



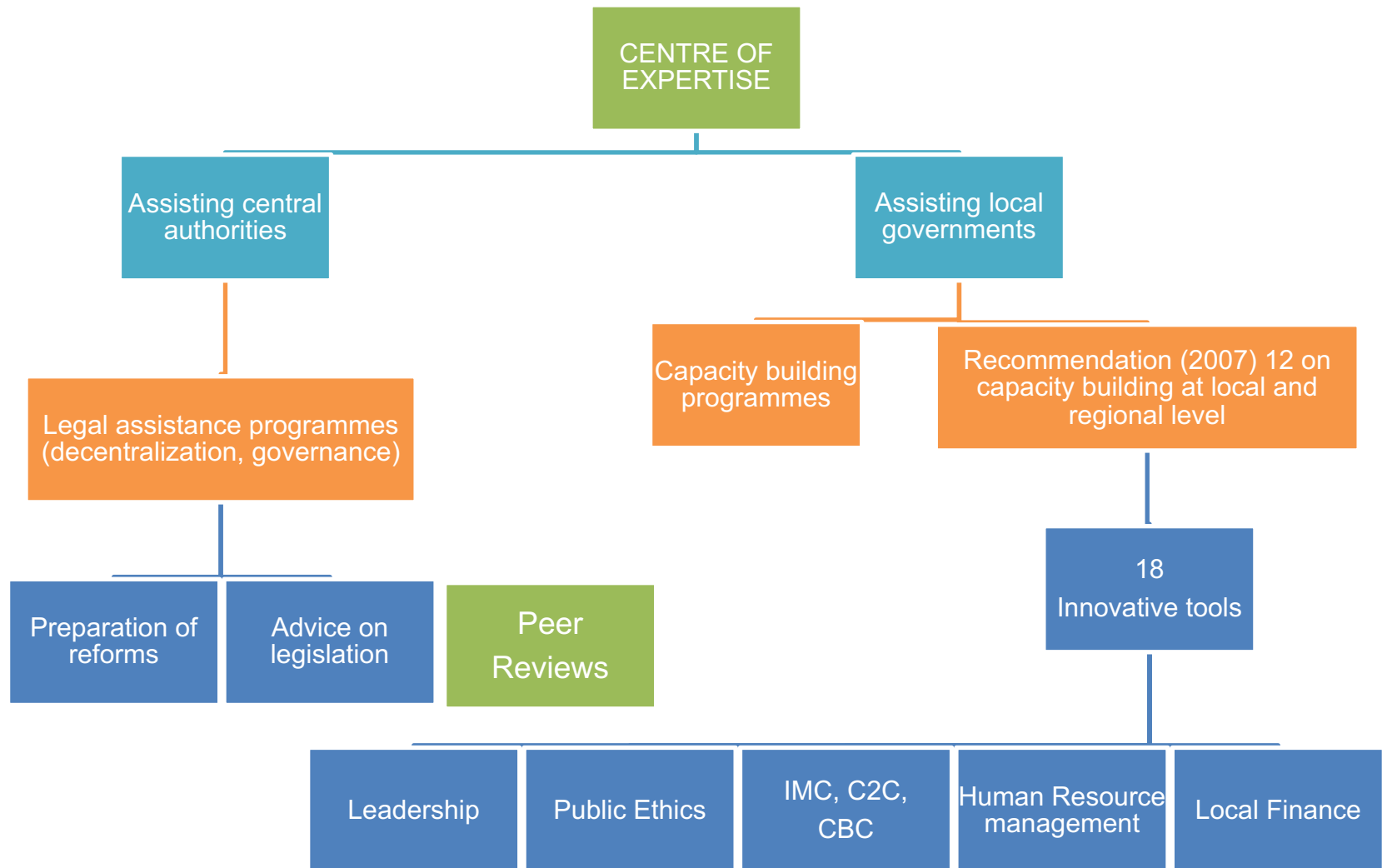
# Centre of Expertise for Good Governance

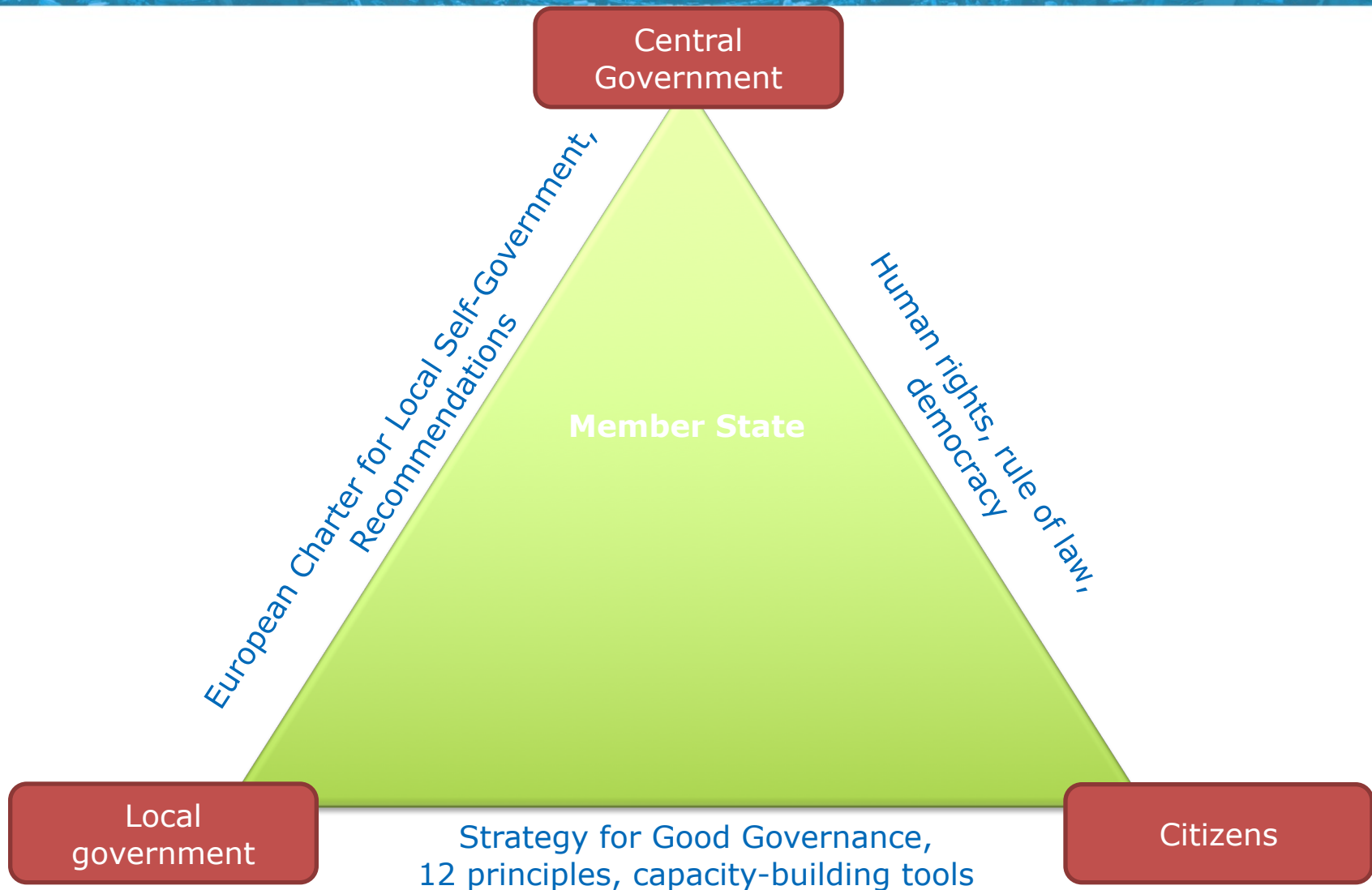
Alina Tatarenko  
Head of the Centre of Expertise

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE







### Standards:

<https://www.coe.int/en/web/good-governance/standards>

### Recommendation CM/Rec(2019)3 of the Committee of Ministers to member States on supervision of local authorities' activities:

- apply the principles enshrined in Article 8 of the Charter in relation to administrative supervision to all forms of supervision of local authorities' activities;
- put in place an appropriate legal, institutional and regulatory framework for supervision of local authorities' activities which is:
  - o proportionate, in law and in practice, to the interests which it is intended to protect; and
  - o in line with Council of Europe standards, in particular the Charter and the 12 Principles of Good Democratic Governance;
- foster the role of democratic supervision by citizens including by promoting a vibrant local democracy;
- ensure that the consequences of supervision are the maintenance or, as necessary, the restoration of legality or sound finances;
- ensure the free exercise of local electoral mandates;
- encourage local authorities to create internal control procedures and services to reduce the risks of errors and litigation, and facilitate the relations with external control authorities;
- create appropriate conditions so that those responsible for supervision may advise local authorities, if so requested by them, on legal, financial and administrative matters.

[https://search.coe.int/cm/Pages/result\\_details.aspx?ObjectId=090000168093d066](https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=090000168093d066)

1. Participation, Representation Fair Conduct of Elections
2. Responsiveness
3. Efficiency and Effectiveness
4. Openness and Transparency
5. Rule of Law
6. Ethical Conduct
7. Competence and Capacity
8. Innovation and Openness to Change
9. Sustainability and Long-term Orientation
10. Sound Financial Management
11. Human rights, Cultural Diversity and Social Cohesion
12. Accountability

### The 12 Principles and related tools



Video:

<https://www.youtube.com/watch?v=ao0q/T1M>

Website: <http://www.coe.int/en/web/good-governance/12-principles-and-elope>







### **OPEN GOVERNMENT – UCLG-UN**

UCLG has recently created a Community of Practices on transparency and open local government.

The main objective of the Community is to promote the work of Mayors and local governments worldwide in issues related to transparency and open government.

Relevance to UN SDGs:  
SDGs 11 and 16

Building trust in local and regional public administration is fundamental to advance towards any development goal set in the 2030 Agenda.

#### **Main Principles of Open Government:**

- **Transparency,**
- **Citizen participation,**
- **Accountability.**

It is fundamental to strengthen the capacities of local and regional governments, including the development of participatory, innovative and sustainable tools, practices and policies that help to build effective, accountable and transparent institutions and ensure responsive, inclusive, participatory and representative decision-making at all levels as part of the strategy for sustainable development.



For each of the 12 Principles of Good Democratic Governance, the following information is provided in the benchmark:

- A description of the good governance Principle and a list of the activities that would typically help a municipality to deliver that Principle;
- A self-assessment section where municipalities are asked to identify their level of maturity for that Principle.
- Evidence to support the self assessment provided by the municipality.

A municipality would be expected to:

- read the information provided for each Principle;
- consider the evidence they have available which would support the delivery of the Principle;
- make a self-assessment of their maturity for that Principle; and
- record the evidence they would wish to offer in support of their self-assessment.



### Step 1

- Self-Evaluation:
- 3 Questionnaires
- 1. Level of compliance of the 12 Principles (Self-evaluation)
- 2. Opinion, satisfaction of citizens (Citizen Survey)
- 3. Opinion, satisfaction of politicians (Interviews with elected local officials)

### Step 2

- Assessment of results from questionnaires through external experts
- Report, feedback, ranking, selection, follow up measures

### Step 3

- EloGE award ceremony, promotion, publication, exchange, improvement plans

The European Label for Governance Excellence – ELoGE – is symbolised by a crystal dodecahedron engraved with the twelve European principles of good governance, the Council of Europe logo and the date of the award.



Dodecahedron is a polyhedron composed of 12 regular pentagonal faces. It is a platonic solid, associated with the fifth element, ether. Plato believed that "God used it in the delineation of the universe."

One of the proposed shapes of the Universe is the Poincaré dodecahedral space.

Dodecahedrons are used in sacred geometry, alchemy, maths, architecture, and arts.

## Representation and Participation, Fair Conduct of Elections

- Local elections are conducted freely and fairly, according to international standards and national legislation, and without any fraud.
- Citizens are at the centre of public activity and they are involved in clearly defined ways in public life at local level.
- All men and women can have a voice in decision-making, either directly or through legitimate intermediate bodies that represent their interests. Such broad participation is built on the freedoms of expression, assembly and association.
- All voices, including those of the less privileged and most vulnerable, are heard and taken into account in decision-making, including over the allocation of resources.
- There is always an honest attempt to mediate between various legitimate interests and to reach a broad consensus on what is in the best interest of the whole community and on how this can be achieved.
- Decisions are taken according to the will of the many, while the rights and legitimate interests of the few are respected.





			EVALUATION				
The municipality level of maturity to the principle is assessed as:			NA	VP	Q P	QW	VW
PRINCIPLE	DESCRIPTION OF ACTIVITY	INDICATORS	0	1	2	3	4
1. <b>Citizen Participation, Fair Conduct of Elections, and Representation</b>	1. Local elections are conducted freely and fairly, according to international standards and national legislation, and without any fraud.	1. The municipality conducts elections according to laws which match international standards of best practice.					
	2. Citizens are at the centre of public activity and they are involved in clearly defined ways in public life at local level.	2. As part of a defined consultation process, the municipality actively publicises its plans and invites individual citizens, NGOs, businesses, local media and other groups to comment on these plans.					
		3. Municipalities strive to improve local regulations and practical arrangements concerning citizen participation in local public life.					
		4. The public is consulted in the initial phase of the decision-making process.					
	3. All men and women can have a voice in decision-making, either directly or through legitimate intermediate bodies that represent their interests. Such broad participation is built on the freedoms of expression, assembly and association.	5. There is an active programme of elected representatives engaging with citizens in decision-making.					
		6. There is an active programme for encouraging individuals to take on elected representational roles.					
	4. All voices, including those of the less privileged and most vulnerable, are heard and taken into account in decision-making, including over the allocation of resources.	7. Access to vote has been considered and actions taken to ensure no groups are excluded or disadvantaged.					
		8. There is an active programme to include those who are socially challenged in decision-making.					
	5. There is always an honest attempt to mediate between various legitimate interests and to reach a broad consensus on what is in the best interests of the whole community and on how this can be achieved.	9. The municipality has identified key stakeholder groups (that includes NGOs, businesses, local media and other interest groups). This list is subject to review and updated.					
		10. The municipality has introduced techniques for deliberative process in the municipality (deliberative hearing, citizens' jury, participation budgeting etc).					
	6. Decisions are taken according to the will of the many, while the rights and legitimate interests of the few are respected.	11. The demographic composition of the body of elected officials represents the demographic composition of the municipality.					
	In this municipality people are satisfied with the opportunities they have to influence municipal decisions which are of interest to them.						

### Tools

## Guidelines and Recommendations

**Guidelines for civil participation in political decision making** (*adopted by the Committee of Ministers in 2017*)

Recommendation [Rec\(2003\)3](#) of the Committee of Ministers to member states on balanced participation of women and men in political and public decision-making;

Recommendation [CM/Rec\(2007\)14](#) of the Committee of Ministers to member states on the legal status of non-governmental organisations in Europe;

The 2009 Code of Good Practice for Civil Participation in the Decision-Making Process;

Texts that define the right to participate:

The Additional Protocol to the European Charter of Local Self-Government on the right to participate in the affairs of a local authority

Recommendation [Rec\(2001\)19](#) of the Committee of Ministers to member States on the participation of citizens in local public life

- [CLEAR - Citizen Participation](#)

How to improve citizen participation in public life at local level? The CLEAR tool is designed to help local authorities in their endeavour by providing a self-assessment instrument that helps develop policy responses which are best suited to particular situations. The tool makes use of the academic insights gained in the field of participation.

- [Civil Participation in Decision-Making](#)

To contextualise the role of civil participation for efficient and effective local governance, as defined by Council of Europe standards and frameworks. It provides support to local authorities in understanding their current community context and the potential of engagement of each stakeholder in the decision-making process, as well as in choosing strategies and actions for different levels of involvement in decision-making process.

- [Operational Toolkit](#)

is intended as a companion to local stakeholders to be engaged in foster citizens' engagement in local is based on three steps which all the stakeholder mapping in the Exce



## Responsiveness

- Objectives, rules, structures, and procedures are adapted to the legitimate expectations and needs of citizens.
- Public services are delivered, and requests and complaints are responded to within a reasonable timeframe.

## Centre of Expertise Tools

- Modern Leadership for Modern Local Government
- Best practice in Local Government
- ELoGE Benchmark





## Efficiency & Effectiveness

- Results meet the agreed objectives.
- Best possible use is made of the resources available.
- Performance management systems make it possible to evaluate and enhance the efficiency and effectiveness of services.
- Audits are carried out at regular intervals to assess and improve performance.

## Centre of Expertise Tools

- Performance management Programme



The municipality level of maturity to the principle is assessed as:			EVALUATION				
PRINCIPLE	DESCRIPTION OF ACTIVITY	INDICATORS	N A	V P	Q P	Q W	V W
3. Efficiency and Effectiveness	• Results meet the agreed objectives.	• The municipality plans its activities and budget according to its strategic guidance plans at a strategic and an operational level.					
	• Best possible use is made of the resources available.	• Performance information is regularly collected and reviewed. The municipality acts to deal with gaps between expected and actual performance.					
	• Performance management systems make it possible to evaluate and enhance the efficiency and effectiveness of services.	• The municipality develops and implements a performance management framework that covers all of its objectives, services and functions including appropriate indicators and reports regularly on its performance and its progress.					
		• The municipality exchanges good practices with other municipalities and uses this information to improve its own efficiency and effectiveness.					
		• The municipality develops a strategic and operational evaluation document for the evaluation of public policies.					
		• The municipality takes into account the results of its evaluations on order to implement its future public policies.					
	• Audits are carried out at regular intervals to assess and improve performance.	• Procedures, performance reports and information systems are independently audited and the results reported to the councillors.					
		• All major services and functions are regularly reviewed at appropriate intervals, to evaluate their performance and impact.					
		• Municipalities keep appropriate records to ensure patterns can be identified and efficiency and effectiveness increased.					
On the whole, people in this municipality are quite satisfied with the services offered by the municipality.							

### Openness & Transparency

- Decisions are taken and enforced in accordance with rules and regulations.
- There is public access to all information which is not classified for well-specified reasons as provided for by law (such as the protection of privacy or ensuring the fairness of procurement procedures).
- Information on decisions, implementation of policies and results is made available to the public in such a way as to enable it to effectively follow and contribute to the work of the local authority.

### Centre of Expertise Tools

- Modern Leadership for Modern Local Government
- Public Ethics Benchmark
- Best Practice in Local Government
- ELoGE Benchmark





• The municipality level of maturity to the principle is assessed as:			EVALUATION				
PRINCIPLE	DESCRIPTION OF ACTIVITY	INDICATORS	0	1	2	3	4
4. Openness and Transparency	Decisions are taken and enforced in accordance with rules and regulations.	• The municipality has a clear and well understood legal framework which is widely publicised.					
		• The municipality's legal framework includes a clear decision making scheme of delegation, setting out who has the responsibility for taking each decision, and how decisions will be taken, enforced and publicised.					
		• The municipality takes and enforces decisions in a manner which is open, transparent, accountable and timely, and in accordance with rules and regulations and which matches international standards of best practice.					
		• There is a process for appealing against decisions which is widely available and understood.					
		• The opposition has the right to introduce propositions, amendments, and interpellations. The opposition also has the right to request meetings of committees of inquiry on certain topics and it has the right to be represented in some bodies of the local authority.					
	There is public access to all information which is not classified for well-specified reasons as provided for by law (such as the protection of privacy or ensuring the fairness of procurement procedures).	• Municipalities ensure regular and easy contact between citizens with elected representatives.					
		• Municipalities actively inform the population.					
		• Municipality meetings are open to the public and media and agendas and documents are publically available.					
	Information on decisions, implementation of policies and results is made available to the public in such a way as to enable it to effectively follow and contribute to the work of the local authority.	• The municipality has a 12 month rolling forward work programme that has received input from citizens and elected representatives, and is publicised widely.					
		• The elected representatives show openness towards the media, and a willingness to provide the media with information.					
	• This municipality does a good job in informing citizens about issues on the local political agenda.						

## Rule of Law

- The local authorities abide by the law and judicial decisions.
- Rules and regulations are adopted in accordance with procedures provided for by law and are enforced impartially.

## Centre of Expertise Tools

- ELoGE Benchmark



## Ethical Conduct

- The public good is placed before individual interests.
- There are effective measures to prevent and combat all forms of corruption.
- Conflicts of interest are declared in a timely manner and

## Centre of Expertise Tools:

- Public ethics benchmark
- CoE Guidelines
- Public Ethics Management Guide





## Competence & Capacity

- The professional skills of those who deliver governance are continuously maintained and strengthened in order to improve their output and impact.
- Public officials are motivated to continuously improve their performance.
- Practical methods and procedures are created and used in order to transform skills into capacity and to produce better results.

## Centre of Expertise Tools

- Modern and Effective Human Resources Management
- Modern Leadership for Modern Local Government



The municipality level of maturity to the principle is assessed as:			EVALUATION				
PRINCIPLE	DESCRIPTION OF ACTIVITY	INDICATORS	N A	V P	Q P	Q W	V W
7. Competence and Capacity	• The professional skills of those who deliver governance are continuously maintained and strengthened in order to improve their output and impact.	• The municipality identifies the skills needed to deliver its services effectively and undertakes a skills audit to identify any gaps as part of a strategic workforce plan	0	1	2	3	4
	• Public officials are motivated to continuously improve their performance.	• The municipality operates a system to implement personal development plans for its staff.					
		• Arrangements are in place to reward good performance and improve poor performance.					
		• The municipality has a recruitment and selection policy and procedures that are made public and implemented consistently.					
		• A training plan is developed, implemented and monitored to ensure that training needs are fully met, and professional skills continually developed before that become an obstacle for the service delivery and take evasive action hat the lack of training does not interfere with the efficiency of service delivery.					
		• Municipalities review the implementation and outcomes of recruitment, training and promotion procedures and makes improvements based on that.					
	• Practical methods and procedures are created and used in order to transform skills into capacity and to produce better results.	• Selection criteria are defined for each post and communicated to all applicants. The criteria reflect the essential requirements of the job and do not exclude any social groups.					
		• Staff receives regular appraisals of their performance and development as part of a systematic approach to performance appraisal and career development.					
Most elected officials in this municipality are competent people who (usually) know what they are doing.							

## Innovation & Openness to Change

- New and efficient solutions to problems are sought and advantage is taken of modern methods of service provision.
- There is readiness to pilot and experiment new programmes and to learn from the experience of others.
- A climate favourable to change is created in the interest of achieving better results.

## Centre of Expertise Tools

- Modern Leadership for Modern Local Government
- Cross-border co-operation
- Inter-Municipal Cooperation





## Sustainability & Long Term Orientation

- The needs of future generations are taken into account in current policies.
- The sustainability of the community is constantly taken into account.
- Decisions strive to internalise all costs and not to transfer problems and tensions, be they environmental, structural, financial, economic or social, to future generations.
- There is a broad and long-term perspective on the future of the local community along with a sense of what is needed for such development.
- There is an understanding of the historical, cultural and social complexities in which this perspective is grounded.

## Centre of Expertise Tools

- Towards a modern Local Government Association
- Best practice in Local Government

## Sound Financial Management

- Charges do not exceed the cost of services provided and do not reduce demand excessively, particularly in the case of important public services.
- Prudence is observed in financial management, including in the contracting and use of loans, in the estimation of resources, revenues and reserves, and in the use of exceptional revenue.
- Multi-annual budget plans are prepared & consultation with the public.
- Risks are properly estimated and managed, including by the publication of consolidated accounts and, in the case of public-private partnerships, by sharing the risks realistically.
- The local authority takes part in arrangements for inter-municipal solidarity, fair sharing of burdens and benefits and reduction of risks

## Centre of Expertise Tools

- Local Finance Benchmark



## Human rights, Cultural Diversity and Social Cohesion

- Within the local authority's sphere of influence, human rights are respected, protected and implemented, and discrimination on any grounds is combated.
- Cultural diversity is treated as an asset, and continuous efforts are made to ensure that all have a stake in the local community, identify with it and do not feel excluded.
- Social cohesion and the integration of disadvantaged areas are promoted.
- Access to essential services is preserved, in particular for the most disadvantaged sections of the population.

## Centre of Expertise Tools

- The intercultural index and benchmarking tool





## Accountability

- All decision-makers, collective and individual, take responsibility for their decisions.
- Decisions are reported on, explained and can be sanctioned.
- There are effective remedies against maladministration and against actions of local authorities which infringe civil rights.

## Centre of Expertise Tools

- Modern Leadership for Modern Local Government
- ELoGE Benchmark



### Implementation:

France

Romania

Bulgaria

Norway

Malta

Greece

Spain – Basque Country

Poland

Ukraine

International projects – UDITE, ALDA,

Euroregions

Preparing: Italy, Slovakia, Lithuania

### E-Tool on Good Governance :

<https://etool.coe.int/login>



Illustration:  
The Effects of Good Government  
by A. Lorenzetti - Sala del Nuovo  
Santo, Italy (1338)

# 12

## PRINCIPLES OF GOOD DEMOCRATIC GOVERNANCE

1. Participation, Representation, Fair Conduct of Elections
2. Responsiveness
3. Efficiency and Effectiveness
4. Openness and Transparency
5. Rule of Law
6. Ethical Conduct
7. Competence and Capacity
8. Innovation and Openness to Change
9. Sustainability and Long-term Orientation
10. Sound Financial Management
11. Human Rights, Cultural Diversity and Social Cohesion
12. Accountability

The 12 Principles of Good Governance encapsulate fundamental values defining a common vision of European democratic governance.

Enshrined in the Strategy for Innovation and Good Governance at local level, the 12 Principles assist public authorities in improving governance and enhancing service delivery to citizens.

Toolkits, training materials and benchmarks, developed by the Centre of Expertise, are available to governments at local, regional and central level alike.

Local authorities that apply the 12 Principles may be awarded the European Label of Governance Excellence (ELOGE).



[www.coe.int/good-governance/](https://www.coe.int/good-governance/)



CENTRE OF EXPERTISE  
FOR LOCAL GOVERNMENT REFORM



Thank You!

Alina Tatarenko

Head of the Centre of Expertise  
For Good Governance  
Directorate General II - Democracy  
Council of Europe







# Council of Europe Conseil de l'Europe

# 47 Member States États membres



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Map for illustrative purposes  
Carte à caractère illustratif  
Designed by CartoData Mapping Ltd. - 75005 Paris - April 2016