying their dues are probably those represented by local elected officials who are active in the governance bodies and committees of their association and/or those who are receiving concrete benefits through services and programs of the association. It should be noted that except for FCM and UMQ, none of the associations studied impose strict sanctions on members who don't pay their dues, and in fact in some instances, local governments continue to be active members of the LGA despite not being members in good standing. FCM and UMQ have in their bylaws a provision to cease the membership of local governments who are in arrears in their membership payments.

Compared to its sister organizations from other countries, ALAT is at an advantage with regards to financial sustainability because the government directly funds the association through an automatic perception of dues from all local governments in the country. So while membership is voluntary, local governments are enticed to be involved in their association and to expect services from it. ALAT is not a unique case, and we know of at least one other association, the National Municipal League of Thailand (MLT), which has struck a similar deal with its members and the national government. MLT had been under the supervision and administration of the Ministry of Interior until 2002 when it became a fully autonomous organization in accordance with the decentralization policy prescribed in the 1997 Constitution of Thailand. MLT is strong of a membership of 1,327 municipalities that are automatically members. In 2004-2005, the League successfully negotiated to have membership dues automatically perceived from local governments' budgets.

The case of ACVN is interesting because it is the only voluntary association among our cases which reports receiving dues from almost all members. It can probably be argued that the dues are reasonably small with regards to local government budgets; but they are nonetheless sufficient to pay for the association's basic staffing and operations costs. The fact that ACVN's membership is limited to 100 cities and towns –a "manageable size" for a developing LGA– certainly contributes to having members paying their share. ACVN is able to reach out and maintain a close relation with its members, as well as to provide them with services and opportunities. With its membership of about 130 cities, the League of Cities of the Philippines (LCP) would tell a similar story as far as revenue collection is concerned.

Finally, it should be noted that most LGAs rely heavily on other sources of funding to cover the cost of their programs and activities. All LGAs we studied have a history of implementing projects and offering services to members through funding arrangements with their national government and with donors. In fact, many donors (UNDP, World Bank, UN-Habitat, German Technical Cooperation (GTZ), USAID) and INGOs (FCM, VNG International, Konrad Adenauer Foundation) favor involving LGAs to some extent in programs aiming to improve local governance and advancing the country decentralization agenda. FCM manages a CAD \$500M endowment fund from the federal government to encourage innovation and share good practices pertaining to green municipal infrastructures; an experience that the government of Bolivia is replicating at a smaller scale with FCM-Bolivia. FCM and UMQ collect a large share of their revenues from paying services to members and tapping resources from the private sector. As mentioned earlier, UMQ collects 60% of its total revenues from the profit generated by its goods and services purchase program for members.

Question 2: Organisational structure of the governing bodies and committees of the LGAs, membership size, roles and responsibilities, meeting and quorum regulations, the (s)election of their members, etc.

As with other types of associations, LGAs need to establish a governance structure that corresponds to the nature and diversity of its membership. The table below summarizes the information pertaining to the governance structure of the LGAs we studied, and a detailed table on the following page presents the membership, selection process and roles and responsibilities of each organ. The reader can also review the organizational charts of most LGAs (all those that were available). The list of these additional documents is available in annex 2.

LGAs are typically governed by a General Assembly of members. The governing bodies are then vested in a Board of Directors or an Executive Committee; while larger or more sophisticated associations tend to have both –in which case the Executive Committee is a sub-group of the larger Board. Among our cases, 4 LGAs have regional caucuses and 3 have at least some regional chapters (including sub-national field offices). Most associations have a number of Committees to support their operations (ex.: Audit, Elections, etc.), and most have Committees and/or Caucuses to allow for geographic and interest/issue-based engagement among members. Only ADKASI doesn't have any kind of Standing Committees.

GOVERNANCE FRAMEWORK OF LOCAL GOVERNMENT ASSOCIATIONS						
	Member Assembly	Board of Directors	Executive Committee	Regional Caucus	Chapters	Standing Committees
FAM Bolivia	Yes	Yes (2,5 years)	No	No	Yes (?)	Yes (?)
FCM	Yes	Yes (5-years)	Yes (1-y)	Yes (1-y)	No	Yes (1-y)
UMQ	Yes	Yes (2-years)	Yes (1-y)	Yes (2-y)	No	Yes (1 or 2-y)
ADKASI	Yes	Yes (5-years)	No	No	Yes (5-y)	No
FKKA	Yes	Yes (3-years)	No	No	No	Yes (not time bound)
LMP	Yes	Yes (3-years)	Yes (3-y)	Yes (3-y)	Yes (3-y)	Yes (3-y)
ULAP	Yes	No	Yes (3-y)	No	No	Yes (3-y)
ALAT	Yes	No	Yes (5-y)	Yes (?)	No	Yes (?)
ACVN	Yes	No	Yes (5-y)	No	No	Yes (5-y)

Legend: Does the LGA have this organ as part of its governance structure? (duration of term of officers)

The statutes or by-laws of LGAs define the roles and responsibilities of its governing structures¹. All associations have rules regarding the frequency and quorum of meetings, to determine election procedures and to precise how decisions are to be made. The duration of mandate of Board of Directors is often equivalent to electoral terms of local government officials. In the Philippines, elections are held every three years. This contributes to a very dynamic political environment, as elected officials are almost continually running for election. But it also poses a number of constraints in terms of ensuring continuity in the Leagues and fostering political commitments. Strengthening the Secretariat of the association can contribute to mediate these effects, as the case study of LMP also demonstrates. FCM and UMQ are interesting cases in terms of the renewal of their leadership, because they have created internal rules to renew officers every year (FCM) or every two years (UMQ), while ensuring stability in their representation and political direction by planning the progression of their officers within the Executive Committee (vice-presidents move up to the presidency over a period of four year, as long as they remain elected officials and are not challenged by the general assembly). In Canada, local elections take place every 3 or 4 years, depending on the province.

It should be noted that it seems increasingly common for LGAs to have special consideration to promote the active participation of women within their rank. ALAT reserve seats for women on its Executive Committee. FAM-Bolivia has ACOBOL (national association of women's councilors) within its ranks of member LGAs. FCM has a Standing Committee on Increasing Women's Participation in Municipal Government. Many African LGAs (AMM in Mali, AMBF in Burkina Faso, NALAG in Ghana) have a women caucus within their committee structure .

¹ The annexes of this report include many examples of LGA corporate documents.

Governance Framework of Local Government Associations

Legend

A	Member Assembly - white
B	Board of Directors - green
C	Executive Committees – purple
D	Regional Caucus / Chapters - blue
E	Standing Committees - Orange

Association	Governance Structure	Membership	Office Period	Selection Process	Roles and Responsibilities
FCM	Members General Meeting		Annual	All members of FCM can participate in the Members General Meeting.	The Annual General Meeting (AGM) is the highest decision-making body of FCM, comprising all members. The AGM decides on the general direction of the association, including through policy orientations and approval of strategic or other key corporate plans. Each Municipal Member may appoint as many delegates as it wishes to qualify to be Accredited Representatives at a meeting
	Board of Directors <ul style="list-style-type: none"> • Table officers <ul style="list-style-type: none"> - President - First Vice-President - Second Vice-President - Third Vice President - Immediate Past-President • 70 members from provinces and territories 	Each represents a region and has specific duties as outlined in the bylaws.	5 years (contingent on re-election in their municipality)	Each person seeking to be elected as a Director at the Annual General Meeting must: (a) be an elected municipal official (Mayor, Deputy Mayor, Councilor, etc.); (b) have the approval of their Municipal Council; (c) be present at the meeting where he or she is to be elected. The Term of Office of Directors is of one year (from one annual general meeting to the next). Elections take place once a year at the annual general meeting. Elections bylaw details all the procedures. Only accredited members from municipal members can vote.	<ul style="list-style-type: none"> • President: FCM’s spokesperson before the public; provides directions for FCM’s activities, names the members of the committees and is ex officio chair of all committees, caucuses and councils; chairs all Board and Executive Committee meetings. • First Vice-President: replaces president in his/her absence; takes part in all executive committee meetings; chairs the conference planning committee. • Second Vice-President: replaces 1st vice-president in his/her absence; takes part in all executive committee meetings; chairs process for adoption of resolutions at the annual meeting • Third Vice-President: replaces 2ndt vice-president in his/her absence; takes part in all executive committee meetings; chairs over interventions concerning the recruitment of members • Past president: Ensures continuity on the Board and on the executive committee; advises the Chairman and the Executive Committee; Chairs the committee on Finance and Human Resources <p>The Board members share responsibilities related to the communication of information and the orientation one must follow so that FCM programs and activities may pursue their mission. While policies are approved by the Board of Directors, they may be undertaken and implemented by the staff.</p>
	Executive Committee <ul style="list-style-type: none"> • Table officers (5) • Members of the Board of Directors (9) 	The 9 Board members are also chairs of the regional caucuses, the Rural Forum and the Northern Forum, and the Big City Mayors Caucus.	1 year	See membership	Takes decisions on behalf of the Board between Board meetings, monitors FCM performance and acts as intermediary between the personnel and the Board to facilitate and speed up decision-making.

	Regional Caucuses (5)	There is a separate caucus for each of the 5 regions of Canada comprising of Board members coming from those regions	1 year	N/A	Contribute to the development of FCM policies, activities and programmes
	4 Other Committees: - Northern Forum: Directors from municipal or affiliate members from north of 55th parallel <i>+ 3 committees below</i>		1 year		
	- Big City Mayors Caucus (BCMC) - Rural Forum: Directors from municipal or affiliate members that are rural in nature - FCM's network of francophone municipalities	- BCMC comprises a regionally representative group of 22 FCM member cities.	N/A		BCMC meets two to three times a year to discuss shared issues and to reinforce FCM 's policy and advocacy agenda set by the National Board of Directors.
	Board of Directors Standing Committees <ul style="list-style-type: none"> • Socio-Economic Development • Municipal Finance and Intergovernmental Arrangements • Environmental Issues and Sustainable Development • International Relations • Community Safety and Crime Prevention • Municipal Infrastructure and Transportation Policy • Increasing Women's participation in Municipal Government • Conference Planning • Finance & Human Resources 		1 year		The Board of Directors is organized in Committees whose mandate is to contribute to the development of FCM policies, activities and programmes.
UMQ	Annual Congress (AGM)	All 300 voting municipal members as well as individual municipal councillors and staff (over 1,500 people attend)	Annual		The Annual Conference is the decision making body. Meets annually and every year it changes region Last three (3) days. Activities include policy workshops, clinics, technical conferences and workshops pertaining to current legislation, and policies

Board of Directors	<p>In addition to the 44 members representing the provincial diversity of its membership, the Board includes 4 non-voting members which are:</p> <ul style="list-style-type: none"> • One (1) observer from the Quebec Association of Municipal General Directors • Three (3) Staff from the General Directorate which are: the Director General, Interim Director General, and Corporate Secretary 	Board members are voted for a 2-yr terms	Board members are mayors voted their peers within the same region.	Decision making body on all policy issues and administrative positions to be applied by UMQ. Out of the 44-48 members, 21 also sit at the Executive Committee (EXCOM). Meet at least four (4) times a year
Executive Committee (ExCom)	<p>21 members in total:</p> <ul style="list-style-type: none"> • 1 President • 3 regional representatives • Representatives from the Caucus d'affinités <ul style="list-style-type: none"> - 7 from the municipalities of the Metropole of Montreal - 5 from largest cities - 1 from small municipalities - 1 from central municipalities - 2 from regional cities • 1 seat for the Past President 	One yr renewable for one term		Meets as required, usually about 10 times per year.

Regional Caucuses (17)	All elected officials within a geographic region (17) who are members of UMQ. The caucus members elected one Mayor amongst the caucus members to be their representative on the Board	2 years	No elections for caucus members: each UMQ member from a given region is a de facto member of the regional caucus. The Chair of the caucus (who must be a mayor) who represent the region on the UMQ Board is elected by the caucus members.	Caucuses ensure represent regional interests within the Board; they implement UMQ activities and share information at the regional level and they promote the engagement of UMQ members in the regions.
<p>Caucus d'affinite (caucuses regrouping same size/similar LGs) (5)</p> <ul style="list-style-type: none"> • Central municipalities (2 representatives on the UMQ Board) • Agglomerated Cities (4 reps) • Large Cities (7 reps) • Metropolitan cities (17 reps) • Local municipalities (2 reps) 	<p>Members are Mayors of:</p> <ul style="list-style-type: none"> • Service centres municipalities (which are mostly rural) • Medium-size cities, as defined by Statistics Canada • Cities of 100,000 +, outside of Montreal • Cities that are within the Montreal Urban Community • Rural and urban municipalities not meeting criteria of above caucuses 	Term of caucus representatives on the UMQ Board is 2 years	<p>Mayors are de facto members of one (<u>and only one</u>) of the five caucuses, based on the size and characteristics of their municipality.</p> <p>The representatives of the Caucuses on the Board are elected or selected according to the internal rules of each caucus.</p> <p>LGs can be members of only one caucus</p>	<p>Each caucus is composed of LGs which are facing the same type of issues. The role of the caucuses is to: 1) propose issues to be addressed by the UMQ Board during annual work planning sessions (issues that are not adopted by the UMQ Board can return to the caucus which can work on the file on its own; 2) to work on issues that are specific to their members; 3) to develop policies and take position on issues (can take public positions independently from UMQ); 4) to manage their members and to represent their interests on the UMQ Board.</p> <p>Each caucus has its own functioning rules and budget (UMQ provides to each caucus a budget equivalent of 20% of membership dues collected from the caucus members).</p> <p>Each caucus has its general meeting during the UMQ annual conference and elects its officials according to their internal rules. Each also has a small secretariat providing services to members – most them located within UMQ.</p>
<p>Sectorial Caucuses</p> <ul style="list-style-type: none"> • Municipalities neighbouring First Nations • Resort Municipalities 	<ul style="list-style-type: none"> • Municipalities which territory border with First Nations communities • Resort Municipalities which are mostly composed of cottages/ summer homes, and consequently have high numbers of homeowners who are non-residents 	No information available	Elected officials who are members of those special interest caucuses (which are created by the Board as needs arise) elect a Chair for their caucus who represent them on the UMQ Board.	<p>The role of the sectorial caucuses is to work on special interest issues some municipalities are facing and to bring them forward to the Board.</p> <p>The Board may provide support for professional and technical assistance upon request</p>

	<p>Standing Committees</p> <ul style="list-style-type: none"> • Planning and Transportation (10 members) • Culture, Recreation and Community Life • Economic Development • Environment • Taxation and Local Finances • Institutions and Municipal Justice • Youth and Municipal Democracy • Human Resources • Public Security • Annual Conference 	<p>Elected officials (mayors and councillors) and technical experts</p> <p>Each and every committee is chaired by a Board member who role it is to report to the Board</p>	2 years	<p>Members inform the Board of their interest for participating in standing committees and may suggest staff or technical experts. Board make up and approve the members of the committees</p> <p>Note: The Chairs of the standing committees are always board members</p>	<p>Standing committees focus on issues that are of interest to the membership they are created by the Board. Their role is to prepare studies and recommendations to the Board through the submission of reports.</p>
ULAP	General Advisory Council	55 people: 5 representatives from each of the 11 regular members	1 year	Confirmed by a resolution from each member League	Advisory council to the NEB to formulate and pursue policy directions. Meets yearly, or more.
	National Executive Board (NEB)	President or Chairperson of each of the (11) regular members	3 years	N.A.	Exercise the corporate powers of ULAP. Meets quarterly.
	Standing Committee on Finance	Each has 11 members representing from each regular member		Chairpersons appointed by president and confirmed by the NEB	Plan, coordinate and implement the resource and fund generation and mobilization activities and projects of ULAP
	SC on Membership				Responsible for the expansion program of the ULAP and recommend to the National Executive Board the inclusion of any applicant member to the ULAP
	SC on Legal Services				Undertake legal studies, researches, formulation of policies and positions on national and local issues affecting the Members; and render legal opinions and advice to the members of the ULAP
	SC on Advocacy and Policy				Conduct research and formulate policy positions on all issues related to the various advocacies of the ULAP
	SC on Capacity Building				Plan and undertake capability and institution building programs to upgrade the competencies of the member leagues and the individual members of the leagues in the field of local governance
SC on Public Affairs	Handle public relations work and publicity for ULAP, including advocacy of ULAP's policies and positions				

	Special Projects and Concerns				Undertake the necessary plans and programs and implement the same under the guidance of the National Executive Board
	International Relations				Liaise with the ULAP's counterparts in the international community and network with them for any purposeful gains of the ULAP
	Youth participation and concerns				Propose policy directions and programs beneficial to the youth sector and make the appropriate recommendations to the National Executive Board
	Gender development and women empowerment				Propose policy positions on gender and women empowerment and propose programs in pursuit of said policies
	Elections				Propose the rules and regulations to be followed in the conduct of all regular or special elections of the ULAP specifically in ensuring that the candidates vying for elective positions in the ULAP come from leagues which are members in good standing
LMP	General Assembly	All municipalities in the Philippines including those in the national capital region and other special regions. Every municipality is represented by its Mayor or, in his absence, by the Vice-Mayor or another duly elected representative.	1 year		Supreme governing body of the League. The representative other than the Mayor is not allowed to vote in elections for the NEC. Decisions and resolutions of the GA are taken by a simple majority vote.
	National Directorate	81 members – each of whom is elected in his/her respective provincial chapter. Each member of the ND may have an appointed substitute, who may attend meetings but is not entitled to vote.	3 years		The ND is the most influential policy policy-making and advisory body of the League. Meetings are chaired by the LMP President. Each member of the ND has one vote, and decisions are made by simple majority. Meets once every quarter. Accountable to all member-municipalities through an Annual General Assembly, and the 3 annual major-island conferences (for Luzon, Visayas, and Mindanao).

National Executive Board (NEB)	18 members. 13 are elected by the ND members and 5 are appointed by the LMP National President	3 years		<p>The NEC through its national officers exercises greater “influence” on behalf of the League. It should be noted that LMP used to cultivate a very close relationship between the LMP President and the incumbent national administration but, taking effect of the impact that relationship had on the development of the League a reorientation was done in 2007-2008. In a nutshell, LMP had a history of appointing a President that was a close ally of the national administration, if not a direct relative of the incumbent President of the Philippines</p> <p>The NEB meets once a month. Accountable to all member-municipalities through an Annual General Assembly, and the 3 annual major-island conferences (for Luzon, Visayas, and Mindanao).</p>
Provincial Chapters and Island Clusters	Members of LMP from the specific province	Not clear	Not clear	The primary duty of a Provincial Chapter is to carry out all policies and instructions formulated by the National Executive Committee and/or the National Directorate. Each Provincial Chapter shall have at least one Coordinator that will serve as: Liaison to the Island Cluster Secretariat and the National Secretariat; Planning officer of the development thrusts/directions of the Provincial Chapters; Monitoring officer of the programs and projects implemented in the Provincial Chapter; Needs-assessor of the Provincial Chapter’s demands; Liaison to the National Government Agencies and the Provincial Chapters.
General Advisory Council	55 members. 5 representatives from each of the 11 Regular Members		Confirmed by a resolution from each member League	Advisory council to the NEB to formulate and pursue policy directions. Meets yearly, or more.
Standing Committee on Resource Generation And Mobilization	Members of LMP	3 years	Chairperson chosen from among the members of the National Directorate by the National President. The National Treasurer shall be the Co-Chairman of this Committee.	It shall assist in the preparation of the budget of the League and see to it that the same is adhered to: supervise the prompt collection of fees, dues and other assessments in accordance with the By-laws and devise ways and means of obtaining funds for the support and maintenance of the League and its activities.
Membership Capacity Development			Chairperson chosen from among the members of the National Directorate by the National President. The Executive Vice-President for Internal Affairs shall be the Co-Chairman of the Committee on Membership Capacity Development.	The Committee shall maintain an up-to-date list of members. It shall take charge of the induction of members. The Committee shall maximize the attendance of members in all meetings of the National Directorate, Major Island Conferences as well as the General Assembly.
Legal Affairs			Chairperson chosen from among the members of the National Directorate by the National President. The General Legal Counsel shall be the Co-Chairman of the Committee.	It shall attend to all legal matters affecting the League. It shall likewise interpret provisions of the By-laws, Rules and Regulations for the benefit and information of members.

	Policies, plans and programs			Chairperson chosen from among the members of the National Directorate by the National President.	The Committee shall formulate and develop programs and projects in pursuance of the objectives of the League.
	Rules, Nominations and Elections			Chairperson chosen from among the members of the National Directorate by the National President.	It shall be the duty of the Committee to formulate the rules and regulations and disseminate the same to the general membership. It shall act on nominations to the different appointive and elective positions in the League.
	Publications			Chairperson chosen from among the members of the National Directorate by the National President. The Public Relations Officer shall be the Co-Chairman of the Committee.	It shall devise ways and means of establishing publications and an effective public information system. Likewise, it shall periodically update League members on significant developments and issues of national and international concern by way of newsletter and similar publications.
ACVN	General Assembly		5 years		Takes place every 5 years and is only recognized with the presence of two thirds of registered members. Resolutions passed by the GA require a two third majority among participating members.
	Annual Meeting of Members		1 year		
	Executive Committee	19 members of ACVN (Mayors)	5 years	Elected by General Assembly	Permanent body of ACVN
	Inspectorate (Monitoring Committee)	3 ACVN member mayors. Chair is member of Executive Committee.	5 years	Selected by Executive Committee	Supervise the implementation of and abidance by the Constitution, Resolutions and Financial management of the Association
FKK A	Annual General Meeting and General Assembly Conference				To elect the Board and decide on other official legal matters.
	Board of Leadership	13 members. It includes: <ul style="list-style-type: none"> A Coordinator to chair and lead the organization Two Vice-Coordinators, one representing cities and the other one districts. Mayors, Deputy-Mayors, Regents, Deputy-Regents, Speakers and Deputy-Speakers are represented on the Board. 	3 year term	The Coordinator and Vice-Coordinators are chosen by the Board by acclamation. In order to ensure sub-regional representation, Aceh was divided into 5 sub-regions and each sub-region must have representatives on the Board. If a Board member loses his/her position of leadership in a district or city (e.g. through elections as happened in 2009), that person has to be replaced on the Board.	The role of the Coordinator and Vice Coordinators and responsibilities are defined in the FKKA's statutes. The Forum KKA's Board of Leadership's main functions are to appoint the Executive Secretary and to lead and evaluate the implementation of the work plan and budget. In between Board meetings, there are members' meetings or workshops at which informal discussions occur among some Board members. The general or generic agenda of Board meetings consist of: report on program activities to date; current issues; and planned upcoming activities. Meetings of the Board tend to be located in Banda Aceh, the provincial capital.

	Board of Leadership (continued)	<p>The following formula was devised to ensure equitable representation of cities, districts, legislatures, executives and sub-regions:</p> <ul style="list-style-type: none"> ten (10) members from districts (5 legislators and 5 executives) <p>three (3) members from cities (1 legislator and 2 executives).</p>			
	Informally called the 'Team 7' Committee	Comprises elected officials from 7 different cities and districts. It includes representatives from both legislative and executive branches.		Chosen by peers during a members' meeting	To guide and lead their main advocacy file which is related to fiscal transfers.
ADK ASI	National Assembly Conference	The National Assembly Conference, which takes place every 5 years, is the highest ADKASI forum. It is to be attended by all members and all National Board of Management's members.	5 years	The General Chairman and the Secretary General for 2010 – 2015 were elected during the National Assembly Conference held in July 2010 in Jakarta. They immediately set up a special team to nominate the rest of the National Board of Management before the closing of the National Assembly Conference. The special team consisted of the General Chairman as the team leader, the Secretary General, a former Board Member, and 6 members who participated in the conference and have voting voices.	<p>Its basic tasks are to:</p> <ul style="list-style-type: none"> request the accountability report of the existing National Board; elect the new Board for the next 5 years discuss and establish a Strategic Plan determine and revise the Statutes/Constitution and the Operation Manual if required. <p>The quorum for the National Assembly Conference comprises representatives from two third of Indonesia's 33 provinces. Decisions are confirmed when at least two third of the attending members are in favour.</p>
	National Working Conference	An annual national working conference attended by all members, National Board of Management's members, ADKASI's Chapters, and its Executive Director. All members have an equal voice.	1 year		<p>The event is used to:</p> <ul style="list-style-type: none"> evaluate the work of the National Board of Management receive, discuss and decide on the proposals/suggestions from members set annual program priorities discuss actual strategic issues. <p>If an urgent issue arises, an Extra Ordinary National Working Conference can be held. The quorum is fifty percent plus one member attending the conference, and fifty percent plus one of attending members agreeing.</p>

	National Board of Management	<p>27 members.</p> <ul style="list-style-type: none"> • One General Chairman • 8 Chairmen • Secretary General • 8 Secretaries • One General Treasurer • 8 Vice Treasurers 	5 years	The operation manual stipulates that the election of the National Board of Management takes into account regional representation (6 regions) and women's representation. Those measures aim to avoid the domination of a region or men within ADKASI.	<p>The National Board of Management appoints an Executive Director in charge of the daily activities of the ADKASI's Secretariat. The tasks of the General Chairman, Secretary General, General Treasurer and Executive Director are described in the Operations Manual.</p> <p>Meetings at least four times per year. The meetings are to be attended by all Board members, Chairmen of Regional Chapters, and the Executive Director. The quorum for these meetings is fifty percent plus one Board members, and a decision is valid only if fifty percent plus one of the attending Board members agree.</p>
	<p>Chapters</p> <p>ADKASI's operation manual requires a chapter to be established in each province. There are 33 provinces in Indonesia; however, only 22 chapters were established.</p>	A chapter should have a maximum of 5 people involved in its management, consisting of a Chairman, a Vice Chairman, a Secretary, a Vice Secretary, and a Treasurer.			<p>According to the Operation Manual, the roles and responsibilities of ADKASI chapters are:</p> <ul style="list-style-type: none"> • Coordinating members' activities in the area (province) of the chapter; • Implementing the decision of the National Assembly Conference, the Annual National Working Conference, National Board of Management Meetings, and Chapters' Working Conference; • Hold the Chapters' Working Conference; • Provide accountability reports during the Chapters' Working Conference; • Prepare the Chapters' Work Plan based on the work plan resulting from the National Assembly Conference. <p>Only a few provincial chapters are implementing activities for their members such as issue-based workshops. Most of the chapters serve as provincial focal points which relay information from ADKASI's Secretariat to members in the province, and/or gather their opinions and convey them to the national Secretariat of ADKASI.</p>
FAM Bolivia	National Congress	130 members from all over Bolivia			To elect the Board of Directors

<p>Board of Directors</p> <ul style="list-style-type: none"> • President • Vice-president • Two members from each of the nine departmental associations • Two members from each of ACOBOL's departmental associations • One mayor or councillor from each capital city and El Alto (26 in total) 	<p>32 members. For an elected official to be on the Board of Directors they have to comply with many requirements, which acts as a type of filter, making the percentage of individuals being re-elected quite low. An individual first needs to be elected to their municipality (as mayor or councillor) and then, at the National Congress, the member needs to be elected by their peers as the representative of their departmental association, and only then can the individual be eligible as a candidate to be on FAM-Bolivia's Board of Directors.</p>	<p>2 ½ years</p>	<p>The President and Vice President are elected by the National Congress at large (130 representatives of the various associations)</p> <p>Criteria for the election of the President:</p> <ul style="list-style-type: none"> • Elected municipal official registered as member of the National Congress by his/her Association. • Proposed by one Association • Candidate with the majority during the first round or the second round. <p>Criteria for the election of the Vice-president:</p> <ul style="list-style-type: none"> • Same criteria as the President but from the alternate association (If President is from FAM, vice-President must be from AMB and vice versa.) 	
<p>Commissions:</p> <ul style="list-style-type: none"> • Institutional Mgmt & Ethics (obligatory according to FAM Bolivia By-Laws) • Public Municipal Mgmt • Financial and Tax Revenues Policies • LED, Territorial Development, Natural resources & Environment Policies • Social Development & Gender Policies 	<p>All commissions have 3 or 4 members who are mayors and/or councilors of cities and rural municipalities representing their organization (national/departmental associations). No specific rules for proportional representation</p>		<p>Individuals volunteer to participate based on their interest, knowledgeable, and/or experience on the theme.</p> <p>The process to elect the Commissions' leadership must respect the policy of alternate associations in leadership positions.</p>	<p>According to the FAM Bolivia By-laws an Ethics Commission is obligatory. During the last term, this commission was also the commission to deal with municipal management issues.</p> <p>Responsibilities are defined by the Board at its creation together with its mandate.</p>
<p>Legal advisory group</p>	<p>The Legal advisory Group is comprised of staff that supports the leadership (see Org Chart), it is not a Board Commission</p>			

ALAT	National Annual Conference	Chairpersons, Mayors, and Directors of Member Authorities, as well as 21 constituency members of parliament representing each administrative region in the country and elected by ALAT's regional branches.			
	National Executive Committee	19 members in total. President, 5 members elected from chairmen and mayors of urban authorities; 5 elected from chairmen of district authorities; 2 amongst the directors of district councils and 2 are elected amongst the members of parliament who are members of ALAT national general meeting. The NEC also includes 4 women Executive Directors (2 from District Councils and 2 from Urban Councils). The main criteria is to have a lean Executive Committee which is representative of both urban and district councils.	President – 5 years (not sure the entire NEC)	Election is normally a political process. There are no special qualities every member can contest the election of chairperson and vice chairperson. The process starts with filling forms and seeking sponsorship from fellow members.	
	Regional and Council Branches				<ul style="list-style-type: none"> • To provide a forum for discussion on issues affecting councils in the area of the particular region • To provide advice to the national organs • To participate in advocacy relating to matters affecting local government councils • To provide support services such as information dissemination, knowledge and experience sharing among councils within the region. <p>The regional branches are also responsible for ease of communication between the national organs and council and for organizing and facilitating joint events such as the national Local Government Day.</p>

Chairman's Sub-committee	5 Members – Chairman, Vice-Chairperson, Member of Parliament in ALAT, two other members including one from an urban and another from a rural district		The chairman's committee is elected by the Executive Committee from among its members. The election process is preceded by an analysis of qualification of each member and committee which he/she can contribute more effectively. The proposals for this analysis are presented at the meeting of Excom for decision.	Meets with the Central Government leadership and other institutions for discussions on issues related to local government
Finance and Administration	6 members including the chairperson		Elected by the Executive Committee from among its members. The election process is preceded by an analysis of qualification of each member and committee which he/she can contribute more effectively. The proposals for this analysis are presented at the meeting of Excom for decision.	<ul style="list-style-type: none"> • Exploring ways of raising the income of ALAT and member • Authorities Devising Regulations for financial Management • Giving advice on how to improve on sources and expenditures of Local Government • Making preparations, recommendations and advising the Executive Committee
<ul style="list-style-type: none"> • Research Development, Publicity and Legal Matters 		<ul style="list-style-type: none"> • Researching on various types of Local Governments in the world; • Through research, analyse hindrances/obstacles and problems facing Local Authorities; • Research and analysis of various policies which have a bearing with Local Government; • Promoting the Association through various publications and writings of/about the Association; • Distribution of Information through various publications and writings of/about the Association; • Analysis of various laws which have a bearing on Local Government and various Local Government issues which need enactment of new laws; • To analyse the constitution and regulations of the Association and make recommendations. 		
<ul style="list-style-type: none"> • Social Services 		<ul style="list-style-type: none"> • Advising on ways of improving health services in Urban and Rural areas; • Analysing problems facing the delivery of preventive and curative services as well as giving the advice and recommendations to the executive committee • Exploring ways of addressing the infirm and disabled and those affected by HIV/AIDS; • Analysing problems affecting primary education and giving recommendations; • Exploring and recommending ways of improving the social welfare of the people; • Keeping abreast with problems facing both urban and rural area in general. 		

	<ul style="list-style-type: none"> • Specific and Special Issues 				<ul style="list-style-type: none"> • Discussing issues pertaining to urban authorities namely Town, Municipal and City councils specifically the development of urban areas such policy issues related to urban development including the nurturing the development of small towns/townships; • Discussing issues related to the relations between Rural and Urban Local Authorities; • Discussing the policy of urbanization and development of urban settlement and forward recommendations to the Executive Committee of the Association; • Discussing the Scenery, Organisation and Beautification of Town General ; • Giving the recommendation on the best way of starting and Development of Sub-Urban Centers in the country; • Discussing other issues which have a bearing or special effect to Town Councils and Township Authorities with District Councils arising out of their relationship
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Question 3: Official and unofficial decision-making processes within LGAs

The degree of autonomy between the LGA and the central government varies significantly from one case to another. Some associations are strongly independent (as in Canada or in the Philippines, or FKKA in Indonesia), while others entertain very close relations with the national government apparatus. ALAT, for example has staff lent by the national government on its Secretariat, which one could argue could compromise its independence vis-à-vis the national government. ACVN's executive is composed of former senior government officials. The degree of autonomy of LGAs is certainly influenced by these considerations, but these arrangements should also be seen as a trade-off where the LGA benefits in terms of resources, information and access to decision-makers.

The key question is probably more to assess if LGAs are able to effectively represent and advance the issues faced by their members. In that respect, all LGAs freely elect their representatives among members and all LGAs include a number of Board, Committees and Caucuses where members can (in principle at least) voice their concerns. This is supported by a set of procedures to table motions and amendments to motions, and voting procedures.

The question of how decisions are made taking into account and respecting the diversity of members within an LGA is very interesting one, and one that many LGAs have had to grapple with. Most LGAs appear to find it critical to ensure that all its members, especially when they are very diverse, be given a platform to bring up and discuss issues that are specific to them. This is usually done through the creation of caucuses or committees based on regional representation or common issues. Members of these regional or issue-based committees generally elect representatives that are members of the Board of Directors. This seems to ensure more equitable representation among various members and prevent one group taking over the agenda of the association.

The UMQ presents an interesting case: while members have an equal voice at the annual meeting, UMQ has organized and resourced caucuses (representing specific types of member local governments – large, agglomerated, metropolitan, etc – see table under question 2), which have their own Board and annual meetings (during the UMQ annual meeting), as well as their own secretariats (most of them located within UMQ's offices). These caucuses pursue the interests of their members by doing research and developing policies or positions, which are submitted to the UMQ general assembly for approval.

It is difficult to assess the importance of informal decision making in LGAs. But as a rule of thumb, it seems that LGAs that have Boards of Directors and Committees that meet more often tend to better document and follow up on decisions. Having a professional secretariat is critical. The Secretariats of FAM-Bolivia, LMP, ULAP, ALAT, FCM and UMQ comprise policy staff that is qualified to assist the association in coordinating studies and building its positions. At the same time, it should be recognized that all associations (except maybe for FCM and UMQ) are faced with serious resource constraints that limit their capacity to recruit and retain senior technical staff.

Question 4: Checks and balances guaranteeing that the most local tier of sub-national government has an equal say and authority within the LGAs as higher levels of sub-national government.

The structure and governance of the LGAs we studied all support (and often, explicitly state in their by-laws) the principle of all members being equal within the association. All associations are also built on the ideology of consensus, which implies that various forums are in place within their structure to allow for discussions, building agreement and formulating recommendations. The (annual) Assembly of Members and the Board of Directors are responsible to move policy recommendations and make important decisions for the association. When required, all the LGAs among our cases have a rule to make decisions by a majority vote; but in most instances LGAs would prefer not to pursue an issue that is divisive among its membership. Preserving unity and cohesion is fundamental to the capacity of any LGA to be effective in its effort to engage the national government on issues affecting its members.

At the same time, each association negotiates with the specificity of its membership. As such, the complex structure of Committees and Caucuses developed by UMQ, FAM-Bolivia and others only reflect the diversity of their respective membership. This takes care of regional districts and metropolitan cities (upper tier of LGs), as much as of big cities, rural towns and northern communities. Most LGAs we studied appear more concerned by regional representation and inclusion than by other factors when it comes to designing their governance and committee structure. Regional grouping also contribute to ensure that the more populous regions/provinces cannot capture the leadership and resources of the association; while enabling all parties to work their issues through the association. Three associations (FAM-Bolivia², ADKASI and LMP) have moved towards establishing sub-national chapters; and four have chosen to establish regional caucuses (FCM, UMQ, LMP and ALAT). Only LMP is pursuing the two approaches together, chapters aiming at the level of provinces and regional committees working at the level of the 3 island clusters.

Many of the cases we studied show a strong homogeneity within their membership: ADKASI represents only District Councils; LMP's members consist only of municipalities (and don't include cities, provinces, etc.); ACVN has a membership comprising the 100 most important urban entities in Vietnam. In the other cases, the composition of the Board of Directors and of the Executive Committee always reflects the diversity of membership. As an example, the National Executive Committee (NEC) of ALAT consists of 19 members, including: ALAT's President, 5 members elected from chairmen and mayors of urban authorities; 5 elected from chairmen of district authorities; 2 amongst the directors of district councils, and; 2 elected amongst the members of parliament. The main criterion is to have a lean executive committee which is representative of both urban and district councils. The NEC of ALAT also includes 4 women Executive Directors (2 from District Councils and 2 from Urban Councils). Similarly, the number of seats assigned to specific groups within the membership can also reflect some proportion with the size of population. This is the case for UMQ, whose Executive Committee comprises 21 members: 1 President; 3 regional representatives; Representatives from the Caucus d'affinités including 7 from the municipalities of the Metropolis of Montreal, 5 from largest cities, 1 from small municipalities, 1 from central municipalities, 2 from agglomerated cities, and; 1 seat for the Past President.

A common divide within LGAs is the tension between big cities and smaller communities. This is not only due to the nature of their respective issues, but also because mayors of large cities have direct access to national decision makers and are often as dominant on the political scene as some Ministers are. To respond to this situation and cater to the different interests among its membership, UMQ has established 5 caucus d'affinité (caucuses regrouping same size/similar local governments): LGs that are service centres; agglomerated cities; large cities; cities in the metropolitan area, and; local municipalities. Each member joins one, and only one of these groups.

Including issue-based or interest-based considerations in the design of the structure of the LGA contributes to create instances where members can engage and work with their peers, and make their contributions to the affairs of the association. As an example, FAM-Bolivia's thematic committees include one on environmental issues, and one on social development issues.

Besides, it should be noted that some LGAs are progressive and have instituted mechanism to "positively discriminate" in favor of some segments of their membership. A case in point is reserving seats for women on their Boards, and/or creating dedicated committees to address issues pertaining to gender equality. Women local elected officials, let alone women mayors, are largely under-represented. By creating dedicated instances within their structures, LGAs enable themselves to be more in tune with issues pertaining to women and gender equality in society.

² FAM-Bolivia doesn't have "chapters" per se, but its member associations are established at the regional level.

Among our cases, some LGAs include different tiers of local governments within their membership. A case in point is ULAP, which deals with this in the following manner: its General Advisory Council includes 5 representatives from each of the 11 regular members (including the League of Provinces of the Philippines, as the upper tier of local governments in the country; and the League of Barangays of the Philippines, as the lower tier). In a similar manner, its National Executive Board comprises one representative from each of the regular members that is, their President or Chairperson.

In summary, we can say that the following approaches can be used to serve as guarantor that decisions made represent the interest of all segments or factions within the membership.

- Differentiated membership of governing bodies;
- Differentiated membership of committees;
- Rotation of presidents and officers, through criteria for their (s)election;
- Number of deputies representing certain membership types.

Question 5: Checks and balances guaranteeing full participation of all political parties represented in the sub-national tiers of government.

National political parties are dominant political forces at the local level in the Philippines, Tanzania, Indonesia and Vietnam. However, all the associations we've studied are built on the principle of being non-partisan. None of these LGAs have specific checks and balances guaranteeing participation of members of all political parties. Members of the associations we studied don't vote on issues based on political affiliation. None of them has any mechanism in place to ensure the equal participation of all political parties, and all affirm being non-partisan and pursue non-partisan objectives as well.

This being said, it is worth noting some particular features in our cases. While this is not required by its by-laws, LMP usually elects a President that is of the same party than the President of the Philippines. This can contribute to ensure a good proximity to national level decision-makers. However, the limit of this tactic is that its risks alienating members from other political allegiances. One can also think that relying on personal relationships can be a liability when the League's position goes against the view of the President of the Philippines. This is an issue that is sometimes raised amongst the ranks of LMP.

Canada is an interesting case because local political parties, when they exist (only in some provinces, and mostly in bigger cities), are not aligned with the national or provincial ones. In a similar way, since 2000, the law in Bolivia permits candidates not affiliated to political parties to run for local elections. It also allows citizen organizations, indigenous communities, unions, etc. to register their own lists of candidates in municipal elections. This contributes to situate "local" issues and the wellbeing of communities at the forefront of the municipal agenda.

Bolivia's case is similar to Cambodia in that –while being a multiparty democracy– one of the political parties dominates the political scene, and gets the most people elected by a significant majority. The association has made it one of its key strengths to be able to represent the diversity of opinions within local government units in the country. This is a source of stability and social cohesion, which is duly respected by the national government. Most critically, the members themselves recognize that only if they are united will they be able to influence decisions made at the national level.

Vietnam is a special case because only one political party exists in the country, the Vietnam Communist Party, which has ramifications at all levels of government. While there is a strong proximity between the members of ACVN and the Party (to which most, if not all elected officials belong), the association is developing itself as a progressive force, bringing the issues faced by its membership to the attention of national leaders.

Question 6: Procedures of conflict mediation and resolution

Conflict mediation and resolution is a difficult topic to study because of its sensitive nature. Associations usually indicate that if conflicts arise between members, they would be resolved informally. Besides, LGAs don't report having to deal with frequent (if any) conflicts within membership. The governance structure, democratic processes and majority rule for decision making seem to be understood, respected and appreciated as necessary and just principles by members.

At the same time, it should be recognized that most associations have quite sophisticated by-laws (LMP, ADKASI, FCM, UMQ, ALAT, ULAP). These state and detail the roles and responsibilities of all governance bodies and LGA officers, as well as all the procedures organizing the affairs of the association. Clarification of these internal rules certainly contributes to avoiding conflicts.

Most associations do not discuss conflict mediation in their by-laws, but when probed they have told us that in case of conflict the Board of Directors would usually be charged with considering the issues and making decision on such affairs. As an example, LMP's National Directorate: "Act as a conflict-resolution mechanism for intra-organization disputes involving members, provided, that the decision of a majority of the members of the National Directorate shall be binding to all parties to the controversy".

It should also be mentioned that some associations, while not directly dealing with conflict resolution in their bylaws or their structure, have put in place some preventive measures to avoid conflict within their ranks. For example, after having faced a potentially divisive issue, FCM adopted a Code of Ethical Conduct. The Code sets out some clear principles that Board members must adhere to in order to protect the integrity and the credibility of the organization. Failure to respect those standards leads to a sanction (from reprimand to removal from office) of the board member by the Board of Directors, on recommendation of the Executive Committee. FAM Bolivia has an Ethics Commission to deal with similar issues.

Another way to prevent conflict within an LGA's membership is ensuring that the rules for deliberation and debate are well defined and that the conduct of all its business is controlled by the general will of the whole membership to abide by the majority decision after the debate. In Canada and elsewhere in the world, many organizations, including FCM, follow the Robert's Rule of Order (developed in 1876), which is a recognized guide to running meetings and conferences effectively and fairly. Robert's Rules provide for constructive and democratic meetings, to help, not hinder, the business of the assembly (<http://www.robertsrules.org/>).

FCM's by-laws indicate that: "The Chair of each meeting of the Board, of the Members and of Committees of the Federation shall direct the deliberations and ensure the smooth conduct of the meeting. He or she shall establish, in a reasonable and impartial manner, the procedure to be followed based on the rules contained in Robert's Rules of Order". To prevent time-consuming and potentially conflictual arguments over procedures during meetings, FCM always retains the services of an independent parliamentarian who can make a ruling on procedures (based on Robert's Rules), should members have conflicting positions on how to proceed.

Question 7 & 9: Organizational structure of supporting Secretariat of the LGAs at the national level, and of supporting staff of the sub-national offices/associations of the LGAs & Division of labour within the LGAs between the national office and sub-national offices/associations.

This question deals with the organization of secretariats of LGAs at national and sub-national levels, and the division of labour between these levels. When available, the organizational charts of the LGAs we studied are being provided separately, as part of the corporate documents from LGAs (see list in Annex 2

of this report). Among our cases, the following associations have sub-national chapters or secretariats: ADKASI and LMP; while FAM-Bolivia is an LGA of (mostly) sub-national LGAs (with their own secretariats at the Department level). A provincial-level LGA without formal connections to national LGAs, FKKA presents an alternative to the approach of developing chapters. ALAT, FCM and UMQ only operate a national secretariat, but support regional dynamics through their caucuses or, in the case of ALAT, through regional branches (similar to LMP's Island Clusters). Finally, ULAP is a different case because it is an umbrella LGA of national LGAs.

To understand the nature and dynamics of LGAs, it is useful to consider them from two different angles: their verticality (local-national linkages) and their horizontality (local-local linkages).

Regarding their verticality, LGAs always reflect the state of decentralization in their country. By creating bottom-up mechanisms for different orders of government to work together, they are also experiments in democratization and in bringing the overall government apparatus closer to communities and people. LGAs constitute a mechanism that enables new forms of intergovernmental dialogue between central and local governments. However, this is always a delicate issue because this dialogue is done between unequal partners: even in a rich and democratic country like Canada the federal government or the provinces have ultimately the prerogative of welcoming or not LGAs at their table. The very existence of some LGAs is vulnerable to the arbitrary decisions of higher-level decision makers. So it is not surprising that all LGAs are astute "political animals": they all have a careful approach in assessing their sphere of influence and devising strategies to promote changes that benefit their members. All the LGAs we studied are a force of cohesion within the local government sector. As a general rule, LGAs tend to get more benefits from their engagement with the national government when they are able to speak with one voice on behalf of all local governments in the country. That is, when they are effective at building consensus and mediating divergence among local governments, and in proposing practical and realistic solutions to the national government. This means building up a governance structure that supports this effort among membership and ensures the association is genuinely "representative" (see Question 2).

This political dimension of LGAs needs to be matched with a professional Secretariat. Within LGAs, the will for change is driven by politicians, but concrete change comes from administrative reforms and LGA staff needs to come forward with position papers and studies which can advise the senior bureaucrats from the national administration. In that respect, many LGAs have experienced the shift from being a "Club of Mayors", to becoming a genuine association of local governments. From our experience, this appears to be a one-way road and no association has found it useful to step-back and return to the nature of a Club.

LGAs that have an Executive Director with secure tenure have proven to be more stable, and most of the associations we studied now have an Executive Director (sometimes called Secretary General) in place, with secure tenure. One of the key roles of the Executive Director is to be the link between the political dimension of the LGA and a professional body of staff affected to pursue the corporate objectives. Usually, the role of the Executive Director does not include representing the positions of the association. This is left to the President, the officers and the membership. However, this line is not always that clear cut.

Among the associations we have studied, ACVN is one where the Secretariat (through its Secretary General and senior staff) has a strong dual nature of representing the political agenda of the association and ensuring the development of a professional organization. This denotes a more conservative political culture and, as a result, the focus and strengths of the association tend to be more in terms of services to members and as being a partner for international programming aiming to provide technical assistance to cities. ACVN is hardly alone in putting its emphasis on "service provision" as opposed to "intergovernmental relations and advocacy"; all LGAs from the South navigate a delicate balance in their relations to central government.

The horizontality of LGAs points to another critical dimension: that of being a network for local governments to exchange experience and knowledge, and collaborate together. In that regards, LGAs

embody the “spirit of associations” of their respective country. For emerging or young LGAs, the key issue is often to justify their existence and demonstrate their value to members through concrete and immediate benefits, services and opportunities. Gathering intelligence on issues and sharing information is consistently the starting point, but associations can be very creative in facilitating sharing of experience and offering services and benefits to members (see Section 2 for details on LGA services). In this light, an LGA is in a privileged position to “develop its business” with local government members. There are always forces at play that encourage local governments to share among peers and to collaborate on issues. One can think that the legitimacy built from being a useful resource to members is really what provides stability for associations. Change in policies and gains in intergovernmental dialogues are almost always done over a number of years, if not decades.

The question of the organization of national and sub-national Secretariats needs to be read in light of these two dimensions of LGAs. As such, the main factors to consider are: the order of government it seeks to influence and the nature of its membership.

Division of Labour Within/Between LGAs			
		Main Vertical Focus (influence)	Scope of Horizontal Dimension (exchanges)
Bolivia	FAM-Bolivia	National Government	Local gov. nation-wide (specific issues only)
	Department LGAs (9)	Department level (work with FAM for national issues)	Members within Department
	Association of Municipalities	National Government (work with FAM when relevant)	9 Department capital cities
	Association of Elected Women (ACOBOL)	National Government (work with FAM when relevant)	Women elected officials nation-wide
Canada	FCM	National Government	Municipalities nation-wide (specific issues only)
	UMQ	Provincial Government (work with FCM for national issues)	Municipalities province-wide
Indonesia	ADKASI	National Government	District Councils nation-wide
	FKKA	Provincial Government (and some national issues)	Cities and Districts province-wide
Philippines	LMP	National Government (work with ULAP when relevant)	Municipalities nation-wide (not provinces, cities, etc.)
	ULAP	National Government	Between member Leagues
Tanzania	ALAT	National Government	Local gov. nation-wide
Vietnam	ACVN	National Government	100 main cities/towns nation-wide (out of 700 local government units)

When determining their scope of work, umbrella associations appear to be responsive to the needs of their constituents. FAM-Bolivia enables local governments to speak with one voice to the national government, which is the order of government that has the most power over decentralization of responsibilities and resources. ULAP reaches beyond the different segments of local governments created by the national legislation: provinces, cities, municipalities and baranguays.

The division of labour between national LGAs and sub-national chapters brings other kinds of issues into play. At the forefront is the fact that sub-national offices are reportedly under-resourced and understaffed. Our cases seem to suggest that branches or sub-national offices created from the top-down by a national association tend to serve two purposes: dissemination of information and decisions, and gathering feedback for the national association. This is the case of ADKASI and LMP. However, LMP has

an additional feature –the Annual Conference of its island clusters– which enables a genuine political role at the sub-national level of the association. These events are largely driven by the national secretariat, but they constitute a cohesive force within membership within a geography that suits them. The cases of LMP and ADKASI suggest that –at least in the context of emerging countries– there are two other ways to establish and finance the operations of sub-national chapters: external funding, in particular through international development projects aiming at municipalities in a region, or; being hosted by certain municipalities or Mayor’s/Council’s offices to share resources.

ALAT’s by-laws reflect the general spirit intended in creating LGA branches: “The branches shall discuss issues pertaining to Member Authorities within the region and a report of their discussions shall be sent to the Secretary General of the Association for information or decision of the whole Association. Regional Branches shall have the power to present their opinions and views regarding their regions to the Central Government and the Party at the region and national issues shall be submitted to the Central Governments or the Party through ALAT at national level”.

To achieve functioning sub-national offices, the key success factor seems to lie in the capacity of an LGA to build on bottom-up and local dynamics of local government members.

Question 8: Mechanisms of integration within the LGAs that enable and encourage cooperation and collaboration of different levels of sub-national government at the national and the sub-national levels.

All the LGAs we studied put an emphasis on ensuring equality among membership and most ensure that this diversity is represented on the Board of Directors and composition of Committees, including their regional dimension when applicable (see Questions 2 and 4). The principle of equality and the resulting structures created to reflect this principle are arguably the most important consideration to build an association that is owned by the whole of its membership.

Elected leaders who participate actively in the work of Committees are more likely to become advocate of the positions taken by its association than those who don’t get involved. At the same time, policy working groups need to be properly staffed and resourced if they are to produce results. LMP is a good example of an association that has taken active steps to ensure an active involvement of its members in policy issues. The General Assembly and Island Clusters used to be prompt to adopt positions on issues (which created pressure on the secretariat of the association) but the enthusiasm often stopped there and the association was struggling to ensure adequate leadership from members on certain issues. In order to deal with this situation, LMP now appoints “focal mayors” from its Board to lead on specific files. This contributes to sharing the workload and fosters cooperation among members. Similarly, LMP (as well as FCM and UMQ) assigns dedicated policy staff to work on specific files. This arrangement has been extended recently through the collaboration with the League of Cities of the Philippines (LCP), where a joint working group comprising elected officials and policy staff from LGAs led the development of a joint policy paper on the issue of the Internal Revenue Allotment.

Another major way of stimulating collaboration among members is through the organization of workshops, training sessions, thematic forums, etc. The capacity of LGAs to organize these events is often constrained by their lack of human resources. It is interesting to see that LMP and ADKASI have opted to establish a learning centre within their secretariat to strengthen that function. LMP has also conceived its Mayors Development Centre as a mechanism to mobilize its champion mayors –basically by having them as trainers for their peers–, for the benefits of its members. ACVN is currently exploring a similar approach, inspired by the experience of LMP. LGAs that develop internal training capacities are always confronted by the capacity to pay of members; but it seems that, from the cases reviewed in this study, the needs of the members as well as the privileged relation that LGAs have with their members make this type of venture promising for LGAs.

C. Overview of LGA’s Corporate Documents provided in the Annexes

We would like to provide the reader with a quick overview of the corporate documents he/she will find in the annex of this report. Each association has its own way of institutionalizing and regulating itself. Corporate documents such as Constitution, Charter and By-Laws are common ways used by these organizations to assert their existence, to consolidate their mission, values and purpose, and to establish their governance bodies and processes. At the same time, these documents reflect the legal and political environment in which the LGA is found. In some cases, the establishment of LGAs is confirmed by a national law or decree (ex.: ACVN, ADKASI, LMP, ALAT); in others they are registered corporations with a legal status similar to an NGO (ex.: FCM, UMQ, FKKA, UCLG). Among other things, the geography, degree of autonomy reached by local governments, nature of membership of the LGA, prevalence of dominant political parties in local politics, etc. all play a part in shaping the roles and functions of an LGA – hence the way each case study was presented. These considerations are critical if one wants to understand and properly refer to the material contained in LGA’s corporate documents. The documents provided in the annex are thus intended as examples, and not as models that can be applied directly to a different environment.

Our study team has collected a series of corporate documents from each of the associations considered in this review. However, it was not possible to be systematic and to collect all available documents from each association. In some instances also, translation was required to make these resources available in English. As requested in the comments on the first draft of this report, we have included documents in French and Spanish as well. We were able to translate corporate documents from Indonesia’s associations in time to be included in this report. Besides, we also included resources from the Union of British Columbia Municipalities (UBCM/Canada), United Cities and Local Government (UCLG/World) and the Association of Netherlands Municipalities (Vereniging van Nederlandse Gemeenten, or VNG). These associations are not discussed in the present study, but they are prominent and well functioning organizations in their respective context. We thought these would be of interest to NLC/S.

Mapping of Corporate Documents from LGAs Available in the Annex											
Kind of Resource	ACVN	ADKASI	ALAT	FCM	FKKA	LMP	UBCM	UCLG	UMQ	ULAP	VNG
Constitution											
By-Laws											
Election Rules											
Org. Chart											
Membership Form											
Membership Fees											
Policy Manual											
Policy Paper (ex.)											
Strategic Plan											
Others (various)											

4. List of References

In addition to information available at FCM through program documents and answers received directly from relevant association partners, the following sources were used in the preparation of this study.

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Federation of Canadian Municipalities. 2006. Your guide to municipal institutions in Canada. Ottawa. 29 pages.

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Tanzania

US Department of State. 2010. "Background Note: Tanzania".
<http://www.state.gov/r/pa/ei/bgn/2843.htm>

Vietnam

Ronald J. Cima (ed.). 1987. "Vietnam: A Country Study". Washington: GPO for the Library of Congress.
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5. Annotated Bibliography: Role and Development of Local Government Associations

While associations of local governments have existed in a number of countries (mostly in the West) for over a century, studies and analysis that look carefully at their roles and functions remain rare. Local government associations are sometimes mentioned in country studies taking stock of decentralization and the development of the municipal sector. But this modest presence in the literature doesn't reflect the trend of an increased presence and importance of these associations in numerous countries; not the least within the developing world.

With decentralization and urbanization comes the need to organize new institutional dynamics at the local level, and associations of local authorities can be an important part in the solution to help articulate the needs of and provide services to local authorities, as well as to enable exchange of experience and cooperation among them. The challenge of accessing available information pertaining to LGAs is also due to the fact that available titles, produced mostly by development agencies and programs, often don't include a proper bibliography. The titles selected below do not constitute a comprehensive list, but they represent to our knowledge the main resources available in the English language.

A. Structure and Operations of a Local Government Association

VNG International. 2007. Establishing a Local Government Association. The Hague, Netherlands.

This document has been written as a practical, easy-reference manual in preparing and establishing an association of local governments. It is meant in the first place for local government leaders, but also for decentralization task force members and for Ministries of Local Government who consider that establishing an LGA can be a useful step in developing the local government sector in their country. The document is not a blueprint. The context of each country and the conditions for each initiative to establish an LGA will differ.

Available online on the UCLG website, Capacity and Institution Building Group section:
http://www.cities-localgovernments.org/committees/cib/Upload/acb/vngi_establishing_lga_en.pdf

International Union of Local Authorities (IULA). 2001. The LGA Toolkit: For Stronger and Effective Local Government Associations.

This is a multimedia toolkit that reviews many common LGA issues, and provides examples from around the world of how individual LGAs have tackled particular organizational and operational issues. The toolkit is not a comprehensive guide to running a successful LGA. It is especially targeted at young and developing LGAs that are seeking guidance about where to start in strengthening specific aspects of their work. The toolkit is composed of three main sections: essential issues for the establishment of an LGA (first steps); a series of chapters focused on the main work on an LGA (primary activities), and; issues for the day-to-day institutional functioning of an LGA (operational issues).

Scanned version available through FCM, not including multimedia component (exhausted).

Council of Europe, UNDP and VNG International. Toolkit: Towards a Modern Local Government Association.

Some years ago, the International Union of Local Authorities (IULA, now UCLG) published "The LGA Toolkit", which explored common issues facing LGAs with examples from around the world. This Toolkit from the Council of Europe (CoE) and the United Nations Development Program (UNDP) complements and builds on the IULA publication. It is particularly addressed to LGAs in transition countries in Southeast Europe, South Caucasus and Central Asia where decentralization and the introduction of European standards are on-going challenges. The toolkit provides guidance and tools that LGAs can use to assess their current capacity and performance and transform themselves into more effective organizations.

Available online on the Council of Europe website:
http://www.coe.int/t/dgap/localdemocracy/Centre_Expertise/Tools/ToolkitonLGAs.pdf

Sultana, Kishwar. 2005. Establishing a Provincial Local Government Association: A Brief Process Manual. Islamabad & Ottawa. Published by Cowater International in association with FCM and Deloitte Touche Tohmatsu (Canada), and; Strengthening Participatory Organization and Semiotics (Pakistan); with funding from the Canadian International Development Agency (CIDA).

The CIDA Devolution Support Project (CDSP) started the process of formulation of LGA in Punjab, in September 2004. It is a 6 Phase Process. After analyzing the situation of alliances and networks in Pakistan, CDSP and other stakeholders came to the conclusion that CDSP's idea of association building is a unique one that incorporates all LG stakeholders in it. Most of the existing alliances in Pakistan are established by a particular group on the basis of the need to voice their rights, interests, issues and/or for political interests etc. and often do not have any formal structure. Strengthening Local Government System was the main objective of CDSP behind the formulation of a provincial association in Punjab. Pre requisitions for the strengthening of the system includes greater cooperation among the three tiers of the LG, mutual understanding within the councils & administration and inclusion of all stakeholders i.e. women, minority, labor/peasant and general councilors. CDSP believes in the formation of separate caucuses of all stakeholders for voicing their particular needs, with having a feeling of togetherness in a larger forum. This manual is intended to support local governments and civil society organizations in Pakistan to expand this idea of institutional building in their respective districts/provinces.

Available electronically through FCM.

Federation of Canadian Municipalities. 2004. Proceedings of the FCM Workshop on Operations and Management of Municipal Associations. Ottawa.

A summary of an FCM workshop on the operations and management of municipal associations, with participants from municipal associations in Nepal, the Philippines, Vietnam and Canada. Through a mix of discussion and seeing the work of FCM in action, the workshop sought to provide a balance between broad theory and concrete application. It was hoped that participants would return home with tools for change and the ability to share insights and lessons learned with their board and staff members.

Available electronically through FCM.

B. Publications of VNG International on Association Capacity Building
Series produced through LOGO South Program 2003-2010

VNG International. 2008. Advocacy and Lobbying by a Local Government Association. The Hague, Netherlands.

This Handbook is designed to help LGAs develop their Advocacy and Lobbying Strategy. A key role of the LGA is to articulate the needs and concerns of local government to central government. Where members' needs surveys have been conducted, advocacy and lobbying always appear near or at the top of the list of most important LGA activities. Therefore, the LGA bears a responsibility to lobby on behalf of local governments. It must advocate legitimate policies and positions that will serve the interest of local government. It must be able to communicate and persuade. The LGA needs to use the best advocacy and lobbying techniques, and to present its principles and plans in an advocacy strategy. A strong LGA provides strong advocacy and shows the capacity for good lobbying.

Available online on the UCLG website, Capacity and Institution Building Group section:

http://www.cities-localgovernments.org/committees/cib/Upload/acb/vng_i_acb_lobby_advocacy_en.pdf

VNG International. 2004. Developing a Communication Strategy for a Local Government Association. The Hague, Netherlands.

This document can be used as an application-oriented, easy-reference manual in developing a communication strategy. It is especially tuned to local government institutes and LGAs whose leadership wishes to improve and to strengthen the way the organization communicates, both internally and externally. Communication projects may differ in complexity from country to country and even within an

organization. Therefore, the described guidelines will not always be relevant for all cases. The interested LGA leadership can pick out whatever he or she thinks could be helpful to establish or improve the communication strategy.

Available online on the UCLG website, Capacity and Institution Building Group section:

http://www.cities-localgovernments.org/committees/cib/Upload/acb/vngi_acb_communicatiion_en.pdf

VNG International. 2007. Service Provision by a Local Government Association. The Hague, Netherlands.

Associations of municipalities across the world are in different phases of development and thus organized very differently. Some associations have developed a whole range of activities offering their members an extensive package of services, while others concentrate solely on lobby activities. Nevertheless, the themes and difficulties which associations of municipalities have to face show many similarities. Also, members' need for assistance is usually similar. Naturally it is vital that each association has a solid financial basis. How an association generates income is thus a central question in the association founding process. Obviously the association must have funds to be able to pay the office, hire staff and launch activities. This brochure addresses associations that are or are considering offering certain (paid) services. It can be used as a reference material, it provides a number of specific considerations that might have a role and includes examples of other associations that have experienced similar challenges.

Available online on the UCLG website, Capacity and Institution Building Group section:

http://www.cities-localgovernments.org/committees/cib/Upload/acb/vngi_acb_service_provision_en.pdf

VNG International. 2005. Strategic Planning in a Local Government Association. The Hague, Netherlands.

This document can be used as an easy-reference manual in developing a systematic strategic planning system. It is especially tuned to local government institutes and LGAs whose leadership wishes to improve and strengthen the structure and performance of the organization. The manual includes a complete set of practical guidelines. Planning projects may differ in complexity from country to country and even within one and the same organization. So the guidelines described will not always be relevant for everybody in all cases. The interested LGA leadership can pick out whatever they think helpful to start or improve the strategic planning process.

Available online on VNG's website, Publication section:

http://www.vng-international.nl/fileadmin/user_upload/downloads/publicationsAndTools/Strategic_Planning_Engels.pdf

C. Publications of the Federation of Canadian Municipalities on Association Capacity Building

FCM and VNG International. 2010. Strengthening Local Governance and Decentralization: Lessons and Experiences from Local Government Associations in Asia. Ottawa, Canada.

This publication highlights the role local government associations play in strengthening local governance and ultimately improving quality of life. It presents a series of initiatives that LGAs in Asia have undertaken to enhance their own viability and financial sustainability while improving the services they provide to their member local governments. These services range from policy, advocacy and intergovernmental relations on issues affecting local governments, to training and knowledge dissemination. The publication aims to support knowledge sharing among LGAs, their constituencies and regional and global local governance networks.

Available electronically through FCM and in Khmer language at NLC/S.

FCM. 2008. Knowledge Management: A Guide for Local Government Associations. Ottawa.

This guide aims to build the knowledge management (KM) capacities of national local government associations, which have an essential role in managing and sharing knowledge related to good local

governance. Sub-national, regional and continental LGAs may also find it useful if they have responsibility for knowledge management. The guide has been developed largely based on the practical experience of FCM and its African partners in conducting local governance-related KM in their own organizations. The guide is comprised of 3 modules: Module 1: Knowledge Management Basics introduces the reader to the concept of knowledge management – what it is and why it is necessary. Module 2: Developing a KM Strategy explains two approaches to developing a KM strategy. The first method involves a workshop approach, and the second involves bringing in a consultant or facilitator with expertise in knowledge management to work with the organization in developing an appropriate strategy. Module 3: Methods of Sharing Knowledge in Associations provides a range of methods and tools to help promote and facilitate knowledge sharing in national local government associations.

Available online through the resources section of the website of the Federation of Canadian Municipalities at: www.fcm.ca

FCM. 2009. "The Establishment of the Federation of Sri Lankan Local Government Authorities. A case study of Aid Effective Programming in the Local Government Sector", in United Cities and Local Governments (ed.), UCLG Position Paper on Aid Effectiveness and Local Government. Barcelona, Spain. Pages 37-38.

This case study illustrates how programming that supported the establishment of a national local government association in Sri Lanka has resulted in improved coordination of local governance interventions and has enabled local governments and their communities to exert a greater voice and ownership over their own development.

Available online at: <http://www.cities-localgovernments.org>

FCM. 2008. Promoting Women's Leadership in Local Government: Local Government Associations Help Women Meet the Challenge. Ottawa, Canada.

The activities of local government affect both men and women in ways that are fundamental to satisfying basic needs and quality of life. Women and men do not, however, enjoy equal access to or control over the basic services provided by local government, because women continue to be under-represented in both the political leadership and administration. Yet local government, as the order of government closest to citizens, is in the best position to involve women and men in decisions concerning their lives. FCM and its partner local government associations (LGAs) are working to strengthen the ability of their own organizations to support increased women's participation in local government as a critical strategy for change. This case study highlights some of the emerging good practices. The establishment of permanent Standing Committees or Caucuses on women's participation is one successful model for change.

Available through FCM's website at www.fcm.ca

Chenier, J. 2009. « The Changing Role of the Federation of Canadian Municipalities, » in Canadian Public Administration/Administration publique du Canada, Special Issue, Volume 53, No. 3 (September). Pages: 395-496.

Following its near demise in 1982, the Federation of Canadian Municipalities adopted new goals and processes designed to increase satisfaction and deliver concrete results to its member municipalities. Over time, FCM assumed the role of primary interlocutor or broker, establishing a bridge between federal intentions and local government needs and playing a central role in the aggregation, definition, articulation and advocacy of local government issues at the federal level. These FCM actions, in conjunction with the significant improvements in the financial position of the federal government, resulted in significant monetary transfers from the federal to local governments and large increases in FCM membership. At the close of 2005, FCM was poised to achieve its ultimate goal of establishing a joint federal-local mechanism for policy development as part of the New Deal. However, the election of the Harper government in 2006 led to a change in the federal position, leaving FCM in a position reminiscent of 1982 and a way forward that was suddenly less clear. While continuing to lobby strongly for fiscal

transfers to municipalities, FCM is assuming a broader role of filling the research void on local issues at the federal level.

This article is from a specialized journal and can be provided upon request.

Stevenson, D. and Gilbert, R. 2005. "Coping with Canadian Federalism: The Case of the Federation of Canadian Municipalities".

Since the early 1960s, the only pan-Canadian association of municipalities has evidenced two decades of decline followed by two decades of growth. This paper analyzes the association's decline and the growth in the context of the changing position of municipalities with Canada, particularly Quebec municipalities. Examination of the association's recent history provides useful insights into how Canada's municipalities cope with Canadian federalism. It provides lessons as to how best to prosper as a pan-Canadian organization concerned with what are mainly matters of provincial interest. The paper's theoretical contribution contains reference to the nature and roles of interest groups in Canadian federalism and to the application of structural contingency theory.

Available electronically through FCM, or at:

[http://richardgilbert.ca/Files/2005/Stevenson-Gilbert%20for%20CPAJ%20\(Web\).pdf](http://richardgilbert.ca/Files/2005/Stevenson-Gilbert%20for%20CPAJ%20(Web).pdf)

D. Decentralization and Local Governments in Asia

Sproats, Kevin. "Local Government in Asia and the Pacific: A Comparative Analysis of Fifteen Countries". Prepared for the Secretariat of the UN Economic and Social Commission for Asia-Pacific (UNESCAP). Western Sydney Research Institute, University of Western Sydney.

This study provides a comparative analysis of local government issues in 15 Asia-Pacific countries. The analysis draws on issues in local self-government identified through country reports prepared for UNESCAP. In the past 30 years the urban population in the Asian and Pacific region has increased by 560 million people (or 260%) and in the next 30 years it is expected to increase by about 1,450 million people (or 250%). This unprecedented urbanization process will make it increasingly difficult for limited natural and human resources to cope with the pressures of modern society. With most of its value added economic activities and populations located in urban areas, how well cities function as a system will determine the future of Asia.

While Asian and Pacific economies and societies are undergoing rapid transformation, government structures and systems in most countries of the region have been slow to change and respond to the new challenges. If we are to move from old to new paradigms, what are the issues that need to be addressed? What are the problems to be overcome? What good practice should be carried forward? A brief background to the countries is provided before moving into the crux of the chapter. Following that examination of issues an Agenda for Action has been drawn from the discussion.

Available through the UNESCAP website: <http://www.unescap.org/huset/lgstudy/comparison1.htm>

Annex 1: Case Studies

Map of Countries and Local Government Associations Studied



Bolivia and FAM-Bolivia

i) Overview

In 1995 Bolivia introduced the Law of Popular Participation, in which the municipal level of government became the leading advocate of development and decentralization of responsibilities and resources ensued. Founded in 1999, the Federation of Municipal Associations of Bolivia's (**FAM-Bolivia**) main objectives are to represent the interests of its members and strengthen local governments and elected officials to achieve more effective, transparent and participative systems of local government. FAM-Bolivia is the highest order of municipal association in the country, which unifies and represents all 327 Bolivian municipalities. Below the national level, the next level of government is the 'department' level, which is the equivalent of a province in Cambodia. Each of Bolivia's 9 departments has an association of municipal governments which are members FAM-Bolivia. In addition, each department has a capital city and the 9 capital cities make up a separate additional municipal association that is also a member of FAM-Bolivia. The 11th and last member of FAM-Bolivia is the Association of Women Mayors and Councilors of Bolivia (ACOBOL) which brings together all the female elected local level representatives in the country. The FAM leadership comprises a National Conference of 130 members from all over Bolivia, and an Executive Committee of 32 representatives of municipal elected officials.

ii) Country context

During the 1980s and 90s, countries in Latin America gradually decentralized (Brazil, Colombia, Chile, Bolivia, as well as some Central American countries). The decentralization took place in search for a way to improve national performance and increase the provision and quality of public services. In that context, local governments were democratized, and their capacity, resources and autonomy were increased to facilitate their role as promoters of economic and social development at the local level.

Bolivia implemented an original decentralizing process that recognizes its multi-ethnic and multicultural character, through the strengthening of two levels of sub-national government: the municipalities and the departments. In 1995 Bolivia introduced *La Ley de Participación Popular* (the Law on Popular Participation), in which the municipal level of government became the leading advocate of development and decentralization of responsibilities and resources ensued. Later in 1995, *La Ley de Descentralización Administrativa* (the Administrative Decentralization Act) came into being and benefited the departments at the intermediate level, granting them elected assemblies. In 1999, a new *Ley de Municipalidades* (Municipalities Act) was passed.

The departmental prefect that was initially appointed by the national government, in 2006, changed to be elected by popular vote. In that same year, after a prolonged social and politic crisis, Evo Morales' government took power and convoked a new Constitutive Assembly, in which questions pertaining to the regions, municipalities and indigenous communities took priority in discussions. The richest departments, in particular those in the East were demanding much greater autonomy.

The introduction of the Law of Popular Participation in 1994 generated new participatory practices in municipalities through the creation of Territorial Based Organizations (TBOs). Through these, communities were able to take part in developing Municipal Development and Annual Operating Plans, which became a requirement in order to access co-participation funds from the national government. The oversight committee elected by the TBOs, monitors the implementation of development plans, along with the vice-mayors and social lawyers. The results of these changes is said to have been encouraging in most municipalities. However, in many cases, legal requirements have given rise to bureaucratic practices, which have gotten in the way of genuine participation and in some instances reinforced corruption.

Bolivia is a multi-ethnic unitary state, organized into 9 departments, 112 provinces, 327 municipalities and 1,384 cantons. The constitutional capital is the City of Sucre and the seat of the government is in the city

of La Paz. The most populous city in the country is Santa Cruz. The largest concentration of the country's population is in the capital cities of the departments, especially in the central axis (La Paz, Cochabamba and Santa Cruz). These central capital cities have the strongest influence on the national government.

Each municipality has a municipal government made up of a municipal council, which is the highest authority and oversees the municipal administration. The Mayor of the municipal council has the highest executive authority and municipal terms are for five years. Municipal governments receive 20% of national tax revenues. In addition, since 2005 they have also been receiving direct tax on hydrocarbons, which averages approximately 50% of their income.

It can be argued that one of the most interesting forms of developed "associativism" in Latin American is the establishment of federations of associations "from the ground up". This is the case for FAM-Bolivia (la Federación de Asociaciones de Municipios de Bolivia). Founded in 1999, FAM-Bolivia's main objectives are to represent the interests of their members and to strengthen local governments and elected officials to achieve more effective, transparent and participative systems of local government. FAM-Bolivia was incorporated as a non-profit corporation under a prefectural resolution. It was formed under Article 202 of the country's previous constitution and it constitutes an associative municipal body.

FAM is the highest order of municipal association in the country, which unifies and represents all 327 Bolivian municipalities. Below the national level is the department level, which is the equivalent of a province in Cambodia. Each of Bolivia's 9 departments has an association of municipal governments which are members of FAM. In addition, each department has a capital city and the 9 capital cities make up a separate additional municipal association that is also a member of FAM. The 11th and last member of FAM is the Association of Women Mayors and Councillors of Bolivia (ACOBOL) which brings together the 9 departmental level associations of female local level elected representatives in the country.

FAM-Bolivia has 10 years of experience in advocating and representing the interests of municipal governments and influencing local and national policies. This has resulted in qualitative changes to the legal framework within which local governments operate, as well as increased jurisdiction and resources for local authorities. FAM-Bolivia has collaborated with the Ministry of Finance to develop by-laws; set up a functioning knowledge management system to capture, manage and share knowledge and related knowledge products with its members; and is currently managing projects financed by international donors and municipalities. These include:

- GESPRO – a program of pre-investment preparation and consultation support for the Municipal Public Investment program.
- Municipal Green Fund – a fund that supports municipal projects related to the sustainable use of natural resources (modeled on FCM's Municipal Green Fund).
- FOCAM – a fund offered to municipal governments to access technical assistance and training provided by departmental associations.
- SADEL – a food safety and school breakfast project that aims to encourage LED in municipalities by providing locally produced food to local schools.

FAM-Bolivia transmits, shares and exchanges information with its members through its website: www.fam.bo, and through mediums such as Onda Local (Local Wave) – which is a radio station, and Ventana Ciudadana (Citizen Window), as well as through their municipal consultation line which can be reached free of charge at: 800-10-1617.

FAM-Bolivia is the highest representative of local government and is invited to work closely with the national government to advocate on behalf of local governments. They work closely with the Ministries of Popular Participation, Housing, Health, Education and Sustainable Development. In 2004, during the National Dialogue process put in place by the national government, FAM-Bolivia was the only body with sufficient capacity and organization to table a proposal for discussion that was presented in a way that ensured a structured response. Unlike other civil society organizations, which only addressed specific

issues, FAM-Bolivia proposed the development of an entrepreneurial culture in Bolivia that stressed the role of municipal governments as key actors and promoters of Local Economic Development (LED). With central government support, FAM-Bolivia soon began to implement the idea.

Since 2005, LED has been one of FAM-Bolivia's main priorities. The rationale for this priority is that in order to be able to improve citizens' quality of life, increase municipal services, and strengthen municipal autonomy, the development of a municipality's solid economic base is an absolute need. To do this, they believe that improved executive and management capacity is necessary for all municipal staff and elected officials. FAM-Bolivia worked with the national government to draft a presidential decree that transferred new jurisdiction for LED to local governments, together with financial resources. FAM-Bolivia also played a key role in the discussions around the new constitution and the fiscal debate, tabling a proposal that has facilitated dialogue between the central, departmental and local governments.

FAM is currently promoting its Green Municipal Fund, which addresses sustainable LED issues by supporting municipal initiatives. In 2007, the FAM-Bolivia Executive decided to integrate environmental issues into its LED projects by creating a Municipal Green Fund (based on the FCM-Green Municipal Fund model), which provides both financial and technical support to sustainable municipal LED projects.

iii) Structure and operations of FAM-Bolivia

Membership in FAM-Bolivia is voluntary. The association is a federation of sub-national associations of local governments. It is the sub-national associations that are members of FAM-Bolivia and then they in turn have the individual 327 municipalities as their members. FAM-Bolivia's model is thus a decentralized model. The members are the 9 departmental level associations, the federation of associations of women councillors (ACOBOL, which groups the sub-national associations of women elected officials from each department) and the Association of Municipalities of Bolivia which is made up of the 9 capital cities of the 9 departments, plus the region of El Alto. FAM-Bolivia is a member of the Federation of Latin American Cities, Municipalities and Associations (FLACMA), and United Cities and Local Government (UCLG).

The criteria with which members calculate their membership dues is set by FAM-Bolivia. Dues are paid annually by the municipalities to their departmental associations, and the sub-national association pays FAM-Bolivia. Each municipality pays 0.04% of the annual transfers they receive from the national government. The transfer amounts are based on populations, access to other resources and special needs, and therefore vary by municipally and department. Municipalities that receive less in transfers would subsequently pay less in membership dues. FAM-Bolivia's other source of revenue, aside from member dues, comes from international cooperation/ foreign donor funding.

In general, FAM-Bolivia's priorities are:

- Policy proposals to central government for the development of municipal-related tools and training to improve institutional management within municipalities.
- Implementation of projects financed by international donors to benefit local governments in LED, environment and executive/management staff capacity.
- Bilateral and multilateral relations with municipal federations in other countries, regional networks, international organizations and bodies to strengthen FAM-Bolivia and its associates, and Bolivian municipalities in general.
- Financial sustainability of the institution.
- Provision of services in response to the expressed needs of members.
- Over the years, FAM-Bolivia has demonstrated its capacity to advocate on behalf of its members with central government.

Based on the organization's statutes, the governing bodies of FAM-Bolivia are: the Congress, the Board of Directors, the Presidency and the Executive Directorate. The Board of Directors is the intermediate body between the Congress and the Presidency.

FAM's leadership is comprised of a National Congress of 130 members from all over Bolivia, and a Board of Directors. The National Congress meets every two and a half years. It is the National Congress' responsibility to elect the Board of Directors. The Board of Directors is composed of 32 members (i.e. one president, one vice-president, two members from each of the nine departmental associations, two members from each of ACOBOL's departmental associations, and one mayor or councillor from each capital city and El Alto). For the past year, due to the change in national government and the new constitution, FAM-Bolivia was led by a Special Transition Commission, which was comprised of seven members of the Board of Directors. The most recent elections were held on August 20, 2010 and the newly elected president is the Mayor of the City of Cochabamba. The Board of Directors meets at the call of the President.

The FAM-Bolivia bylaws do not specify a limit of terms allowed for elected officials to be on the Board of Directors. However for an elected official to be on the Board of Directors they have to comply with many requirements, which acts as a type of filter, making the percentage of individuals being re-elected quite low. An individual first needs to be elected to their municipality (as mayor or councillor) and then, at the National Congress, the member needs to be elected by their peers as the representative of their departmental association, and only then can the individual be eligible as a candidate to be on FAM-Bolivia's Board of Directors.

FAM-Bolivia has commissions that are established when needed, based on topics identified at the National Congress. The one commission that is mandatory and doesn't change is the Ethics Commission. The commissions are populated by the members of the secretariat and elected officials and each commission decides how often they will meet.

The executive directorate of FAM-Bolivia's secretariat is decided on by the President, Vice-President and Board of Directors. A national public consultation is held to evaluate the experience and knowledge of the candidates. The executive directorate is the senior management with the support of the Administration and Financial Unit, followed by the Operations units which are divided into: legal, planning, communications, municipal information services, social development, sustainable development and the environment. In addition, decentralized staff are located in the departmental associations of the Association of Municipalities of Bolivia (i.e. Capital Cities Association) and ACOBOL. Board members and decentralized staff do not have office space in the Secretariat in La Paz.

The majority of the technical officers of FAM-Bolivia work in the national office in La Paz. The FAM-Bolivia secretariat has approximately 40 staff, and an additional number of consultants that are hired on temporary assignments. There are three regional coordinators that are divided up by central region (La Paz, Oruro, Cochabamba), eastern region (Pando, Beni and Santa Cruz), and southern region (Chuquisaca, Potosi and Tarija). ACOBOL shares an office with FAM-Bolivia and AMB is in La Paz as well, allowing for the technical staff of the different associations to work closely together.

FAM-Bolivia technical staff are experts on their files, and they engage in research and providing support to the commissions and to members at large. They cannot, and do not however make executive decisions. The President and Vice-President lead the public process to select the Executive Director, once the National Congress has taken place and the issues have been raised and the technical needs have been identified. Therefore they have the right to dismiss secretariat staff after each election if they so choose. This can be quite disruptive to continuity. The issues that the association will work on are renewed every 2 and a half years at the National Congress.

Although the mandate of FAM-Bolivia is at the national level, it touches and represents each municipality through the membership of its departmental associations.

The composition of the Board of Directors ensures that all sub-national levels, all departments and both genders have an equal say in decision-making. The recently adopted constitution created a new type of

local level government, recognizing indigenous communities as local governments. It will be interesting to see how FAM-Bolivia and its members will incorporate this new level of local government into their mix, to ensure that they are given an equal voice.

Bolivia is a very diverse country with many ethnicities, languages and religions. The 327 municipalities around the country could not be more different one from the other either. In the eyes of the national government an important strength of FAM-Bolivia comes from it being able to represent such a diverse group of people and advocate to the national government on their behalf. Their role has been especially important in times of conflict and political upheaval.

Recently some tensions arose and there was talk of one political party pulling away with FAM-Bolivia's leadership without going through a proper election process. These issues were resolved very quickly when all were reminded that FAM-Bolivia's strength lies in its unity and in being one of a kind in the country.

As indicated earlier, FAM-Bolivia has a permanent ethics commission and legal advisory group (comprised of staff that directly support the leadership) to deal with member requests and needs, including the management and the management certain conflicts. During the recent political division within FAM's elected body, the President of FAM used the national media as a way to bring attention to the issue. He also called upon the President of the country to help mediate the situation. The stature and strength of FAM-Bolivia is demonstrated in this example, because as a representative of the association, individuals are able to get the attention of the President of the State.

The most recent National Congress was held on August 20th, 2010. A new President and Vice-President were elected and a new Board of Directors formed. Therefore FAM-Bolivia is currently in a transition period and a review will be conducted regarding necessary skills and staff for the secretariat and commission working groups. The organization's strategic plan needs to be updated for 2010 onwards, as well as their organizational chart. All of FAM-Bolivia's publications, radio broadcasts, and news stories, as well as their research pieces, contacts and statistics are available at their website at: www.fam.bo

Canada/Quebec and FCM/UMQ

i) Overview

In Canada, local governments are created and regulated by Provincial Governments. This context has shaped a rich diversity of local authorities (generally referred to as "municipalities"). The Federal Government doesn't have direct authority over local governments but a number of ministries have an important financial impact on municipalities, including through partnerships to deliver programs and services. Founded in 1901, the Federation of Canadian Municipalities (**FCM**) is a voluntary membership organization, which represents over 1900 municipalities and 18 provincial and territorial municipal associations (representing over 90% of Canada's population). In order to establish itself as the unified voice of local governments in the country, FCM has developed complex internal mechanisms to ensure good governance. Among other things, its structure comprises various Caucuses and Committees to channel specific interests coming from its membership. The case of the **Province of Quebec** is an interesting complement, as two LGAs coexist in that province to represent municipalities: the Union des Municipalités du Québec (**UMQ**) and the Fédération québécoise des municipalités (FQM). Established in 1919, UMQ is more "urban-based", but nonetheless represents and accommodates a wide variety of local governments. The review of UMQ helps demonstrate the challenges local governments face when their "voice" is not unified. This case also provides examples of how LGAs can adapt to this situation and establish mechanisms to collaborate on certain issues.

ii) Country context

Canada is a federation, which means that the work of governing the country is shared by the federal and provincial or territorial governments. The powers and responsibilities of governments in Canada are defined both explicitly and implicitly by the Constitution Act, 1867. Only the federal and provincial governments are recognized in the constitution; local governments are not. Local governments are said to be the creatures of the Canadian provinces because they have no innate powers and enjoy only those delegated to them by the province.

The Canadian system of government is highly decentralized. This makes for a system of local government that is complex and diverse, as it is up to each province and territory to determine its own system. This context has created a rich diversity of local authorities (generally referred to as "municipalities"), including various types of multi-tier local governments. The Federal Government doesn't have direct authority over local governments but a number of ministries have an important financial impact on municipalities, including through partnerships in the delivery of programs and services. Provincial governments have made significant changes in local government legislation over the last decade to enable change in municipal government, including restructuring and giving councils greater autonomy to respond to changing circumstances. It should also be said that intergovernmental relations are very important in Canada because of the many areas of responsibility overlap.

In a nutshell, federal authorities are responsible for peace, order and good government in the country. They deal with the following issues: international (defense, diplomacy trade, development); domestic security; currency; postal service and navigation; and they are responsible for citizenship, criminal law, communications, economy and environmental protection. Provincial governments have jurisdiction in matters of local interest, for example, primary and secondary education, health and social services, property and civil rights, provincial and municipal courts, and local (municipal) institutions. Some areas of responsibility are shared by both levels of government. For example, in the area of transportation, the federal government has jurisdiction in matters involving movement across provincial or international borders (aviation, marine transport and rail), whereas the provinces look after provincial highways, vehicle registration and driver licensing. Control over agriculture, immigration and certain aspects of

natural resource management are also shared; but if federal and provincial laws in these areas conflict, the federal law prevails.

Municipalities are formed to handle the affairs of around 3,800 municipalities throughout Canada (cities, counties, towns, villages, districts and metropolitan regions). They are set up by provincial legislatures and have only such powers as assigned by the provinces. They provide citizens with services such as land use planning, water and sewer systems, garbage disposal, roads, building codes, housing, parks and public libraries, and have authority over property tax. The local level of government also includes school boards, as well as special agencies, boards, and commissions. However, these are independent from municipalities.

In Canada, municipal politics are “non-partisan” meaning that political relationships are not structured along political party lines as in federal or provincial politics. There is no direct link between municipal politicians and the political parties at the provincial and federal levels. In some provinces, such as Quebec, municipal political parties are in place in some large cities, but their action is limited to the politics of the specific municipality for which they compete to secure an electoral mandate.

Municipal councils in Canada are elected bodies, and are usually selected through one of two types of electoral systems. Smaller communities tend to utilize an at-large electoral system, in which council members are chosen in city-wide votes. Larger cities usually have a ward- or constituency-based electoral system, in which the city is divided into separate districts, and where citizens elect the councilor in their district as well as vote for the mayor. Municipal governments are headed by elected representatives and serve under a mayor, reeve, chair, or warden.

Local governments are recognized as creatures of the provinces, and derive their powers from provincial law (usually in the form of a Municipal Act created by the provincial legislature). This means the provinces have the right to alter local governments in their jurisdiction at any time, be it to abolish or amalgamate municipalities, change their financial structures, alter their powers and responsibilities, or change the methods of electing their officials. The province may do so without the consent of the local government(s) it is altering.

The provinces often play a large role in the day-to-day operation of local governments. Many local by-laws require provincial approval before they can be formally implemented, and local planning decisions can be appealed to the provincial government. Customarily, the provinces also control municipal borrowing for capital projects; either directly through provincial ministries of municipal affairs or indirectly through provincially appointed municipal boards. Finally, local governments are dependent upon provincial transfers for a portion of their revenues. These transfers often come with restrictions concerning how, and where, the municipality may spend the monies.

While local governments decide on their own structure and organization, and appoint their own staff, most provincial and territorial legislations prescribe that each local government must appoint a chief administrative officer or corporate officer, a financial officer or treasurer, and an auditor.

The primary source of local funding is the property tax. This tax on real estate assets targets all property within the municipality’s boundaries, and it is the responsibility of local political authorities to set taxation rates in accordance with their annual expenditures. Taxes represent about 60% of municipalities’ revenues, sale of goods and services charges account for about 20%, and the remaining 20% comes from government transfers through grants and government programs (for example public transport or infrastructure projects).

The **Federation of Canadian Municipalities (FCM)** was first created in 1901 as the Union of Canadian Municipalities (UCM). UCM merged with the Dominion Conference of Mayors in 1937 to create the Canadian Federation of Mayors and Municipalities (CFFM). In 1967, CFFM was incorporated as a non-for-profit organization. In 1976, CFFM was renamed the Federation of Canadian Municipalities (FCM). FCM is a registered charity: a non-profit, membership-based, democratic and non-partisan organization..

FCM represents over 1900 municipalities (including one-tier and multi-tier LGs) and 18 provincial and territorial municipal associations (representing over 90% of Canada's population – the 2000 non-member municipalities are very small municipalities representing less than 10% of Canadian citizens). FCM is not a federation of constituent associations but an association of individual municipalities. All the major cities in Canada are currently members of FCM, as well as 18 provincial and territorial municipal associations who are affiliate members.

The advantages that FCM brings to local governments are multiple. First, it brings to the same table local governments from various tiers, sizes, regions, as well as their provincial/territorial associations, which gives the organization a very strong voice and a lot of political power with the federal government. Second, because of the structure of the association, all interests (rural, northern, urban, large cities) are well-represented within their association and taken into account in the decision-making process. Third, all five regions of the country are represented at the highest level of the organization (or what is referred to as the table officers – president, 3 vice-presidents and one past president, each representing a region), and have the presidency every five years. Fourth, all local governments, regardless of their size or location, can equally benefit from the gains made by the association. Fifth, through FCM even the smallest municipality gets direct access to federal ministers. Sixth, FCM provides a forum for exchange and learning from good practices from across the country. A disadvantage for members are that they must pay membership dues to two associations (provincial and FCM), including that it is more costly to participate in the governance and activities of 2 associations.

The Federal Government also derives a number of advantages through the work done by FCM. Central government ministries only have to deal with one organization, which comes with one voice, one position on issues: this contributes to make the issue clear and easier to deal with. This also gives central government the opportunity to respond in a more coherent way and develop policies/programs that are in line with the expressed needs of all local governments in Canada. At the same time, these advantages can also represent a constraint on certain occasions. FCM is very influential and can sometimes swing the public opinion against the positions of the central government.

Finally, FCM provides advantages to other stakeholders. Provincial/territorial associations are better able to make the bridge between federal and provincial policies and programs (nothing flows directly from central to municipal governments – it must first go through the provincial governments). Political parties are able to take the pulse of a very significant proportion of Canadians through their dealings with FCM, and they can also sell their parties positions to locally elected officials (ex.: FCM invites party leaders to speak at its Annual General Meeting – however, municipalities being non-partisan, there is no direct connection between municipal governments and political parties. Citizens are not involved directly with FCM, but they learn about federal government policies or decisions that affect their municipalities through the media outreach done by FCM (clear message on the positions taken by all Canadian local governments, rather than diluted and contradictory messages that would come from many provincial/territorial associations if they were all to comment separately on issues of federal responsibility).

Over the years, provincial and territorial municipal associations have also been created to create a forum for dialogue and negotiation between municipalities and their respective provincial/territorial government. In the province of Quebec, two LGAs represent municipalities: the **Union des Municipalités du Québec** (UMQ) and the Fédération Québécoise des Municipalités (FQM). Established in 1919, UMQ is more "urban-based", but nonetheless represents (and accommodates) a wide variety of local governments; while FQM is more "rural based" in terms of membership and (as a consequence) priorities. As a provincial association, UMQ is an affiliate member of the Federation of Canadian Municipalities.

The UMQ contributes toward better municipal management through timely and constructive dealings with government and through the range of services offered to our members. UMQ members are organized into caucuses, which make it possible for regions, metropolitan communities, large cities, Census

Agglomerations, rural municipal centres, local municipalities and MRCs all to be well represented (each caucus has its own Board, secretariat and annual meeting during the UMQ annual meeting, and gets financial resources from UMQ as a percentage -20%- of the dues collected from its own membership) , while allowing each of them to participate actively in the work of the UMQ through various standing committees. Besides information services through various means, member services offered by UMQ include: training sessions for elected officials and staff on various issues; professional legal, financial and contractual recommendations regarding group insurance package for municipal employees; access to UMQ Money Market Funds (a short-term investment with no-fee transactions); access to short-term loans at a privileged rate; access to the purchase of general insurance and general damages insurance; Mutual Workplace Health and Safety Insurance with a team ready to guide and assist members.

iii) Structure and operations of FCM

FCM serves its 1900 members in both official languages and is devoted to improving the quality of life in all communities by promoting strong efficient and accountable municipal government. While defending national strategic interests, FCM remains a professional association serving elected municipal officials. The current priority issues for FCM and its members are: municipal infrastructure financing, reducing greenhouse gas emission, affordable housing, rural and northern development, water and wastewater infrastructure, and developing a national strategy for public transit.

FCM has a contingent of 140 staff members who work to promote municipal interests with the Government of Canada. Staff members work on policy development and research, intergovernmental and media relations (formerly advocacy), communications, administration, as well as several programs, including domestic and international. FCM’s operations are centralized in the national capital (Ottawa, close to central government institutions (Parliament and ministries headquarters) and it has no regional offices or staff representation elsewhere in the country.

FCM’s revenues come various sources: membership fees (calculated according to a per capita formula); revenues from events (annual conference and workshops); projects; investments. Total revenues for 2009 were CAD \$8.6M (about USD \$8.5M), and expenses Can \$8.2 M.

Calculation of Membership Fees for FCM (2009)			
	Population	Base Fee	
FCM’s membership fee is based on the total population within municipal boundaries, as per the latest national census.	0 – 250	\$ 30	There is also a per capita fee of \$0.125. There is no minimum.
	251 – 1000	\$ 75	
	1001 – 5000	\$ 100	
	5000+	\$ 300	
TOTAL: Population _____ x \$0.125 + base fee _____ = \$ _____			

Membership to FCM is voluntary. There are two main types of members: municipal members are any incorporated municipality located within Canada; affiliate members are any association of municipalities located within any one Canadian province or Territory. FCM’s by-laws also provide for partner members (any person or organization that has an interest in local government and wishes to be informed of the priorities and activities of FCM) and honorary members (any person who has, in the opinion of the Executive Committee and the Board, rendered exemplary service to improve local government in Canada). To become a member, municipalities are required to submit an application to the Chief Executive Officer, who forwards it to the Executive Committee for acceptance. Members are also required to pay their annual membership dues, which are to be paid before December 15. Any member whose annual membership dues are in arrears for a period of three (3) months automatically cease to be a Member. Members can withdraw from membership in FCM upon a written notice of withdrawal to the Chief Executive Officer.

The Annual General Meeting (AGM) is the highest decision-making body of FCM, comprising all members. The AGM decides on the general direction of the association, including through policy orientations and approval of strategic or other key corporate plans. Each Municipal Member may appoint as many delegates as it wishes to qualify to be Accredited Representatives at a meeting of Members and each Affiliate Member may appoint two delegates to qualify to be Accredited Representatives.

Each person seeking to be elected as a Director at the Annual General Meeting must: (a) be an elected municipal official (Mayor, Deputy Mayor, Councilor, etc.); (b) have the approval of their Municipal Council; (c) be present at the meeting where he or she is to be elected. The Term of Office of Directors is of one year (from one annual general meeting to the next). Elections take place once a year at the annual general meeting. Elections bylaw details all the procedures. Only accredited members from municipal members can vote.

There is one annual general meeting held every year, and special meetings of the Members can be called at any time by the Board (although special meetings very rarely take place). Quorum for any annual or special meeting is of 50 accredited representatives. FCM's Annual General Meeting (AGM) is held at a different location each year –it travels throughout the country. This contributes to ensure proximity to members, as any municipality would see the AGM and related Conference traveling to its region every 4 or 5 years.

The Board of Directors is responsible for administering the business and affairs of FCM. It actively promotes the common interests of the municipalities before the federal government; facilitate strategic decision making through its committees; promote a positive perception of the organization among its partners. The Board of Directors is comprised of 75 members and includes: 5 table officers (President, First Vice-President, Second Vice President, Third Vice-President and Past President), each representing a region and each having specific duties (see bylaws), and; 70 directors, each elected on the basis of provincial and territorial representation (number of director per province determine by population) and elected by the representatives of these provinces or territories, and including one director representing the Big City Mayors Caucus and one representing the municipality hosting the year's annual general meeting. To be elected on the Board, a member must have prior approval from his/her municipal council. The expenses to participate in the Board meetings must be covered by his/her municipality.

FCM's Board meets on a quarterly basis. The quorum of Directors for any meeting of the Board equals the total of the number of authorized Directors for the Region that has the most Directors, plus one (1), and shall include at least one (1) Director from each of the five (5) Regions at the commencement of the meeting. All questions arising at any meeting of the Board is decided by a majority of the votes cast. In the case of an equality of votes, the motion is declared lost.

The Board of Directors is organized in Committees whose mandate is to contribute to the development of FCM policies, activities and programs. These Committees are as follows:

- 9 Standing Committees: Socio-Economic Development; Municipal Finance and Intergovernmental Arrangements; Environmental Issues and Sustainable Development; Community Safety and Crime Prevention; Municipal Infrastructure and Transportation Policy; Increasing Women's participation in Municipal Government; International Relations; Conference Planning, and; Finance & Human Resources. The standing committees are fairly large (between 20 and 30 people though there is no prescribed number of members for any of them). During the annual general meeting, Board members indicate their preferences for at least two standing committees. The President makes up the committees, taking into account regional representation.
- 5 Regional Caucuses: There is a separate caucus for each of the 5 regions of Canada comprising of Board members coming from those regions.
- 4 Other Committees: Big City Mayors Caucus (mayors of the largest Canadian cities; Northern Forum (Directors from municipal or affiliate members from north of 55th parallel); Rural Forum

(Directors from municipal or affiliate members that are rural in nature), and; FCM's network of francophone municipalities.

- Green Municipal Fund Council: Named by the Board of Directors

FCM's Executive Committee comprises 14 members: 5 Table Officers, and 9 other members of the Board who are the Chairs of the regional caucuses (5) and the Chair of the Rural Forum, of the Northern Forum, of the Big City Mayors' Caucus and a representative of the affiliate members (4). The Executive Committee takes decision on behalf of the Board between Board meetings; monitors FCM performance and acts as intermediary between the personnel and the Board to facilitate and speed up decision-making; and it takes decisions on Green Municipal Fund (GMF) matters recommended by the GMF council, peer Review Committee and Investment Committee. Regional representation is ensured through the Table Officers and the Chairs of the regional caucuses.

The roles and responsibilities of FCM's 5 Table Officers are as follow:

- President: FCM's spokesperson before the public; provides directions for FCM's activities, names the members of the committees and is ex officio chair of all committees, caucuses and councils; chairs all Board and Executive Committee meetings.
- First Vice-President: replaces president in his/her absence; takes part in all executive committee meetings; chairs the conference planning committee.
- Second Vice-President: replaces 1st vice-president in his/her absence; takes part in all executive committee meetings; chairs process for adoption of resolutions at the annual meeting
- Third Vice-President: replaces 2nd vice-president in his/her absence; takes part in all executive committee meetings; chairs over interventions concerning the recruitment of members
- Past president: Ensures continuity on the Board and on the executive committee; advises the Chairman and the Executive Committee; Chairs the committee on Finance and Human Resources

The Chairs of each meeting of the Board, of the Members and of Committees of FCM direct the deliberations and ensure the smooth conduct of the meeting. Decisions on by-laws and policies are made through a voting process by accredited members during the annual general meeting. FCM favors a consensus approach and issues that are highly controversial within the membership are often deferred for further discussion. Decisions are also made by majority vote within the committee and caucuses, which responsibilities are to bring forward issues and policies to the full membership.

FCM is a non-partisan organization where there is no room for political parties to be represented in sub-national tiers of government. All major national political parties' representatives are routinely invited to make presentation to members at the AGM, but they are not involved in FCM or in local governments.

The complex committee and caucus structure of FCM, as well as the composition of the Board ensure that representatives of provincial/territorial associations are actively involved in FCM. However, there is no representation of any national or provincial governments in the organization.

The Board hires a Chief Executive Officer (CEO) who has full responsibility for managing the federation's activities, following the strategic guidelines established by the Board of Directors. The FCM CEO oversees FCM staff, operations and activities and report to the National Board of Director. FCM has a Management Committee chaired by the CEO consisting of the directors of the 7 departments within FCM: communication, policy and research, intergovernmental and media relations, international program, finance and administration, human resources and national programs.

iv) Structure and operation of UMQ

The Union des Municipalités du Québec (UMQ) was founded in 1919. Similar to FCM, it has a very diverse membership, ranging from metropolitan communities and large cities, to rural municipalities or Regional

Municipalities (MRCs). All can find a home within UMQ. As such, UMQ is both a voice of unity and of diversity, and it as a credible and privileged voice among its partners.

The mission of UMQ is to promote the role of municipalities in the social and economic development of the province of Quebec by supporting its members in building democratic, innovative and competitive environments for its population. UMQ has six (6) strategic priorities which were endorsed by its members in 2009. These are: to empower municipal autonomy; to diversify sources of revenue; to keep in the forefront of current issues; to consolidate its municipal political strategy; to increase UMQ’s visibility, and; to be more financially independent. UMQ contributes to better municipal management through timely and constructive dealings with the provincial government and through the range of services offered to members.

Members of UMQ are municipal organizations within the province of Quebec that are properly registered with the association and which pay their annual dues. The current membership is of 300 municipalities, which represent 65 % of the Quebec population. UMQ’s membership includes most large cities in the province; however this doesn’t include the City of Montreal (the largest city in Quebec, who used to be a member). At the same time, close to 70 % of its members are from rural areas and are municipalities with less than 12,000 citizens. Through this diverse membership, UMQ reaches out to municipalities in all 17 administrative regions of the province. As we will see, the composition of the Board of Directors, Standing Committee, as well as the various regional and common-interest committees ensures that all members can participate and find its benefits within the association. These mechanisms effectively enable and encourage cooperation and collaboration of different levels of sub-national government at the national and sub-national levels.

Calculation of Membership Fees for UMQ (2010)	
UMQ membership fee is based on the total population within municipal boundaries, as per the latest national census.	0 – 300 citizens = \$ 55 301 – 500 citizens = \$ 80 501 – 700 citizens = \$ 155 701 – 900 citizens = \$ 310 Over 900 citizens = \$ 0.47 per capita

The highest decision-making body of UMQ is its Annual Congress. It comprises all voting municipal members (over 1,500 people usually participate in the Annual Congress and Conference). The Annual Congress meets annually and is organized in a different region of the province every year. The event includes corporate affairs and meetings of committees, and also proposes conferences, workshops, networking events, etc. It has duration of three days.

The governing body is the Board of Directors which is comprised of 44 members, representing the diversity of membership: each of the 15 regional caucuses has a representative on the Board and the interest-based caucuses have representatives based on population (local and central municipalities have 2 representatives each, the regional cities caucus has 4, the Large City caucus has 7 and the metropolitan cities caucus has 14). In addition to these 44 members, the Board of Directors includes 4 non-voting members which are: one observer from the Quebec Association of Municipal General Directors, and three staff from the General Directorate of UMQ which are the Director General, Interim Director General and Corporate Secretary. The Board of Directors decides on all policy issues and administrative positions to be applied by UMQ. Board members are Mayors from member municipalities. They are voted for a 2 year terms. The Board meets at least four (4) times a year.

Out of the 44 Board members, 21 representatives also sit at the Executive Committee: 1 President (one year term, renewable for one additional year); 2 Vice-Presidents (one year, renewable mandate); 1 treasurer (one year, renewable mandate); 5 statutory seats for the 5 largest cities, and; 1 seat for the Past President. The Executive Committee meets as required, and usually about 10 times per year.

UMQ has a number of Standing Committees, which enable mayors, councilors, officials and specialists in all areas, to feed content and enhance the efforts towards attaining the strategic priorities of UMQ. A Board member chairs each Standing Committee. There are currently 10 standing committees: Planning and Transportation; Culture, Leisure and Community Life; Economic Development; Environment; Taxation and Local Finances; Institutions and Municipal Justice; Youth and Municipal Democracy; Human Resources; Public Security, and; Annual Congress.

There are also 15 Regional Caucuses, which represent the 15 administrative regions of the province. Regional caucuses are composed of all municipalities who are members of UMQ within a defined regional territory. Their role is to promote the integration of regional priorities and to advance the interests of each region to the Board of Directors of UMQ.

UMQ also has 5 common interest-based caucuses. Each caucus manages its own work, and is responsible to introduce its priorities to the Board of Directors. Each caucus is given its own budget (equivalent to 20% of the dues collected from the members of its caucus) and has its own small secretariat (most of them located in the UMQ offices) to develop policies and adopt political positions on issues touching them specifically. They hold their own general meetings during the UMQ annual general meeting, and submit their positions papers or policies to the UMQ general assembly for adoption. Each member municipality can be part of only one caucus. These caucuses are as follows:

- The Caucus of Local Municipalities comprises urban and rural municipalities which have distinct characteristics from the central municipalities who act as poles of development.
- The Caucus of Central Municipalities is composed of those municipalities who act as a development pole within a region.
- The Caucus of Agglomerated Cities represents cities which are agglomerations according to Statistics Canada.
- The Large Cities Caucus is composed of cities whose population is over 100,000 and are located outside of the Montreal Metropolitan Community (MMC).
- The Caucus of Metropolitan Municipalities is represented by the municipalities located within the territory of the MMC.

Finally, there are also issue-based caucuses, which vary depending on needs and are established according to issues. These committees are for members who share specific concerns or issues, such as (currently active): municipalities nearing aboriginal communities (note: in Canada, aboriginal communities have specific rights and privileges regarding territorial occupation) and tourism municipalities. Any member who is concerned with these issues can be a member of these issue-based caucuses.

UMQ is totally independent of (provincial) government funding. Its own budget is of CAD \$6.5 million annually. This makes the association very autonomous in the management of its affairs. UMQ uses policy development and advocacy to influence changes.

As indicated in the FCM case study, national and provincial political parties are not represented in municipalities. To be considered in an election, candidates must also gather a minimum number of voters' signatures to support their candidacy. Dates of local elections never coincide with those of the Federal or Provincial elections to ensure that local elections are not clouded by other electoral campaigns. Municipal elections are subject to an organizational framework that is developed by the provincial governments. As such, ensuring the non-partisan nature of its affairs is not an issue for UMQ.

UMQ doesn't have conflict mediation procedures *per se*. However, the bylaws and rules of operation (through a code of ethics for members) contribute to channel conflicting positions among members or personal conflicts between individuals. Should there be conflicts between municipalities, it is either resolved amongst themselves or, informally, with the assistance of a peer. It should also be noted that, as UMQ is a voluntary association, members can leave the association if they want. This can be a way to

demonstrate a strong opposition to certain positions taken by UMQ (in particular, if the member is a major city; while smaller/rural municipalities could also choose to join FQM). This forces UMQ to navigate carefully in order to ensure cohesion among its members.

UMQ has about 40 staff. The Secretariat is divided as follows: General directorate; Administrative and Corporate Services; Policy Branch; Communications and Marketing; Directorate of Municipal Resource Center. There are no sub-national offices. The Executive Board includes seats for Regional Representatives who are responsible to disseminate the information to other members within their respective region.

Indonesia/Aceh and ADKASI/FKKA

i) Overview

Decentralization in Indonesia has brought substantial administrative and financial autonomy to local governments in the country. Local authorities are divided into Districts (rural) and Cities (urban), and the main national LGAs are further separated by representing either elected councils or chief executives (mayors). The main LGAs are: Association of Indonesian District Councils (**ADKASI**); Association of Indonesian City Councils (ADEKSI); Association of City Governments (APEKSI); Association of District Governments (APKASI). There is no “umbrella” LGA above these 4 main ones, but LGAs work in collaboration on specific issues from time to time. Provincial governments are also considered “local governments” (that is, sub-national governments), and they have two associations to represent themselves (Councils and Governors). The case of Indonesia is also of interest to NLC/S because of the existence of sub-national LGAs. Some national LGAs have begun to establish “chapters” (sub-national offices) to be more present in certain regions. And in **Aceh Province**, the Communication Forum of Local Governments and Legislatures of Aceh (**Forum KKA**) brings together all elected officials under one roof, and one voice, to represent their issues to the Provincial Government. This presents contrasting cases of how LGAs organize themselves to represent and to serve their members.

ii) Country context

Within a short time after Independence in 1945, the Republic of Indonesia was under a dictatorship. The country had local organs of government from the colonial period but these were very weak and were basically controlled and determined by central government. After the collapse of the Suharto regime in 1998, the new government passed the de-centralization laws (Law No 22/1999 on Regional Governance; Law No. 25/1999 on Fiscal Balance between the Centre and the Regions). While the 1999 decentralization reforms focused on the district/city level, special status or autonomy was granted to three regions, including the Province of Nanggroe Aceh Darussalam (Aceh). The new Law on the Governing of Aceh was a cornerstone of the Helsinki Memorandum of Understanding that brought to an end the long-standing conflict between the national government and the Free Aceh Movement (Gerakan Aceh Merdeka, or GAM).

The decentralization law established 4 levels of government: Provinces; Cities (Kota) and Regencies (Kabupaten); Sub-Districts (Kecamatan); and Villages (Desa/Kampong). Provinces and Cities and Regencies are considered as “local governments”. The initial decentralization framework was hampered by shortcomings in the overall functional assignment architecture, in terms of structure and elaboration of components. Regional actors were also not sufficiently prepared to work with its bold new design. Tensions between levels of government quickly developed due to the misunderstandings and gaps in the framework. Conflicts over fishing, forestry, education and many other functions arose, feeding into the pressure to revise the decentralization framework law – an effort that culminated in Government Regulation 38/2007 on regional government.

Decentralization in Indonesia has brought substantial (administrative and financial) autonomy to local governments in the country, but local governments remain largely depend on fiscal transfers from national government. An estimated 40% of all public expenditures in Indonesia are now managed directly by regional (provinces, cities and districts) governments. Local authorities are divided into districts (rural) and cities (urban). They are responsible for providing most government services.

In Indonesia, local political parties are normally extensions of national ones. Most of local elected leaders/officials are members of, or supported by a political party or a political parties coalition. The leaders of Council (Head and Vice Heads) are taken from the party or coalition representatives. The group

who gets the most votes becomes the Head of Council, and the other groups become Vice Heads/Speakers (may be more than one). The number of Vice Heads depends on the number of political parties or coalitions forming the council. In turn, the number of groups depends on the total number of the council members, and the number of council members depends on the number of voters in the electoral region (Kabupaten/Kota/Province). To constitute a single group on the council, a party has to pass a certain threshold number. Several parties can join together to pass that threshold. In some cases, this coalition may be larger than the largest single party, and through this arrangement the combined faction may win the election and become the Head of Council.

This reality of political parties contributes to shaping the dynamic of relationships and influence in the country, which has an impact on national local government associations. Among other things, occupying important functions within national LGAs (such as being on the Board of ADKASI) can serve the political career of individuals. At the same time, it should be said that national LGAs are making efforts to establish themselves as professional/non-aligned forces.

Under the recent law on the autonomy of Aceh, local political parties also exist along the national ones in that province. It is also allowed for candidates to run for election as independent candidates, but they must be supported by at least a predetermined percentage of the voters in the electoral region (supported by evidence of copies of the ID card and signatures of the citizens supporting him/her). In other regions of Indonesia, there are processes being put in place that will eventually allow independent candidates to run for office.

The main national LGAs represent either districts, cities, elected councils or chief executives (mayors or regents). The main LGAs are: Association of Indonesian District Councils (ADKASI); Association of Indonesian City Councils (ADEKSI); Association of Indonesian City Governments (APEKSI); Association of Indonesian District Governments (APKASI). For the purpose of this study, we chose to present the case of ADKASI because its membership is more similar to NLC/S than the other Indonesian LGAs. There is no "umbrella" LGA above these 4 main ones, but LGAs work in collaboration on specific issues from time to time, which they do mostly by organizing joint advocacy campaigns on common issues. Recently, for example, they have been lobbying the Ministry of Home Affairs to enact a bill that would recognize payments of membership dues to LGAs a legitimate expenses by local governments.

Provincial governments are also considered to be local governments (that is, sub-national orders of government). Provincial governments have two associations to represent themselves (Councils and Governors). Some national LGAs, like ADKASI, have begun to establish "chapters" (sub-national offices) to be more present in certain regions. In the Aceh Province, there is an innovative model where one association, the **Communication Forum of Local Governments and Legislatures of Aceh** (Forum KKA) brings together all elected officials under one roof, and one voice, to represent their issues with the Provincial Government.

ADKASI was created as a result of the decentralization law of 1999. The speakers of 268 District Councils in Indonesia agreed to declare the establishment of the Association of Indonesian District Councils (ADKASI) on August 29, 2001. The association represents all Indonesian district legislatures and advocate to the national government on their behalf for policies/regulations that are adapted to their needs.

ADKASI allows its members to engage a dialogue with the central government and relevant ministries on issues that are important to them. Through its newsletter, website (<http://www.adkasi.org/id.php>) and other means of communication, ADKASI's members also benefit from their association by getting access to information and updates on decentralization and regional autonomy, government priorities, laws and regulations being discussed by the Parliament, etc. Furthermore, ADKASI's Learning Center provides capacity development services (paying) to its members in the form of seminars, workshops, visits, regional training and in-house training on issues of interest to them. These services are at an early stage of development, but they are seen as an important niche business for the development of the association.

For national government officials, ADKASI is an interesting partner because it constitutes a mechanism to obtain inputs from regencies' legislatures throughout the country that is cheap and efficient. At the same time, the advocacy work carried out by ADKASI and other Indonesian LGAs has sometimes made the national government uncomfortable. Another group of stakeholders that benefits from ADKASI are the donors and international NGOs aiming to support capacity development of district legislatures in Indonesia. By working with ADKASI, they are able to channel their services or programs to local elected officials and their secretariats. Citizens, civil society organizations or business people don't benefit directly from the work of ADKASI.

When assessing the advantages and disadvantages of the model proposed by ADKASI, we need to recognize that the system in place fosters a certain division within the local government sector. District councilors and district executives are not engaged through a joint association; and councilors in districts and cities also work within their own respective silo. This situation derives from the law that created the associations of local governments in the country. Indonesia's LGAs have collaborated now and then on issues, but only on an *ad hoc* basis. We can only speculate on the benefits that the central government derives from this *de facto* division.

For the members of ADKASI, this could mean missing opportunities to learn and collaborate with legislatures of cities for example. The fact that district legislatures and executives each have an association can also contribute to reinforcing tensions between these local governments' bodies, instead of creating bridges and enabling convergence. Not having a proper structure to articulate joint and consensual positions pertaining to local government issues is probably the main setback of the current situation.

The **FKKA**, the other Indonesian LGA we present in this study, is an interesting case to illustrate how an alternative arrangement is possible in Indonesia. FKKA represents a unique approach in representing cities and districts' interests in the Province of Aceh, including their executive and legislative organs. While they share a particular history (post-conflict and post-tsunami) and evolve in the context of special autonomy, local governments in Aceh have much in common with their peers from the rest of the countries.

The FKKA constitutes a unique channel for dialogue among local governments. The association is very young and has limited resources to provide services to members, but it has already contributed to generate consensus among members on certain issues. This has allowed the association to engage the Province with one voice around issues of fiscal transfers for social, health and infrastructure sectors, which led to concrete benefits such as streamlining disbursements and being represented on a technical committee of the province. Members have also benefited from donor-funded projects supporting exchange of experience and good practices. From the discussions held during its first and second annual meetings, it appears that members also saw opportunities for collaboration based on their geography, in particular on issues pertaining to regional economic development and trade.

The provincial government increasingly values the contributions of the Forum KKA. At the second annual meeting, Vice-Governor Mohamad Nazar recognized the role of the FKKA in a constructive dialogue between Kabupaten/Kota and the province for Aceh's development. He expressed the wish for the FKKA to become a vehicle to help monitor development projects funded with the Special Autonomy and Shared Revenue funds and hopes that the forum continues. The Executive Director of the Province (SEKDA) added that the Forum has gained the respect of national government agencies, particularly Ministry of Home Affairs, Ministry of Planning and Ministry of Finance.

That being said, the Forum KKA's relation with the national LGAs is not always very clear. FKKA's members are all members of one or the other national associations (such as ADKASI). The Forum KKA is trying to work on specific files with national LGAs, but it is costly and not always effective as it doesn't

have an office in the capital city where the national LGAs are all located. This also implies that local governments from Aceh have to pay membership and participate in the governance of two associations.

iii) Structure and operation of ADKASI

All regency legislatures, as institutions, automatically become members of ADKASI. Every regency legislature is represented by its Speaker or Vice Speaker depending on their respective internal mechanisms. There are currently 406 regencies in Indonesia. The number of regencies in Indonesia keeps increasing due to splits and the creation of more regencies. The Government of Indonesia is now trying to slow down this local government proliferation, and is preparing a *Grand Design of the Decentralization and Regional Autonomy in Indonesia* paper that will set the optimum number of provinces, regencies and cities.

Membership dues depend on the number of members of the particular regency's legislature as stated in ADKASI's Operation Manual. They are categorized in: regency's legislatures having between 20 and 35 members and regency's legislatures having more than 35 members. The number of ADKASI members paying the membership fee is very low (less than 20 %). There is no sanction imposed to the non paying members, only strong reminders are to be sent to those which have not paid the membership fee.

Indonesian LGAs, including ADKASI and the Forum KKA, are not recognized legally by the national government and it has been challenging for them to collect membership dues from local governments' budgets. There is no formal budget account for local governments to pay for LGA's membership dues. Up to now, in the case of ADKASI, resources come from the grant budget of the Regent himself which, in the local budget system, is not a mandatory payment. Membership dues account for only one quarter of the total revenue of ADKASI. The major portion of its revenues comes from the paying services they offer their members.

The National Assembly Conference, which takes place every 5 years, is the highest ADKASI forum. It is to be attended by all members and all National Board of Management's members. Its basic tasks are to: a) request the accountability report of the existing National Board; b) elect the new Board for the next 5 years; c) discuss and establish a Strategic Plan; d) determine and revise the Statutes/Constitution and the Operation Manual if required. The quorum for the National Assembly Conference comprises representatives from two third of Indonesia's 33 provinces. Decisions are confirmed when at least two third of the attending members are in favour.

ADKASI holds an Annual National Working Conference. It is to be attended by all members, National Board of Management's members, ADKASI's Chapters, and its Executive Director. All members have an equal voice. The event is used to: a) evaluate the work of the National Board of Management; b) receive, discuss and decide on the proposals/suggestions from members; c) set annual program priorities; c) discuss actual strategic issues. If an urgent issue arises, an Extra Ordinary National Working Conference can be held. The quorum is fifty percent plus one member attending the conference, and fifty percent plus one of attending members agreeing.

ADKASI also convenes National Board of Management meetings at least four times per year. The meetings are to be attended by all Board members, Chairmen of Regional Chapters, and the Executive Director. The quorum for these meetings is fifty percent plus one Board members, and a decision is valid only if fifty percent plus one of the attending Board members agree.

The National Board of Management (NBM) of ADKASI for 2010 – 2015 consists of 27 members: a General Chairman and 8 Vice-Chairmen; a Secretary General and 8 Vice-Secretaries, and a General Treasurer assisted by 8 Assistant Treasurers. ADKASI established 6 regions in Indonesia. The bylaws stipulate that the National Board of Management must take into account regional (6 regions) and women representation. Those measures aim to avoid the domination of a region or men within ADKASI.

The General Chairman and the Secretary General for 2010 – 2015 were elected during the National Assembly Conference held in July 2010 in Jakarta. They immediately set up a team (Formatting Team) to nominate the rest of the National Board of Management (NBM) before the closing of the national Assembly Conference. The Formatting Team consisted of the General Chairman as the team leader, the Secretary General, a former Board Member, and 6 members who participated in the conference and have voting voices. The elections of the Vice-Chairmen, Vice-Secretaries and Vice-Treasurers take into account regional representation (6 regions) and women's representation. If there are women candidates, they are given preference to ensure a more gender balanced representation.

The National Board of Management appoints an Executive Director in charge of the daily activities of the ADKASI's Secretariat. The tasks of the General Chairman, Secretary General, General Treasurer and Executive Director are described in the Operations Manual.

As mentioned previously, official ADKASI decisions are made during the National Assembly Meeting held every 5 years (the highest decision making), at the Annual National Working Conference, and at the Board Meetings held on a quarterly basis. Informal decisions are taken by the Chairman or members of the National Board of Management on the activities carried out by the Secretariat, as a follow-up to the formal decisions made at the formal meetings.

ADKASI is independent of political parties and political membership is not considered during the election of the National Board of Management or other organs of ADKASI. Political parties are important in shaping the politics of Councils in Kabupatens/Kotas, but parties or party views/opinions are never discussed at ADKASI. The members of ADKASI may raise the needs of their Kabupatens at ADKASI, which may have political party vision/mission influence, but at ADKASI they represent the Kabupaten's Council not the party. In the Operations Manual of ADASI, it stipulated that ADKASI is independent, not affiliated to any political power, capital power, or anti-democratic institution. The advocacy to the National Government is usually carried out through letters with recommendations sent to the Ministry of Home Affairs, the National Parliament and other related institutions.

There is no formal procedure for conflict mediation and resolution at ADKASI. If a conflict was to emerge within the National Secretariat, the National Board of Management would deal with it.

The National Secretariat of ADKASI is located in Jakarta, the capital of Indonesia. The daily activities are led by the Executive Director who is assisted by a Vice Executive Director. The National Secretariat consists of a total of 13 staff, including 5 coordinators (Capacity Building and R&D; Advocacy and Lobbying; Information, Communication and Database; General Affairs; Finance and Accounting). At the time of this review a reorganization of the National Secretariat was underway.

ADKASI is supposed to have a chapter in every Province in Indonesia (33), however at the moment only 22 chapters (including Aceh) have been established. The management of each ADKASI Chapter (maximum of 5 persons in total) consists of Chairman, Vice Chairman, Secretary, Vice Secretary, and Treasury who participate in the National Working Conference. The ADKASI's Chapters use the District Legislature for their office. The ADKASI chapters are supposed to receive 30% of the membership fee collected from their province. However, to date chapters have not received any sharing from the membership fee, since the fee collection rate is still very low (the fees collected are currently only used for the National Secretariat and the National Board of Management). Only a few provincial chapters (Nusa Tenggara Barat (NTB), Nusa Tenggara Timur (NTT), Aceh, Bali, Sumatera Utara and Jawa Tengah) are implementing activities for their members such as issue-based workshops. In general, the chapters serve as "provincial focal points" which relay information from ADKASI's to members in the province, and/or gather their opinions and convey them to the national HQ of ADKASI. So unless they are able to attract external funding, the chapters are often not fully staffed/operational and they don't provide services.

ADKASI work with the other national LGAs in their advocacy campaigns. For example, during the preparation of the Law 32/2004 revising Law 22/1999, ADKASI, APKASI, ADEKSI and APEKSI jointly

prepared recommendations to the national government on the proposed Law 32/2004. Collaboration between ADKASI, APKASI, ADEKSI, APEKSI and FKKA starts through communications and meetings between Executive Directors and staff of the LGAs. Resource persons participated in the meetings about the proposed revision of the law and gave their inputs. The principle ideas/points of the proposed revision were formulated, and then a draft recommendation was prepared. These principle ideas/points of the proposed revision were then distributed to all the member legislatures for comments and further inputs. Based on the inputs received from the members of each LGA, a meeting was held among the Chairmen and the Executive Directors of the four LGAs inviting resource persons to finalize the recommendation. It was then sent to the National Parliament, the Ministry of Home Affairs, and other related institutions. When facing a government regulation that affect negatively only the legislatures, ADKASI collaborates with ADEKSI only.

iv) Structure and operation of FKKA

The Forum KKA was created in 2008. It is a unique model of local government association for Indonesia. The members of the Forum KKA consist of all 23 districts and city governments of NAD Province as well as their respective legislative bodies. Districts and cities are represented by their top leaders – Mayors, Regents, Speakers of the local legislatures or their deputies.

Membership fees are determined by the Board of Leadership depending on cities and districts' budgets. In 2008, three levels of fees were established. In 2009, the Board of leadership established a more precise formula that stuck more closely to districts and cities' budgets.

Calculation of Membership Fees for FKKA	
Budget of Local Government/Member	Membership Fee
< RP 500 Billion <i>(around 55,500,000 USD)</i>	RP 50 Million <i>(around 5,500 USD)</i>
≥ RP 500 Billion to RP 1 Trillion <i>(55,500,000 USD to 111,000,000 USD)</i>	RP 60 Million <i>(around 6,600 USD)</i>
> RP 1 Trillion <i>(over 111,000,000 USD)</i>	RP 70 Million <i>(around 7,700 USD)</i>

Up to now, districts and cities that haven't paid their dues (still a majority) haven't been excluded from the Forum KKA activities.

The highest organ of the Forum KKA is the meeting of members; that is, the Annual General Meeting (AGM) and the General Assembly Conference that meets once every four years to elect the Board and decide on other official and legal matters.

The constitution does not establish any quorum for meetings of the General Assembly Conference, the AGM or the Board. The only defined quorum is for a special meeting of the organization called for the purpose of the dissolution of the organization. This is a flaw in the governance of the Forum KKA, as a few persons could in theory make important binding decisions on behalf of the organization.

The Board of Leadership of the Forum KKA is composed of 13 members elected for a 3-year term. It includes a Coordinator to chair and lead the organization, as well as two Vice-Coordinators, one representing cities and the other one districts. The Coordinator and Vice-Coordinators are chosen by the Board by acclamation. Their respective roles and responsibilities are defined in the FKKA's statutes. Mayors, Deputy-Mayors, Regents, Deputy-Regents, Speakers and Deputy-Speakers are represented on the Board. The following formula was devised to ensure equitable representation of cities, districts, legislatures, executives and sub-regions: ten (10) members from districts (5 legislators and 5 executives),

and three (3) members from cities (1 legislator and 2 executives) - (note: no information is available on the rationale for the number of executives versus legislators that represent the cities). In order to ensure sub-regional representation, Aceh was divided into 5 sub-regions and each sub-region must have representatives on the Board. If a Board member loses his/her position of leadership in a district or city (e.g. through elections as happened in 2009), that person has to be replaced on the Board. The Forum KKA's Board of Leadership is to meet four times a year and its main functions are to appoint the Executive Secretary and to lead and evaluate the implementation of the work plan and budget. In between Board meetings, there are members' meetings or workshops at which informal discussions occur among some Board members. The general or generic agenda of Board meetings consist of: report on program activities to date; current issues; and planned upcoming activities. Meetings of the Board tend to be located in Banda Aceh, the provincial capital.

The Forum KKA doesn't yet have any official committees but in November 2009, a group called "Team 7" was established to guide and lead their main advocacy file related to fiscal transfers. Team 7 comprises elected officials from 7 cities and districts that were chosen during a members' meeting.

The Forum KKA constitution calls for a Secretariat headed by an Executive Secretary appointed by the Board of Leadership. The Secretariat was established with the official opening of the Forum KKA office on June 24, 2008. The roles and responsibilities of the Executive Secretary are to implement and report on activities while monitoring the budget and managing the Forum KKA Secretariat.

The Board of Leadership has not been functioning as an effective leadership body for the organization. Only five to six members usually attend Board meetings and have demonstrated commitment to the functioning of the Board, including the Coordinator and Vice-Coordinators. Decisions are thus taken by a limited number of people even if they are generally based on results from larger consultations that take place during formal and informal meetings and activities in which all members have a say. Procedures to table motions, to vote etc. were being worked on at the time of this review.

The Forum KKA has been functioning independently from the central and provincial governments as well as from other Indonesian LGAs, in part because of the financial and technical support received from the Federation of Canadian Municipalities since its founding. The Forum KKA has sustained good relationships with all those stakeholders by involving them in a number of activities and making sure they understood the role the organization wants to play regarding issues facing local governments in the Province of Aceh.

The Forum KKA's statutes also contain a clause that states that the Governor and Vice-Governor of Aceh as well as the Speaker of the provincial legislature are advisors to the Forum KKA. It is not clear whether this clause has ever been activated, but it has the potential to place the FKKA in a difficult situation in relation to its advocacy work with the Provincial Government.

The Forum KKA is independent of political parties and political membership and represents cities and districts, local legislatures and executives in Aceh Province. Their representatives have equal voices and are all represented on the Board of Leadership. The top leaders of the 23 cities and districts (Mayors, Regents, and Speakers of the local legislatures or their deputies) systematically become members of the Forum KKA, in spite of their political affiliations.

The Forum KKA is a young organization and in its first two years of existence did not have to face any major conflicts as its creation was the result of a long consultation process that involved national LGAs, the Ministry of Home Affairs, the Agency for the Rehabilitation and Reconstruction of Aceh and Nias (BRR) that coordinated and jointly implemented the recovery programs following the Aceh tsunami (2004) and the Nias earthquake (2005) and the Governance Bureau of the Province. Its statutes nevertheless include the possibility for members to call on an Extraordinary Assembly in special or urgent situations (not defined). Two-thirds of members have to request the holding of such a meeting by writing.

The Forum KKA Secretariat is headed by an Executive Secretary that is hired by the Board of Leadership. He supervises a small team of 5 including a Project Assistant, a Finance Assistant, an Administration Assistant as well as a driver and a security guard. The FKKA's office is located in Banda Aceh, the capital city of the NAD Province.

Philippines and LMP/ULAP

i) Overview

Decentralization in the country is advanced compared to other countries in the region, and local governments have substantial autonomy in general – with Provinces and Cities having the most autonomy and resources. The Philippines are an interesting case because of the multiplicity of LGAs in the country, and their attempt to coordinate under a joint Federation. Local Governments in the Philippines are divided into Provinces, Cities/Municipalities, and Barangays. The main LGAs are the Union of Local Authorities of the Philippines (**ULAP**); League of Cities of the Philippines (LCP); League of Municipalities of the Philippines (**LMP**); League of Provinces of the Philippines (LPP), and; Liga ng mga Barangay (LBP). It should be noted that LMP has specific features that could be of interest to NLC/S. One aspect is that, for cost-effectiveness purpose and to respond to the geographic challenge of being close and responsive to its membership (numerous and spread over many islands), LMP has developed its organization by regional (island) clusters. Another aspect is that LMP has been ingenious in designing the governance of its research, policy and training arm, the Mayor Development Centre (MDC), in part to make it less vulnerable to “political” (short-term) decisions.

ii) Country context

The Philippines is an archipelago of 7,100 islands. Most of the population is concentrated in the twenty largest islands. About 55% of the total population is categorized as urban, and there is continuous migration flowing to highly urbanized centers. Local government in the Philippines has its roots in the colonial administration of Spain, which lasted 327 years. That regime was highly centralized. After Spain, the United States came into power in the early 1900s and “filippinized” local government administration. The last 50 years have seen several developments towards decentralization.

The Government of the Republic of the Philippines is a democratic multi-party country headed by a President. There are three branches of government: the Executive, the Legislative and the Judiciary. The Executive, through its Department of the Interior and Local Government (DILG), exercises general supervision over all the local government units (provinces, cities, municipalities and barangays).

The subdivisions of the state are: 79 provinces, 115 cities, 1,425 municipalities and 43,000 barangays (villages). These subdivisions are guaranteed in the constitution. It should also be noted that the constitution encourages inter-local cooperation. Provinces, cities and municipalities undergo classification every five years; with classification ranking on a six band scale. The Ministry of Finance decides upon the reclassification, which is based on predetermined criteria. Cities like Manila and Quezon City are classified as special cities. Special political units have been created for the Metropolitan Manila Development Authority (MMDA), the Autonomous Region of Muslim Mindanao, and Cordillera Administrative Region. The MMDA covers 13 cities and 4 municipalities.

The Constitution provides for the same term limits for all elected officials: 3 years mandates, renewable for up to three mandates in a row. Political parties at the local level are generally extensions of political parties engaged in national politics.

A major piece in advancing decentralization took place in 1991 with the passage of Republic Act No. 7160, otherwise known as the Local Government Code. It aims at providing the local government units genuine and meaningful local autonomy to enable them to attain their fullest development as self-reliant communities and to become more effective partners in the attainment of national goals. Decentralization in the country is advanced compared to other countries in the region, and local governments have

substantial autonomy in general –with Provinces and Cities having the most autonomy and resources. That being said, all orders of local governments rely heavily on transfers from the national government; but these resources are predictable to a significant extent. Fiscal relations between national and local governments center on the following major areas: internal revenue allotment (IRA), sharing in national wealth exploitation, sharing in earnings from government controlled corporations, local government borrowing, and review of local government budgets. The share of IRA going to local governments is currently of 40% of the total revenue collected by the state, based on the third preceding year. The distribution of IRA goes as follow: 23% to Provinces; 23% to Cities; 34% to Municipalities, and; 20% to Barangays. Each barangay should receive at least 8,000 Pesos annually, or US \$1,510.

The local governments are the partners of the National Government in the implementation of its programs and projects. The municipality serves primarily as a general purpose government for the coordination and delivery of basic, regular and direct services and effective governance of the inhabitants within its territorial jurisdiction. The structure of local governments are both governed by the Local Government Code and by local ordinance passed by the local government concerned. A municipality must, for example, have a mayor and a vice mayor, which presides over the city legislative council. The barangay government likewise has a captain (local chief) and six member of council, all of whom are elected at the barangay level. The review tier of local law stops at the Provincial Government. Municipal or City laws are subject to review by the Provincial Legislative Council; Barangay ordinances are subject to review by component city or municipality to which they belong.

The Philippines local government personnel system is primarily governed by the Civil Service Commission and applicable provisions of the Local Government Code. The merit system is the guiding principle in the selection, recruitment, promotion of officers and employees, or in the executive departments.

Pertaining to the organization and dynamics of local government associations, the Philippines offer an interesting case because of the multiplicity of LGAs in the country, and their attempt to coordinate under a joint Federation. Associations are numerous, but the main ones as far as this study is concerned are the **Union of Local Authorities of the Philippines** (ULAP); League of Provinces of the Philippines (LPP); League of Cities of the Philippines (LCP); **League of Municipalities of the Philippines** (LMP) and; Liga ng mga Barangay (LBP).

LMP evolved from a mere “social club” of municipal mayors to a development-oriented association of municipalities. In 1986, immediately after the People Power Revolution, the leadership convened a General Assembly of all municipal mayors and decided to change its name to “Municipal Mayors’ League of the Philippines.” It was in 1992, after the passage of the Local Government Code, that the name was changed to League of Municipalities of the Philippines, the association of all municipalities nationwide. LMP is also a corporation duly registered in the Philippines’ Securities and Exchange Commission. It should be noted that LMP has specific features that can be of interest to NLC/S. One aspect is that, for cost-effectiveness purpose and to respond to the geographic challenge of being close and responsive to its membership (numerous and spread over many islands), LMP has developed its organization by regional (island) clusters. This will be discussed in the next section.

What are the main advantages drawn by the membership of LMP through their association? Municipalities divert a wide range of services from LMP. With a membership of 1,500 municipalities, LMP is strong of a major network of local governments throughout the country. Its advocacy work has been successful on various occasions, brining tangible benefits to its membership. As an example, LMP’s work on sustainable upland development has resulted to the signing of an executive order to institutionalize arrangements on that issue. LMP also recently held a conference for coastal municipalities and produced several resolutions calling for stronger collaboration with the national government in the protection of coastal resources.

The establishment of the Mayors Development Center, the research and training arm of LMP, also provides an efficient mechanism to conduct capacity building programs on key governance issues such as local economic development, solid waste management, and coastal resource management. Multi-awarded

mayors, more commonly called “champion mayors”, serve as resource persons for training programs. This is critical to the facilitation of knowledge sharing, as local chief executives are more likely to be convinced to adopt good local government practices if they are to hear it from their colleagues. MDC also collects and disseminates good practices through publications.

It should be noted that LMP has been ingenuous in designing the governance of MDC, and establishing it as an arm-length unit with a separate board and management. An integral yet separately managed part of the LMP, the MDC is chaired by the LMP National President. The President/Chief Executive Officer of the MDC is the LMP Deputy Secretary General, and the LMP’s Executive Director acts as the MDC’s Chief Operating Officer. The former Executive Director of the Galing Pook Awards (local government leadership) and well known university professor serves as Senior Adviser and Dean of its Capacity Development Program. The Center has also enlisted the services of ‘champion mayors’ – both incumbent and former three-term mayors – to serve as its ‘core faculty.’ This contributes to strengthening the business side of these operations and makes MDC less vulnerable to short-term “political” decisions. (More information on MD is available on: <http://lmp.org.ph/mdc/>)

LMP has long been implementing programs with development partners for the benefits of municipalities. National government agencies and donor agencies see the value of partnering with LMP, instead of going straight to the local governments.

The **ULAP** is an umbrella association that regroups all important LGAs in the country and other associations related to the local government sector. The association is essentially concerned with providing a mechanism to unify the voice of local governments throughout the country. As such, its services to members comprise legal advises, information dissemination and communication. Considering ULAP is build from the bottom-up by its constituencies, it has no incentive to extend activities or services that would overlap with them. The establishment of ULAP is concretized by a presidential decree, which is a clear statement of the value the national government finds in having a mechanism like that to engage and respond to the local government sector as a whole. Examples of gains made through this mechanism includes: the automatic and full release of the internal revenue allotment (IRA) to local governments; two Supreme Court Rulings on the IRA declaring as unconstitutional any IRA cut, and; recall of Memorandum Circulars from national ministries that were anti-local autonomy.

iii) Structure and operations of the LMP

The creation and purpose of the League of Municipalities of the Philippines (LMP) is mandated by the Local Government Code of 1991, as amended, which states: “There shall be an organization of all municipalities to be known as league of municipalities for the primary purpose of ventilating, articulating and crystallizing issues affecting municipal government administration, and securing, through proper and legal means, solutions thereto.” The following powers, functions and duties are assigned to the League:

- Assist the national government in the formulation and implementation of the policies, programs and projects affecting municipalities as a whole;
- Promote local autonomy at the municipal level;
- Adopt measures for the promotion of the welfare of all municipalities and its officials and employees;
- Encourage people's participation in local government administration in order to promote united and concerted action for the attainment of country-wide development goals;
- Supplement the efforts of the national government in creating opportunities for gainful employment within the municipalities;
- Give priority to programs designed for the total development of the municipalities in consonance with the policies, programs and projects of the national government;

- Serve as a forum for crystallizing and expressing ideas, seeking the necessary assistance of the national government, and providing the private sector avenues for cooperation in the promotion of the welfare of the municipalities; and
- Exercise such other powers and perform such other duties and functions as the league may prescribe for the welfare of the municipalities.

Currently, the LMP has a membership of 1,518 municipalities (as of November 2009). These municipalities are categorized into six classes based on their annual income, population and land area: 1st Class Municipality being the highly urbanized ones. About 80% are small low-income municipalities (Class 2 through 6) and the rest are first class municipalities. Of the 1,518 municipalities, 832 are coastal municipalities. As indicated at the end of the previous section, the current membership of LMP is a big departure from its previous organization, when it had a membership of Mayors rather than municipalities. This made the League prone to becoming a “political” extension of the country’s political leaders, instead of a proper institution.

The governance structure of the League includes: its General Assembly, National Directorate, National Executive Committee (NEC), Island Clusters, and Provincial Chapters.

The General Assembly (GA) is the supreme governing body of the League. It consists of all municipalities in the Philippines, including those in the national capital region and other special regions. The GA is chaired by LMP’s President. To constitute a quorum, a majority (50%+1) of the members of the League in good standing is necessary. Every municipality is represented by its Mayor or, in his absence, by the Vice-Mayor or another duly elected representative. The representative other than the Mayor is not allowed to vote in elections for the NEC. Decisions and resolutions of the GA are taken by a simple majority vote.

LMP has a National Directorate (ND) of 81 members – each of whom is elected in his/her respective provincial chapter. The ND is the principal policy-making and advisory body of the League. To constitute a quorum, the attendance of at least 30% of members in good standing is required. Meetings are chaired by the LMP President. Each member of the ND has one vote, and decisions are made by simple majority. Each member of the ND may have an appointed substitute, who may attend meetings but is not entitled to vote.

Among the ND, a National Executive Committee (NEC) is formed – with 13 being elected by the ND members and 5 being appointed by the LMP National President. The ND and NEC members serve a 3-year term (in sync with their own electoral term). Whereas the ND meets once every quarter, the NEC meets once a month. Both are accountable to all member-municipalities through an Annual General Assembly, and the 3 annual major-island conferences (for Luzon, Visayas, and Mindanao).

While the ND can be seen as the most influential policymaking unit of LMP, the NEC through its national officers exercises greater “influence” on behalf of the League. It should be noted that LMP used to cultivate a very close relationship between the LMP President and the incumbent national administration but, taking effect of the impact that relationship had on the development of the League a reorientation was done in 2007-2008. In a nutshell, LMP had a history of appointing a President that was a close ally of the national administration, if not a direct relative of the incumbent President of the Philippines. While this provides for direct access to national decision-making, this political tie can also made it difficult for the League to pursue its own priorities and policies. An internal assessment of the League produced in 2004 indicates that: “This creates the perception that the LMP is a political adjunct of the national administration and not a truly independent body. [...] Indeed, many members of the League attend the annual general assemblies hoping to get some “largesse” from the national government in exchange for its support. More often than not, the mayors do get something. This is especially true during the election year [...] (p. 6)”.

LMP strives to overcome being a “politicized” organization, to become a more service-delivery and member-oriented organization. LMP’s Strategic Plan, updated in 2008, contributed to set a new dynamic to ensure more autonomy in the development of the League. A proper corporate vision and mission was defined. LMP’s vision is to be a dynamic, pro-people and patriotic alliance championing excellence in governance towards genuine local autonomy. Its mission is “To provide our municipalities, through the mayors, with relevant and adaptive best practices, linkages with pertinent international and local organizations, capacity development, research and advocacy services. We are committed to deliver these services through our dedicated leaders and professional national secretariat”. By 2025, LMP aims to have:

- Intensified local collective actions to attain MDG targets for sustainable human development, poverty reduction, food security, health and population management, natural resource and environment management.
- Provided support mechanisms to empower municipalities to be self-reliant.
- Instituted effective mechanisms to ensure that municipalities are indispensable parties in formulating executive and legislative policies.
- Adopted internationally accepted institutional mechanisms for organizational continuity in LMP.
- Sufficiently strengthened the Mayor’s Development Center to address capacity gaps in local governance.

LMP’s by-laws established a number of standing committees in the National Directorate, each headed by the Chairperson chosen from among the members of the National Directorate by the National President. The Chairperson of the Committees is empowered to draw the members from the General Membership. The Standing Committees are as follow: Resource Generation and Mobilization; Membership Capacity Development; Legal Affairs; Policies, Plans and Programs; Rules, Nominations and Elections; Publications. The ND can also create other issue or sectoral committees are may be needed.

The LMP largely depends on membership dues for its operations and existence. Whilst LMP is a mandated organization of local government units, it does not receive any appropriations from the National Government. Its finances are dependent on the contributions from members. According the LMP’s Constitution, all member municipalities shall pay an annual dues based on its income classification. However, a mere 20-25% of the amount (below) is actually collected. This issue remains a priority for LMP and, among other things, the ND conducts active collection campaigns from time to time. Through the collection of dues, and revenues from programs and services, LMP generates an average annual revenue of about PHP 7 million (or approximately \$150,000 in USD). Of this amount, 60% is designated for the provincial chapters while 40% is the share for the national secretariat.

Membership Dues for LMP (2004)	
Income Classification (defined by Ministry of Finance)	Annual Dues in PhP (USD)
1 st Class Municipality	12,000 (US \$263)
2 nd Class Municipality	11,000 (US \$241)
3 rd Class Municipality	10,000 (US \$219)
4 th Class Municipality	9,000 (US \$197)
5 th Class Municipality	8,000 (US \$175)
6 th Class Municipality	7,000 (US \$153)

A provision from LMP’s By-Laws states that “Any member that neglects or fails to pay its annual membership dues and other fees within the end of [...] every year shall be excluded from the benefits available to [...] members in good standing”.

The basic organizational structure of LMP is through its provincial chapters. It is through these chapters that LMP is able to hold on its 1,500 members. And to reach them through its programs, priorities and

policy positions. As indicated above, the elected President of an LMP provincial chapter automatically becomes a member of the LMP ND. All provincial chapters are governed by the same Constitution and by-laws of the national league. As stated in LMP's constitution, the primary duty of provincial chapters is to carry out policies and instructions formulated by the ND. However, chapters are empowered and they can formulate and adopt supplemental roles and policy directions, as well as create other offices or committees that are relevant to them.

All chapters are enjoined to form their own secretariat and appoint a general secretary and they are organized with their own set of officers. This said, the dynamism and capacity at that level is often limited. In 2004, it was recognized that less than 20% of LMP provincial chapters had an operational secretariat. Operations and activities of the provincial chapter tend to be dependent on the incumbent chapter president's actions and decisions. The resources available to provincial chapters are also extremely limited, due to poor remittances by LMP members themselves –but LMP's Constitution mandates retention of 60% of membership dues by provincial chapters. Many chapters exist through contributions and resource sharing among the provincial chapter members themselves, and in general most activities and conferences proposed to members depend on LMP's National Secretariat. The local coordinating and consultative role played by the provincial level remains nonetheless a strength of LMP.

LMP conducts needs assessment during the Annual General Assembly, the annual Major-Island Conferences, and as requested by different donors/partners. It also maintains a membership database that contains an updated profile of the different municipalities in the Philippines. The issues of solid waste management, local revenue generation, and the amendments to the local government code are among the current identified members' needs and challenges. These were identified through a series of consultations with the island clusters and a number of focused-group discussions.

LMP's National Secretariat is headed by a permanent Executive Director. The staff contingent consists of about 20 people, who all enjoy security of tenure and cannot be dismissed without just or authorized causes as provided by the law. The National Secretariat is supervised by the Secretary-General: a Mayor and member of the LMP, appointed by the LMP President. The secretariat is subdivided into the following departments: Policy, Plans and Programs Office; Research and Information Management Office; Finance, and; Administrative and Legal Office. Outside the national secretariat, LMP also has other staff employed under the Mayor's Development Center. As mentioned, each of the 79 provincial chapters also have their own secretariats.

The National Secretariat, headed by the Secretary-General supervises all elections of officers in the National, Island Cluster and Provincial Chapter levels, consistent with the guidelines issued by the National Executive Committee. Any conflict related to election of the League in the Island Cluster and Provincial Chapter levels shall be heard and decided by the National Directorate. The decision of the National Directorate shall be final and executory.

iv) Structure and operation of ULAP

ULAP is the umbrella organization of all the leagues of local government units in the Philippines, and of the leagues and federations of local government officials both elective and appointive. ULAP was formed in 1998 through the leadership of 7 associations. The President of the Philippines issued an executive order in 2004 to officially recognizing ULAP.

The Regular Members of ULAP are: League of Provinces of the Philippines (LPP); League of Cities of the Philippines (LCP); League of Municipalities of the Philippines (LMP); League of Barangays of the Philippines (*Liga ng mga Barangay*); League of Vice-Governors of the Philippines; Vice Mayors League of the Philippines; Provincial Board Members League of the Philippines; Philippine Councilors League; Pederasyon ng mga Sangguniang Kabataan; National Movement of Young Legislators, and; Lady Local Legislators League of the Philippines. Other associations can join ULAP, upon decision of ULAP's National Executive Board (NEB). ULAP also has a number of Associate Members, such as the Philippine League of

Local Budget Officers, and others. Associate Members have all the rights, duties and obligations of Regular Members, except the right to vote and be voted upon.

A member of the ULAP shall have the following qualifications: A defined and expressed organizational purpose in furtherance of local autonomy and consistent with the ULAP's purposes and objectives; Track record of at least one year indicative of accomplished programs and objectives, and; A functional organizational structure with an operational national secretariat.

ULAP dues rate was initially determined by the founding National Executive Board, which set the dues at 30,000 Pesos per province per year; 20,000 Pesos per city per year, and; 10,000 Pesos per year for Associate Members. Other regular member leagues were not assessed any dues. In 2003, the NEB unanimously approved to assess the dues of regular member leagues at 50,000 Pesos per year per League. The Presidential Executive Order mentioned above confirmed the right of ULAP to access local funds through membership dues.

ULAP has a General Advisory Council (GAC) composed of five representatives from each Regular Member of the ULAP. The said representation must be authorized by way of a Board Resolution from the respective Leagues. The GAC meets at least once a year. It serves as an advisory council to the members of the National Executive Board by assisting them in gathering the pertinent information to enable it to formulate and pursue relevant and progressive policy directions.

The corporate powers of ULAP are exercised by the National Executive Board. The NEB is also the main policy-making body of the organization. It is composed of all the regular member leagues represented by their Presidents or Chairpersons. A presence of 8 members of the NEB constitutes a quorum.

The NEB elects from among its members the following officers: Chairman; President; Executive Vice-President; Internal Vice-President; External Vice-President; Secretary-General; Deputy Secretary-General; Treasurer; Deputy Treasurer; Auditor; Deputy Auditor; Public Relations Officer; Liaison Officer; and General Legal Counsel. The election of the officers shall ensure as far as practicable the equitable representation of the ULAP members from Luzon, Visayas, and Mindanao.

There is no rule on succession except in the office of the Presidency, wherein the Executive Vice-President shall succeed to the position in case the former dies, resigns, permanently incapacitated or permanently out of office. However, elections shall be held to fill vacancies created in the other positions. Those not elected officers remain members of the NEB with full voting rights and may be designated to perform such other functions as said Board may provide. The duties and functions of officers are described in ULAP's by-laws.

ULAP has a total of eleven Working Committees, whose chairpersons are appointed by the President and confirmed by the NEB. Each Working Committee is composed of one representative from each Regular Member. They are as follow: Finance Committee; Membership Committee; Legal Services Committee; Advocacy and Policy Committee; Capability-Building Committee; Public Affairs Committee; Special Projects and Concerns Committee; International Relations Committee; Youth Participation & Concerns Committee; Gender Development & Women Empowerment Committee, and; Election Committee. Presence of five committee members constitutes a quorum.

A simple majority vote of all the members of the NEB present constituting a quorum is sufficient to pass, adopt, or approve any Board Resolution, project, and/or undertaking. In highly political issues however, the simple majority rule still applies for purposes of enabling the ULAP to come up with a common stand which shall bind all member leagues; provided that this shall not prohibit individual officers of the member leagues to pursue his/her own advocacy on the issue in his/her own personal capacity.

Each member of the NEB is entitled to only one vote. However, in case of a member's absence, a duly authorized representative may vote either in person or by proxy. Proxy votes shall be in writing and filed with the Secretary-General before the scheduled meeting.

ULAP has a National Secretariat consisting of 9 staff headed by an Executive Director. The Executive Director is appointed by the President of ULAP, and can only be removed for cause in accordance with law and due process. The ED handles the day-to-day activities of ULAP under the supervision of the Secretary General and guidance of the National President. The National Secretariat provides technical assistance to the General Advisory Council, National Executive Board and other ULAP Officers.

To pre-empt a leadership vacuum and to provide for a smooth turnover of the leadership of ULAP into the incoming NEB after local elections, the outgoing Chairman, President, and Secretary General continue to sit in their positions in a hold over capacity until after the new members of the NEB have been elected. Suspension, expulsion and termination of membership shall be in accordance with the rules and regulations recommended by the Membership Committee and as approved by the NEB.

Tanzania and ALAT

i) Overview

Tanzania: Mainland Tanzania has 25 urban councils, 97 district councils, three townships and more than 10,000 registered village councils. Decentralization of responsibilities is advanced but local authorities have little financial autonomy. On average, 90% of municipal expenditure is from national government. Similar to Cambodia, all councilors belong to a political party but the CCM party dominates. Women can compete for open seats on council or they can also compete for a determined number of seats reserved for women. There is only one LGA in the country, the Association of Local Authorities of Tanzania (**ALAT**), which was established in 1984 through an Act of Parliament. ALAT is governed by an executive committee composed of elected council officials and directors of local authorities. ALAT members are served through a secretariat in Dar es Salaam and 21 regional offices. The secretariat is composed of eleven members of staff. Currently, ALAT has a membership of 133 District and Urban Authorities representing virtually all of the local authorities on mainland Tanzania.

ii) Country context

The Union of Tanganyika and Zanzibar adopted the name "United Republic of Tanzania" in 1964. Tanzania's President and National Assembly members are elected concurrently by direct popular vote for 5-year terms. The National Assembly has up to 325 members, including 75 special women's seats apportioned among the political parties based on their election results. For administrative purposes, Tanzania is divided into 26 regions: 21 on the mainland, three on Unguja (Zanzibar), and two on Pemba (Zanzibar's second isle). District councils (also referred to as local government authorities) act at the most local level. There are 133 district councils (28 urban and 105 rural). The 28 urban units are classified further as city (Dar es Salaam and Mwanza), municipal (Arusha, Dodoma, Iringa, Kilimanjaro, Mbeya, Morogoro, Shinyanga, Tabora, and Tanga), and town councils (the remaining 17 communities). Decentralization of responsibilities is advanced but local authorities have little financial autonomy. On average, 90% of municipal budget resources come from national government transfers. Similar to Cambodia, all councilors belong to a political party and one party (Chama Cha Mapinduzi (CCM), or Revolutionary Party) dominates the political scene. Women can compete for open seats on council or they can also compete for a determined number of seats reserved for women. Under the Union Agreement, Zanzibar has extensive autonomy within Tanzania. This section refers exclusively to mainland Tanzania.

There is only one national association of local governments in the country, the **Association of Local Authorities of Tanzania** (ALAT), which was established through an Act of Parliament on 13th December, 1984, following the re-establishment of the Local Government System which had been abolished in 1972. ALAT's role is to promote and sustain the goals and ideals of decentralization. Prior to the establishment of ALAT, from independence in 1961 up to 1972, there were three Local Government Associations in the then Tanganyika and subsequently Mainland Tanzania: a National one and one each for Urban and District Authorities.

Pursuant to its Constitution, the goals of ALAT are to foster and promote smooth Local Government development in Tanzania; to maintain and further the rights, interests and values of Local Government Authorities and to represent the Local Government Authorities of Tanzania in United Cities and Local Governments –UCLG (formerly IULA, the International Union of Local Authorities) and other international fora.

ALAT members benefit from their association through a number of services, including: skills training in various fields; knowledge and experience sharing through networking and conferences, and; information dissemination through various means. As all LGAs, key function of ALAT is also to help organize and document the issues and priorities of local government members, and to advocate their opinions and

recommendations to relevant authorities. The association is a member of a Regional East African Local Government Association, UCLG and UCLGA (Africa), the Commonwealth Local Government Federation (CLGF), the International Centre for Local Environmental Initiatives, Africa (ICLEI Africa), and the Cities Network (Tanzania).

ALAT has the recognition of being an important instrument for lobbying and advocacy by its members and by the central government. However, it is also generally acknowledged that it needs to build capacity to become more proactive, rather than reactive to issues. The fact that the national government ensures the collection and payment of membership dues is a clear indication of its support to the association. Besides, like many LGAs from the developing world, ALAT has experience in contributing to the implementation of international development projects. In that capacity, the association can be seen as a partner of the government to advance the decentralization framework –while also servicing its membership.

iii) Structure and operations of ALAT

Central Government's Local Government Reform Programme, recognises ALAT's role as a stakeholder, an implementing agency, and a mouth piece and advocate for local authorities. Thus ALAT is an intermediary institution between the Local Authorities and the Central Government Reform Programme Action Plan and Budgets. ALAT is the promoter and protector of Local Government interests. Its role is:

- To formulate and present Local Authorities interests and views about the reform taking into account civic groups;
- To facilitate and manage relations between the central Government and Local Governments;
- To look into the need to devolve greater autonomy and obligations to Local Authorities in financial matters, resource mobilisation and ensuring accountability of employees to the Councils;
- To foster and promote smooth local government development in Tanzania;
- To maintain and further the interest, rights and values of local authorities in the country; and
- To represent local authorities' in national and international fora.

ALAT is governed by an Executive Committee composed of elected council officials and directors of local authorities. ALAT members are served through a secretariat in Dar es Salaam and 21 regional offices. The secretariat consists of eleven staff members. Currently, ALAT has a membership of 133 District and Urban Councils representing virtually all of the local government authorities on mainland Tanzania.

In principle, membership to ALAT is voluntary, but the national government automatically perceives membership fees from all municipalities and transfers them to ALAT. This contributes to the financial sustainability of the association in playing its role of intermediary between local governments and the national government. At the same time, it encourages all local governments to become active members – as they are paying the dues anyway.

Membership to ALAT is institutional: local governments as institutions are members of ALAT. They are represented by their Mayor/chairperson and council directors. Membership fees are paid directly by the Central government treasury to ALAT from the local government budgets. Calculation of dues is based on 4 grouping (A, B, C, and D). Group A represents councils which have the highest threshold of own sources of revenues, followed by B, C and D. Fees are in a way progressive. The amounts are proposed by the Executive Committee of ALAT and approved by the Annual General Congress, as part of the ALAT budget approval process.

The National Annual Conference is the highest decision-making body. It is comprised of Chairpersons, Mayors and Directors of Member Authorities; as well as twenty-one constituency members of parliament representing each administrative region in the country and elected by ALAT's regional branches.

The National Executive Committee consists of 19 members, including a Chairman, Vice-Chairman and Secretary General. The other 16 members are: five members elected from amongst the Chairmen and

Mayors of Urban Authorities; five members elected amongst Chairmen of the District Authorities; two members elected from amongst the Directors of the Urban Authorities; two members elected from amongst the Directors of the District Councils, and two members elected amongst the Members of Parliament who are members of ALAT National General Meeting. The Executive Committee may co-opt more members, if it is necessary, from amongst members of the General Meeting provided that their number shall not exceed one-quarter of the existing members. At the moment, the NEC includes four women Executive Directors (2 from District Councils and 2 from Urban Councils). The main criteria to arrive at these numbers was to have a lean Executive Committee which is representative of both urban and rural district councils. The same principle of representation was used to bring council directors – one from urban and another from a rural setting. The NEC meets quarterly.

Sub-committees are composed upon decision of the Executive Committee. There are no reserved seats and the length of mandates is 5 years. Each committee has a Chairperson, and a Secretary taken from the ALAT Secretariat. The Executive Committee currently has five sub-committees:

- Chairman's Sub-Committee: meets with the Central Government leadership and other institutions for discussions on issues related to Local Government.
- Sub-Committee on Finance and Administration: explores ways of raising the income of ALAT and its members; authorities devising regulations for financial management; gives advice on how to improve on funding sources and expenditures of Local Governments; makes preparations, recommendations and advises the Executive Committee.
- Sub-Committee on Research Development, Publicity and Legal Matters: does research on various types of Local Governments in the world; analyses hindrances/obstacles and problems facing Local Authorities; researches and analyses various policies and laws which have a bearing on Local Governments; distributes information about and promotes the Association through various publications; analyzes various Local Government issues which need enactment of new laws; reviews the constitution and regulations of the Association and makes recommendations.
- Sub-Committee on Social Services: Advises on ways of improving health services in urban and rural areas; analyses problems facing the delivery of preventive and curative services as well as providing advice and recommendations to the executive committee; explores ways of addressing the specific needs of the disabled and those affected by HIV/AIDS; analyses and provides recommendations on issues affecting primary education; explores and recommends ways of improving the social welfare of the people; keeps abreast with issues facing both urban and rural areas in general.
- Sub-Committee on Specific and Special Issues: discusses issues pertaining to urban authorities namely Town, Municipal and City councils specifically the development of urban areas, such as policy issues related to urban development including the nurturing the development of small towns/townships; discusses issues related to the relations between Rural and Urban Local Authorities; reviews and provides recommendations to the Executive Committee on the policy of urbanization and development of urban settlement; discusses the Scenery, Organisation and Beautification of Towns; provides recommendations on the best way to start and develop sub-urban centres in the country; discusses any other issue arising out of the relationship between Town Councils/Township Authorities and District Councils

Quorum in meetings and elections are regulated under ALAT's Standing Orders and Election Regulations, 2009. The office period for the chairperson, vice chairperson and members of Executive Committee is five years, in line with the terms of national elections.

The execution of the tasks made by the decision-making body of ALAT is led by the Secretary General (staff) with the Head of the association's departments. ALAT's new management and technical staff are hired by ALAT through contracts, but salaries are partly assumed by the central government. Senior staffs are often civil servants receiving their salaries/pensions from central government. Lower level staff are employed and paid by ALAT from the membership fees.

The National Executive Committee and sub-committees include both the higher local government units, which are the district and urban council representation (city, municipal, town, District councils), but specific seats on the National Executive Committee have not been reserved for the lower local government units which are the rural areas (streets, hamlet and villages) which are part of the urban councils. They are represented by the urban and district councils so lower local government authorities do not have an equal say.

Since 1992, with the inauguration of the multi-party politics, the constitution was amended through Article 100 (freedom of speech and opinion) which enabled the creation of political parties and entrenched participation at all levels of government. However, ALAT members do not vote on the basis of party allegiance for any of the represented bodies. Members will campaign and unofficially it could happen that support for a member during an election for the Executive Committee seats be from elected party members.

There is no structured procedure for conflict resolution within ALAT. Conflicts are usually of political nature (i.e. political parties) and they are resolved between members. ALAT was once called upon by the government to help mediate a conflict with a municipality.

LGA employees are located within the national office. The total number of staff is currently 11. They are organized under the following positions/units: Secretary General; Finance and Administrative Department; Legal Department; Internal Audit (vacant); Planning Department; Information and Communication Department; Cashier; Supporting staff, Personal Secretary, Driver and Messenger.

ALAT has several regional branches but no employees except the directors and treasurers who are appointed. As in the case of ALAT at national level, the branches have annual Conferences, Executive Committees, as well as a Secretariat. ALAT Regional Branches' annual conference delegates are: all Council Chairpersons and Mayors of all member Authorities in the region; all Executive Directors of Member Authorities in the region; all members of parliament representing the constituencies in the region; two Councillors from each member authority in the region. Council directors are appointed as Secretaries to the Regional Branches and one treasurer from one council within the Region.

Vietnam and ACVN

i) Overview

Decentralization in Vietnam has mainly empowered the provincial level, and to-date the central government has given only limited autonomy to local governments. There are 6 categories of local governments in the country. Except for 5 national-level cities, all local governments (cities and towns) are under the responsibility of provincial administrations. Vietnam is governed through a single party system, which reaches down to local elected officials. A voluntary organization, the Association of Cities of Vietnam (**ACVN**) represents all national-level and provincial-level cities, currently totaling 95 members. It is currently the only LGA in the country. The leadership of ACVN consists of one president and four vice-presidents, while its Executive Committee comprises 19 members (including the president and vice-presidents). Its current staffing consists of one secretary general, two vice-secretary generals and five officers and administrative assistants. The ACVN is an association that has been able to position itself well with national stakeholders to represent the interest and issues of its members. It has done so by developing itself as the voice of local governments in the country, and by demonstrating its value to its members and other stakeholders.

ii) Country context

The National Assembly with its 395 elected members is the highest representative body of the people, and the supreme body of State power in Vietnam. The system of government includes four levels: Central, Provincial (and central cities), District (and provincial cities) and Communes. The elected People's Council is vested by the Constitution as the local organ of State power, which in turn elects the People's Committee as its executive organ. Vietnam is governed through a single party system, which reaches down to local elected officials. The Vietnam Communist Party has been characterized by the stability of its leadership.

The country is divided into 58 provinces and 5 central cities, each administered by a provincial (city) People's Committee. The provinces are divided into two different subunits: the provincial cities, which represent the urbanized areas, and the districts including mostly rural sectors. A province can have from four to twelve districts. The districts are divided into communes which are groups of villages. All districts and communes have their own People's Committee. Typically, two or three villages of about 5,000 people are grouped into a commune. Each village is furthermore divided into neighborhoods known as hamlets. This provincial system is paralleled by, and shares a mixed structure with, the municipal system. The central cities each have over one million inhabitants. They are placed directly under the central government without the interference of the provincial governments. They are divided into districts, which themselves integrate wards and communes. Across all levels, there are over 690 local government units. Nearly 10,000 communes comprise Vietnam's lowest level of local administration.

Decentralization in Vietnam has mainly empowered the provincial level, and to-date the central government has given only limited autonomy to local governments. Except for 5 national-level cities, all local governments (cities and towns) are under the responsibility of provincial administrations. There are 6 categories of local governments in the country, ranking from special status to rank 1-5. The provincial cities, including the provincial capitals, have a population from 80,000 to 1,000,000 people. It should also be mentioned that in 2009, it was decided to abolish People Councils at wards and urban districts, while they are kept at communes and rural districts and other remaining levels. This can be seen as an attempt to consolidate the role of local governments.

The entire legislative component is centralized at the national government level. Thus the national government has control over its whole territory. Local authorities cannot carry out public administration functions unless explicitly assigned such responsibilities by national legislation. Each level has a People's Council and a People's Committee (PC) serving the local municipalities. The People's Council is the top

supervisory body at each level. There are no significant differences between the administrative system in rural and in urban areas. Local governments have very little independent revenue raising powers and retain only a small portion of locally collected revenue. Within this framework, local governments play mostly an executive role:

- to pass resolutions on measures for the implementation of national laws and provincial regulations at the local level;
- to plan for socioeconomic development and the execution of the budget;
- to manage national defense and security at the local level;
- to establish measures for stability and improving local living conditions.

On August 21 of 1992, five cities met in Hue City and agreed to submit a proposal to the Government to establish an association of local governments. With support from national level decision makers, the Association of Provincial Cities of Vietnam held its founding meeting on January 4-5 of 1993, with 8 cities attending. The provisionary Board courted support from Central ministries and international organization.

On the basis of a decision of the Minister of Home Affairs, the **Association of Cities of Vietnam (ACVN)** was mandated on July 2000 to represent the nearly 100 cities and towns at the District level, as well as the five central cities (Hanoi, Ho Chi Minh City, Haiphong, Da Nang and Can Tho). Membership is voluntary and the ACVN started with just 47 members, who took part in its first congress in May 2001. By the time of its second congress, in 2006, the association had grown to 82; and to date, its membership includes 95 cities and towns from all over the country. ACVN is currently the only LGA in the country.

The ACVN is an association that has been able to position itself well with national stakeholders to represent the interest and issues of its members. It has done so by developing itself as the voice of local governments and by demonstrating its value to its members and other stakeholders. Compared to other LGAs presented in this report, ACVN is somehow more politically conservative, yet it is commendable in its stability and sustained corporate development since its creation. Independent appointment of the Secretary General and senior secretariat staff means that there is low turnover and no political appointments associated with changes in political leadership of ACVN.

There are numerous ways through which members benefit from their association. ACVN organizes cooperative activities which represent the interests of members and creates favorable conditions for the exchange of information, knowledge and experience between partners, in addition to seeking opportunities for mutual development. ACVN organizes training courses in administrative and technical expertise for professional staff and economic and technical management of cities to enhance capacity for urban development and management.

Some activities of ACVN benefit equally central government and members. In particular, the association conducts or coordinates researches on difficult issues and inadequate policies related to urban planning, construction, management and development which are faced by city members and reflected by State agencies. ACVN also plays a consultative function by giving comments the design and implementation of regulations pertaining to the urban sector.

ACVN acts as focal point to establish cooperation programs and projects in the field of urban planning with foreign cities and international organizations for knowledge and technical training exchanges, as well as capacity building in the field of urban management. The association also seeks out financial supports for member cities to facilitate urban development, including from international and domestic sources. The association has been engaged in a wide range of donor-funded programs and projects, mostly to co-manage or facilitate their implementation, and to serve as technical advisors.

ACVN is a member of different networks such as: CITYNET, UCLG and UCLG-ASPAC, Asian Coalition for Housing Rights (ACHR), Southeast Asian Urban Environmental Management Association (SEA-UEMA), UNESCO.

iii) Structure and operation of the ACVN

The Association of Cities of Vietnam is a voluntary social association of Vietnamese cities and towns. Out of a potential membership of 100 cities and towns, the ACVN currently has 95 members -including those of class 1 to 4 nationwide, and 5 cities that are under Central government administration. ACVN members are local government institutions, which are represented by the Mayor (or its representative). However, relations with the People Councils are very good in general, and councilors sometime represent their city in ACVN's seminars, meetings, workshops, etc.

The mission of ACVN is to create a network for mutual support and experience exchanges in state management and economic development in cities, with the aim of contributing to economic, cultural and social development. According to its Strategic Plan, by 2020 the ACVN would like to:

- Be a leader among other non-governmental organizations present in Viet Nam, acting as the single voice for cities in Viet Nam.
- Enlarge its present membership to include all urban areas, by establishing an Association of Urban Areas, based on regional characteristics and/or city level.
- Develop a proposal to establish departments within the Association such as: the Department for International Cooperation, the Department for Urban Cadres and Civil Servant Training, the Department for Urban Management and the Study of Development, etc. These departments will participate actively in Viet Nam's process of urbanization and increase the status of the ACVN in international relations with other organizations and associations.
- Build headquarters and modernize the facilities in the office.
- Host international conferences and workshops on urban issues.

ACVN consulted its members in 2003-04 during preparation of the national strategy through multi-stakeholder national workshops. Members' main needs and challenges were identified as follow:

- Training for strengthening capacities of municipal staff
- Planning, financing, implementing and monitoring infrastructure development
- Solid waste management project for a city
- Building ecological cities: good lighting, green, clean and beautiful spaces
- Municipal administrative reform
- Solving the employment issues related to of rapid urbanization and industrialization
- To improve the slum areas in the cities
- Strengthening capacities and facilities for the office of ACVN

Membership dues are based on the annual work plan of the association, which identifies the required budget for operation and activities. The total annual operation cost for ACVN is calculated by the Secretariat based on the actual cost spent in the previous year. Office cost, supplies etc. will remain the same, while salaries may be changed based on the change in the Basic Salary Change made by the Government. The rank of the cities/towns is used as criteria for attributing membership dues. This is based on Government Decree No.42 referring the national municipal ranking. If a city/town is newly recognized at the higher rank, the new dues will apply the following year. The Budget Plan and membership dues are submitted to Executive Committee for review and approval. Then it will be reported at the Annual Meeting for the members to make final decision. The membership fee of ACVN did not change for 5 years (2005-2010), and was revised in May of 2010.

Example of ACVN Membership Fees (2010)	
Cities at special rank	20,000,000 VND/year (1,010 USD)
Cities at rank I	17,000,000 VND/year (860 USD)
Cities at rank II	12,000,000 VND/year (605 USD)
Cities/towns at rank III	10,000,000 VND/year (505 USD)
Cities/towns at rank IV	8,000,000 VND/year (400 USD)

ACVN generates approximately \$43,326 CAD (\$600,000,000 VND) from membership fees, which makes it a very successful organization in securing contributions from members when compared with other LGAs from the developing world in general.

The leadership of ACVN consists of one president and four vice-presidents, while its Executive Committee (EC) comprises 19 members (including the president and vice-presidents). The modality for selecting the President, and the number and modalities for selecting Vice Presidents are decided by the EC. The EC meets twice a year and is accountable to the whole membership of ACVN through the annual general meeting. The office term of the President and other members of EC is five years, which is the same as other members of the Committees. The quorum for an EC Meeting is two thirds (2/3) of the members.

The highest decision-making body of ACVN is the General Assembly, which is organized every 5 years. The General Assembly is only recognized with the presence of two thirds of registered members. Resolutions passed by the General Assembly require a two third majority among participating members.

ACVN has a Standing Committee consisting of its Presidents and Vice Presidents. It also has a Monitoring Committee which is in charge of monitoring the implementation of Association Regulation, including financial activities. The number of members and selection modality for the Monitoring Committee is decided by the Congress. Its members select a Chair among themselves.

The general procedure to develop the positions of the association is as follows: the Secretariat drafts the resolution, which is reviewed by the EC. The EC brings the motion to the Annual Meeting for voting. A majority of voters supporting the resolution will result in its approval. The general procedure for motions and recommendations from members is as follows:

- The cities/towns send their recommendations, motions in the forms of formal writings, feedback from the events conducted by ACVN (seminars, workshops, meetings) to the ACVN Office.
- The Secretariat submits the recommendation to the EC.
- As appropriate, the recommendations will be presented at the Annual Meeting or Congress for voting.

The Secretariat of ACVN is the steering agency of the association. The current staffing of ACVN's Secretariat comprises one Secretary General, two Vice Secretary Generals, and eight officers and administrative assistants.

ACVN doesn't have specific relations with the Vietnam Community Party. ACVN reports to Department of People Foreign Affairs under Central Party Committee of Foreign Affairs once every year. The report includes a summary of annual activities and the work plan for the upcoming year.

Regarding resolution of conflicts among members, so far ACVN has mainly organized events to support its members to share experiences and knowledge. It has not ever experienced any significant conflicts arising from members.

The ACVN is an association that has been able to position itself well with national stakeholders to represent the interest and issues of its members. It has done so by developing itself as the voice of local

governments and by demonstrating its value to its members and other stakeholders. Compared to other LGAs presented in this report, ACVN is somehow more politically conservative, yet it is commendable in its stability and sustained corporate development since its creation. Independent appointment of the Secretary General and senior secretariat staff means that there is low turnover and no political appointments associated with changes in political leadership of ACVN.

There are numerous ways through which members benefit from their association. ACVN organizes cooperative activities which represent the interests of members and creates favorable conditions for the exchange of information, knowledge and experience between partners, in addition to seeking opportunities for mutual development. ACVN organizes training courses in administrative and technical expertise for professional staff and economic and technical management of cities to enhance capacity for urban development and management.

Some activities of ACVN benefit equally central government and members. In particular, the association conducts or coordinates researches on difficult issues and inadequate policies related to urban planning, construction, management and development which are faced by city members and reflected by State agencies. ACVN also plays a consultative function by giving comments the design and implementation of regulations pertaining to the urban sector.

The Government of Vietnam is very much aware of the challenges related to the massive rural-to-urban migration. Establishing and consolidating a network of medium-size cities throughout the country that can capture part of that migrant flow is an important part of the strategy to avoid the creation of (too many) slums and unmanageable urban growth in Hanoi and Ho Chi Minh City. The ACVN is an important forum to enable a discussion on issues faced by cities in the country, as well as a channel to provide capacity development support to these institutions and their human resources.

ACVN acts as focal point to establish cooperation programs and projects in the field of urban planning with foreign cities and international organizations for knowledge and technical training exchanges, as well as capacity building in the field of urban management. The association also seeks out financial supports for member cities to facilitate urban development, including from international and domestic sources. The association has been engaged in a wide range of donor-funded programs and projects, mostly to co-manage or facilitate their implementation, and to serve as technical advisors.

ACVN is a member of different networks such as: CITYNET, UCLG and UCLG-ASPAC, Asian Coalition for Housing Rights (ACHR), Southeast Asian Urban Environmental Management Association (SEA-UEMA), UNESCO".

Annex 2 – Examples of Corporate Documents from Local Government Associations

* Documents that have been added to the list provided with the first draft of this report have been highlighted in grey.

Association	Year	Title
ACVN	2006	Constitution
ACVN	2009	Formal announcement No. 42 on Membership Fees 2009
ACVN	2010	Formal announcement No. 58 on Membership Fees 2010
ACVN	2008	Operational Development Plan
ACVN	2006	Strategic Plan
ADKASI		By-Laws
ADKASI		Constitution
ADKASI		Organizational Chart
ALAT	1995	Constitution
ALAT		Organizational Chart
ALAT		Strategic Plan 2010-2015 (Draft)
FAM		Organizational Chart
FCM	2008	By-Laws
FCM	2008	Code of Ethical Conduct
FCM	2009	Municipal Membership Form
FCM	2010	Organizational Chart
FCM		Orientation Guide for Members (2009-2010)
FCM	2009	Policy Paper (example) The Municipal Role in Fighting Climate Change
FCM	2007	Strategic Plan Background
FCM	2007	Strategic Plan Summary
FCM	2006	Your Guide to Municipal Institutions in Canada
FKKA	2008	Charter
FKKA		Organizational Chart
LMP	2006	By-Laws
LMP		Organizational Chart
LMP	2004	Strengthening Local Governance with a Strengthened League (Draft)
UBCM	1959	Act and By-Laws
UBCM	2008	Policy Manual
UMQ	2002 (2010)	By-Laws
UMQ		Organizational Chart - Governance
UMQ		Organizational Chart - Secretariat
UCLG	2004 (2010)	Constitution
UCLG	2004 (2010)	Electoral Procedures Rules
UCLG	2009	Policy Paper on Aid Effectiveness and Local Government
UCLG	2010	Policy Paper on Local Finance
ULAP	(2010)	By-Laws
ULAP	2004	Presidential Executive Order No. 351, Recognizing ULAP

ULAP	2010	Organizational Chart
VNG	2010	The Association of Netherlands Municipalities

Note: The Union of British Columbia Municipalities (UBCM), United Cities and Local Government (UCLG) and the Association of Netherlands Municipalities (Vereniging van Nederlandse Gemeenten, or VNG) are not discussed in the present study. However, they are prominent and well functioning organizations in their respective context. We have included some corporate documents that could be of interest to inform the development of NLC/S.