

# Local Governance and Accountability in Africa

Insights from Guinea, Burkina Faso and Rwanda

## PART II: THE LOGTAFI EVALUATIVE FRAMEWORK

## **ACKNOWLEDGEMENTS**

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## Table of Contents

ACKNOWLEDGEMENTS .....	I
1. INTRODUCTION .....	1
2. METHODOLOGY .....	4
3. THE LOGTAFI EVALUATIVE FRAMEWORK (EF) .....	5
3.1 THE ACCOUNTABILITY OF THE DECISION-MAKING PROCESS.....	5
3.2 SOCIO-ECONOMIC IMPACT .....	7
3.3 INNOVATION.....	8
3.4 SUSTAINABILITY .....	9
4. PUTTING THE EF INTO PRACTICE: COPEGOL .....	11
4.1 OBJECTIVES .....	11
4.2 PROCESS.....	11
4.2.1 Establishing a Selection Committee.....	11
4.2.2 Determining the Rules of the Competition.....	12
4.2.3 Securing Partners .....	12
4.2.4 Rewarding the Winners .....	13
4.3 RESULTS.....	13
4.4 CONCLUSION .....	14
ANNEX 1: COPEGOL SCORING GRID - GUINEA .....	15
ANNEX 2: COPEGOL SCORING GRID – BURKINA FASO.....	17
ANNEX 3: LOGTAFI FRAMEWORK – RWANDA.....	23
ANNEX 4 : SUBMISSION GUIDE (RWANDA) .....	24

## 1. INTRODUCTION

After the analysis of the actual state of decentralization in Guinea, Burkina Faso and Rwanda, the second objective of the LOGTAFAs project was to design a local governance evaluative framework in order to identify and assess good practices implemented by local governments in planning, budgeting, procurement, delivery, monitoring and evaluation, and audit. The LOGTAFAs Evaluative Framework (EF) focuses on accountability (participation, transparency and responsiveness), socio-economic impact, innovation, and sustainability.

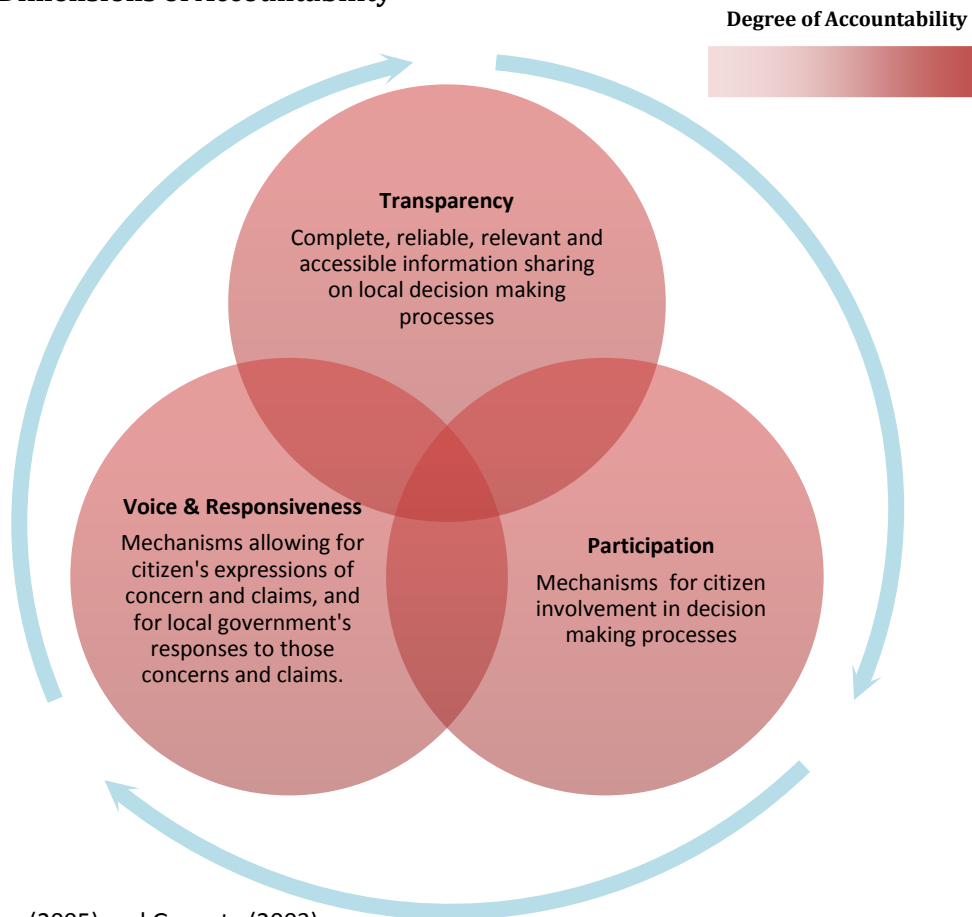
*Accountability.* The LOGTAFAs evaluative framework (EF) is based on the concept of accountability. Accountability is a nebulous concept that is difficult to define in precise terms. However, broadly speaking, accountability exists when there is a relationship where an individual or organization, and the performance of functions by that individual or organization, are subject to the oversight of another person or organization who can request that they provide information or justification for their decisions and actions. In the LOGTAFAs EF, accountability has three dimensions: transparency, participation and voice/responsiveness. An accountable local government should integrate those three dimensions in all its policies and practices.

Transparency implies that local governments' processes are executed in an open and public way. Local governments must disclose relevant information on their decisions and actions, and on the impacts of those decisions and actions. Transparency is a sine qua non condition for oversight. Information must be complete, reliable, relevant, accessible, easy to understand, and disseminated on time.

However, transparency alone does not necessarily result in more accountability. It can constitute an end in itself if recipients cannot use the available information to influence decision making processes. Beyond information sharing, citizens must therefore be allowed to get involved in the decision making process. They should participate in the conception, implementation and evaluation of local governments' policies and programs. When citizens participate in the decision-making process, they can more easily oversee it and identify potential deficiencies. Participation should be inclusive, covering a variety of actors including marginalized groups.

However information and participation don't suffice to attain accountability. Citizens must also be able to express their concerns and request explanations from local governments on issues relevant to them (voice). At the same time, local governments should adequately respond to claims and queries expressed by citizens (responsiveness). Voice and responsiveness are therefore essential for citizens to exercise their oversight role and hold local governments to account.

**Figure 1: Dimensions of Accountability**



Based on Blagescu (2005) and Gaventa (2003)

Though each dimension is important for consolidating accountability, a dimension's contribution to accountability can only be maximized in interaction with the others. Theoretically, the links between each dimension mutually reinforce each other. In reality, the links between the three dimensions are of course more complex. This model is however a useful conceptual representation that helps understand and visualize the determinants of accountability. This model is at the center of the LOGTAFA EF.

*Socio-Economic Impact and Innovation.* The inclusion of legality and socio-economic impact in the LOGTAFA EF stems from our discussions with local actors on their own understanding of good governance. The EF was indeed design to integrate local perceptions/values about good governance (see Table 5). During field work, local actors confirmed transparency, participation and voice/responsiveness as core evaluation criteria for their assessment of governance. In addition, they emphasized the legality and the socio-economic impact of local governments' decisions and actions as key indicators for good governance.

In the LOGTAFA, EF legality is integrated in a broader evaluation criterion called "innovation". The practice is innovative if it goes beyond legal requirements of the Code or other regulatory text. In other words, beyond formal legality, the LOGTAFA EF values local innovation.

As described in the table below, local actors also underscored the importance of local governments' integrity and professionalism in their perceptions of good governance. However, this criterion could not be included in most frameworks due to its complexity to measure.<sup>1</sup>

### Box 1 - Local Actors' Perceptions of Good Governance

<p><b>Local Governments' Perceptions</b></p> <ul style="list-style-type: none"> <li>• significant information sharing with population (transparency)</li> <li>• transparency in financial management (transparency)</li> <li>• good collaboration between elected representative and population (participation)</li> <li>• good management of public affairs (integrity)</li> <li>• citizens' involvement in local actions and decisions (participation)</li> <li>• conformity of local governments' actions with the code (legality)</li> <li>• taking into account people's opinions by the council (voice/responsiveness)</li> <li>• joint analysis of problems (participation)</li> </ul> <p><b>Local Citizens' Perceptions</b></p> <ul style="list-style-type: none"> <li>• transparency in financial management (transparency)</li> <li>• construction of infrastructure (economic impact)</li> <li>• report on actions to citizens (responsiveness)</li> <li>• professional ethics (integrity)</li> <li>• information shared with citizens through letters, invitations or radio (transparency)</li> <li>• respect of citizens' rights (legality)</li> <li>• good collaboration between citizens and elected representatives (participation)</li> <li>• good social climate (social impact)</li> <li>• good management of public affairs (integrity)</li> </ul> <p><b>Deconcentrated Administration's Perceptions</b></p> <ul style="list-style-type: none"> <li>• transparency in planning and management (transparency)</li> <li>• information between citizens and elected representatives, and between elected representatives and administration (transparency)</li> <li>• professional ethics (integrity)</li> <li>• freedom of expression for citizens (voice)</li> <li>• rational use of public resources and fight against corruption (integrity)</li> <li>• respect of state authority (legality)</li> <li>• trust between citizens and their local government (social impact)</li> </ul>
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*Sustainability.* Discussions between the World Bank and the three research teams led to the inclusion of sustainability as an evaluation criterion to assess good governance practices. The idea is that a good governance practice should be sustainable over time, not dependent on transient personalities or resources.

After describing the methodology (section 2), the following sections describe the LOGTAFAs (Section 3), and demonstrate its usefulness as an assessment tool through a Local Governance Competition of Excellence launched in three pilot countries, Guinea, Burkina Faso and Rwanda (Section 4). It also provides a brief conclusion.

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<sup>1</sup> The "integrity" criterion is included in the Burkina Faso EF through an indicator on corruption perceptions. Though theoretically this is a valid indicator, in practice, the team was unable to carry out the perception survey required to measure such an indicator. In Guinea, local government's integrity/credibility is partially included in the EF through an indicator on the sustainability of the practice.

## 2. METHODOLOGY

Three research teams conducted field work in Guinea, Burkina Faso and Rwanda aimed at validating the LOGTAFAs EF with local actors, and identified and studied good governance practices using the validated EF. In addition to local actors, the LOGTAFAs EF was also discussed and validated with national actors including officials from ministries of decentralization, rural and urban development program representatives, and donor agencies.

In each country, sampled collectivities constituted a random mix of rural and urban entities distributed in at least 3 different regions or provinces of each country. It was decided that a good practice should score at least 70% on the LOGTAFAs EF, with a minimum of 50% for each of the four aspects of evaluation (see details on the EF in the following section). In Guinea, field work was conducted in six CUs and twelve CRDs located in three administrative regions (Kindia, Mamou, and Kankan). Using the framework, good practices were identified in 12 collectivities. In Burkina Faso, field work was carried out in six rural and twelve urban municipalities across three geographical regions (East, South-West and Central Plateau). Good practices were identified in 10 collectivities. In Rwanda, qualitative research was conducted in eight districts across four provinces. Good practices could be identified in all sampled districts. Tables 1, 2 and 3 below present the number of respondents (NR) per region/province and indicate where good practices (GP) could be found.

**Table 1: Good Practices in Guinea**

Region	NR	Collectivity	GP
Kindia	96	Kindia (CU)	Yes
		Sougueta (CRD)	Yes
		Mambia (CU)	No
		Molota (CRD)	Yes
		Marefinyah (CRD)	No
		Forekariah (CU)	No
Mamou	93	Mamou (CU)	Yes
		Pita (CU)	No
		Timbi Madina (CRD)	Yes
		Timbi Tounny (CRD)	Yes
		Doghol Touma (CRD)	Yes
		Mitty (CRD)	Yes
Kankan	69	Kankan (CU)	No
		Kouroussa (CRD)	Yes
		Kintinian (CRD)	Yes
		Bate Nafadji (CRD)	Yes
		Narossoba (CRD)	No
		Sabadou Baranama (CRD)	Yes
<b>Total</b>	<b>258</b>	<b>18</b>	<b>12</b>

**Table 2: Good Practices in Burkina Faso**

Region	NR	Collectivity	GP
East	87	Bogande (CR)	Yes
		Fada (CU)	Yes
		Piéla (CR)	Yes
South-West	294	Banfara (CU)	No
		Dano (CU)	No
		Diebougou (CU)	No
		Dissin (CR)	Yes
		Koper (CR)	Yes
		Legmoin (CR)	Yes
		Moussoudougou (CR)	Yes
		Ouessa (CR)	Yes
		Sideradougou (CR)	No
Central Plateau	220	Boulmiougou (CU)	No
		Dapelogo (CR)	Yes
		Garango (CR)	No
		Kokologho (CR)	No
		Koudougou (CU)	Yes
		Zabré (CR)	No
<b>Total</b>	<b>601</b>	<b>18</b>	<b>10</b>

**Table 3: Good Practices in Rwanda**

Province	NR	Districts	GP
East	23	Rwamagana	Yes
		Bugesera	Yes
		Kayanza	Yes
North	12	Gicumbi	Yes
Kigali	20	Nyarugenge	Yes
		Gasabo	Yes
South	23	Kamonyi Muhanga	Yes Yes
<b>Total</b>	<b>78</b>	<b>8</b>	<b>8</b>

In each collectivity, research teams carried out key informant interviews and focus group discussions with local authorities (elected representatives and administrative agents), CSOs (including farmers' organizations, women associations, youth associations, political parties, traditional authorities), and community members.

### **3. THE LOGTAFI EVALUATIVE FRAMEWORK (EF)**

Good practices were assessed using a specially designed evaluative framework (EF). The LOGTAFI EF assesses four aspects of good governance: accountability, socio-economic impact, innovation and sustainability, each weighted equally. The assessment is based on indicators that may vary slightly from country to country to take into account the differences in legislation and context. In each country, all indicators were discussed and validated by central and local actors. This section uses the EF developed for Guinea as a model. EFs for Burkina Faso and Rwanda can be found in Annex 3.

#### **3.1 THE ACCOUNTABILITY OF THE DECISION-MAKING PROCESS**

The first aspect focuses on the accountability of the decision-making process within which governance practices emerge and evolve (Table 4). The EF covers six decision making processes: planning, budgeting, procurement, service delivery, monitoring and evaluation, and audit.

In general, each process is evaluated based on six indicators, two per accountability dimension (participation, transparency and responsiveness). Each indicator is measured on a scale from 0 to 2 or 3. The scale for each process is described later in this section. Some accountability indicators are based on the requirements of the CCL that define some mechanisms of good governance (e.g. consultation during the planning process, publication of budget documents, and display of municipal services offered by the local government). Others are drawn from local and international concepts of good governance.

For example, In Guinea, article 399 of the CCL states that citizens must be informed of annual budgets. Such information is included in the framework as an indicator of transparency. However the CCL does not provide for the other dimensions of accountability (voice/responsiveness and participation) of the budgeting process. Indicators for these missing dimensions are added to the EF based on local perceptions of good governance (local governments should respond to questions about budgets) and internationally accepted practices of good governance (citizens should be involved in the budget process).

**Table 4: Accountability Indicators and Measures**

Dimensions of Accountability	Decision Making Process					
	Planning	Budgeting	Procurement	Service Delivery	Monitoring & Evaluation	Audit
<b>Transparency Indicators</b>	Beginning of planning process announced at least a month in advance	Number of dissemination sessions held to present extent of execution of PAI ( <i>Plan d' Investissement Annuel</i> ) (Art. 399/400)	Percent of call for tenders published last year	List of municipal services offered is displayed (Art.30-32)	Degree of information about projects to be launched (description, objectives, timeline) (Art. 533/534)	Financial audit reports and physical investigation reports are published (Art. 262, 81/82)
	At least one dissemination session on the socio-economic diagnosis is held in all of the CU's quarters and the CRD's districts	Number of sessions organized by the council to explain to citizens the objectives of local resource collection (during the last year) (Art. 508)	Percent of bids selected conforming to the manual of procedures	Sectoral performance reports are shared with CU/CRD	Number of times results of activities/projects were disseminated	The beginning of audit and investigation procedures is announced
<b>Participation Indicators</b>	The draft PDL is discussed in session before being voted upon. This session is public.	Number of councilors who actively participated in the developing the PAI	Extent of citizen participation in the tender commission	Number of APAE or COGES meetings attended by councilors	Extent of citizen participation in assessing service quality (education, health)	Citizens are invited to give feedback on infrastructure quality or participate in a social audit.
	Extent of inclusion of sectoral plans in the PDL through participation of deconcentrated services (health, education, etc.)	Extent of citizen involvement in the budget process		Number of PPPs for service delivery		
<b>Voice/ Responsiveness Indicators</b>	Number of consultations held in quarters and districts to assess needs last year (Art. 12-15)	Number of claims/queries relative to budget expressed by citizens last year	Number of complaints and queries received on tenders last year	Number of complaints and queries received on services last year	Number of complaints and queries received on projects/ infrastructure last year	Number of complaints on irregularity/ illegality of financial and administrative procedures last year
	Number of times where questions were taken into consideration or needs were satisfactorily answered by councilors last year	Number claims/queries satisfactorily handled last year	Number of complaints and queries satisfactorily handled last year	Number of complaints and queries satisfactorily handled last year	Number of complaints and queries satisfactorily handled last year	Number of complaints and queries satisfactorily handled last year

A good practice is an experience in one process (column) which yields good performance in terms one or more dimensions of accountability, i.e. transparency, participation and voice/responsiveness (rows).

Regarding the columns, the LOGTAFAs EF focuses on key local decision making processes by local governments. These processes consist of identifying and prioritizing needs and expectations of the people (planning); allocating and mobilizing the necessary resources (budgeting); acquiring goods, works and services (procurement); delivering services such as education, health, water, registry and public safety (service delivery); monitoring local activities and evaluating results (monitoring and evaluation); and controlling physical and financial activities (auditing).

Regarding the rows, indicators of accountability help assess the level of transparency, participation and voice/responsiveness of the processes. Transparency requires that the different steps of the process be executed in an open and public way, and that citizens can access relevant information. Participation implies that the process should allow for citizen engagement throughout its implementation. Finally, voice/responsiveness means that the process should allow for citizens to express their needs, queries and concerns (voice) and ensure that local governments listen, take into account and respond to those needs, queries and concerns (responsiveness).

Each local government is in a phase of good governance evolution that is not linear. Some of them may be strong in one process or dimension of accountability, while others will perform very well in different domains and/or dimensions. Case studies delve into practices that excel in one or several accountability dimensions of one particular process.

### **3.2 SOCIO-ECONOMIC IMPACT**

The practice should directly or indirectly contribute to the socio-economic development of the collectivity. This is the aspect of good governance where indicators differ the most between countries due to their specific socio-historical context. In the Guinea EF, the socio-economic impact of the practice is assessed in terms of its coverage, its impact on local development capacity, and its impact on social inclusion and peace (Table 5). In Rwanda, for example, environmental and equity indicators are also included. In Burkina Faso, an indicator on citizens' perceptions about the level of corruption replaces the indicator on social peace. Indicators are measured on a scale of 0 to 3.

*Degree of Coverage.* This refers to the percentage of the population served by the practice.

*Impact on Local Development Capacity.* This indicator refers to the increase in local development capacity made possible by the practice. Accountability becomes only a formal exercise if it does not ultimately improve lives. A good practice should not only contribute to the overall accountability of a decision making process, but also lead to better development outcomes.

When a local government exhibits high levels of accountability, chances are that its credibility and legitimacy will increase among its constituency. As a result, citizens will be more inclined to support development projects initiated by their local governments, which will facilitate the implementation of such activities. However, for local development to be positively affected, citizen support must go beyond approval and respect, especially in developing countries. Citizen support should translate into an active engagement that will allow for development projects to be completed. Practices that encourage civil society (and the private sector) to work together with local government in order to carry out development projects are the ones whose economic impact will be the greatest.

*Social Inclusion and Social Peace.* In Guinea, the degree of social inclusion and social peace was combined into one indicator. In Rwanda, it was divided into two, while in Burkina Faso, social peace was not included in the EF. In Guinea, the combination of two concepts into one indicator was justified by the argument that if concerns or needs of all social groups—including vulnerable groups (such as women, youth and disabled)—are taken into consideration or equally served by the practice, then the risk of conflict is lower. However, the framework recognizes that a practice can foster social inclusion, without reducing conflicts, or foster local peace without promoting social inclusion. Such a practice will get a score of 2.

**Table 5: Socio-economic Impact Indicators and Measures**

Indicators	Score			
	0	1	2	3
Coverage (percent of households benefiting from the practice)	<10%	10-35%	35-60%	>60 %
Extent capacity is developed by the practice	The practice does not contribute to reinforcing local development capacity.	The practice contributes to developing citizen's and LG's awareness about the importance of accountability.	The practice contributes to greater citizen support for LG initiatives (LG has credibility, legitimacy).	The practice enabled partnerships between civil society and LG for the implementation of development actions (increase or improve infrastructure or services).
Degree of social inclusion and peace caused by the practice	The practice does not encourage social inclusion or peace.		The practice is either inclusive (empowerment) or encourages social peace.	The practice is inclusive and helps reduce local conflict.

### 3.3 INNOVATION

The degree of innovation of the practice is measured in terms of its level of legality and its level of ownership by the community. Indicators are measured on a scale ranging from 0 to 3 (Table 6).

*Degree of Legality.* Local actors point to the legality of the practice as an important indicator of good governance. The LOGTAFE EF therefore values practices that comply with existing legislation (score of 1). However, the EF gives even higher scores to practices that surpass requirements of the Code or other regulations (score of 2). In other words, the EF values innovation. The most innovative practices are those which fill a legal gap and could inspire the enactment of a new law (score of 3).

Practitioners of local governance can find ingenious solutions to concrete and specific problems they face in the daily management of local affairs. Those inventive practices could both inspire other local authorities and feed into national policies so the latter reflect innovative approaches developed by local actors themselves.

*Degree of Ownership.* In the LOGTAFE EF, innovation is further valued if it results from the collectivity's own initiative. The EF favors endogenous experiences. Local leadership and/or communities should be the instigators and implementers of the practice.

When innovations are home-grown, initiated by local actors themselves, they are much more likely to suit local needs and expectations as well as the social, political and cultural setting. As a result, they will also be more easily replicated. Local ownership of the innovation therefore constitutes a key indicator of this aspect of good governance.

**Table 6: Innovation Indicators and Measures**

Indicators	Score			
	0	1	2	3
Degree of Legality		The practice respects current legislation.	The practice respects current legislation but goes beyond legal requirements.	The practice fills up a legal gap and could inspire enactment of new law.
Degree of ownership	The practice was not initiated and implemented by the community.	The practice was initiated by an external partner and implemented by the community.	The practice was initiated and implemented by the LG.	The practice was initiated and implemented by the LG in collaboration with civil society.

### 3.4 SUSTAINABILITY

A good practice should be sustainable over time, not dependent on transient personalities or resources. The last aspect of assessing the practice focuses on the sustainability of the practice. Indicators to measure this potential are the degree of technical feasibility, the degree of financial feasibility, and the degree of formalization of the practice (Table 7).

*Degree of Technical Feasibility.* For a practice to be sustainable, it is important that the technical skills required to implement it can be found within the collectivity without (or with limited) external support. If the practice relies too heavily on external support for its implementation, then it will not survive the withdrawal of exogenous agents (central, seconded or international staff). The potential for sustaining a practice will be greatest when its implementation uses only locally available skills independent of external support.

*Degree of Financial Feasibility.* Similarly, a practice is more likely to be sustainable when the financial means required to implement it can be found within the collectivity, without (or with limited) external support. If the practice relies too heavily on external support for its financing, then it will not survive the disappearance of exogenous funding. The potential for sustaining a practice will therefore be highest when its implementation uses only locally available resources, independently of external donations.

*Degree of Formalization.* We find that the formal character of a practice is also essential to its sustainability. The degree of integration of the practice in LG's modus operandi is therefore a key indicator of its possible institutionalization. The more the practice is entrenched in local government processes and formalized, the more likely to persist independent of changes in local government.

**Table 9: Sustainability Indicators and Measures**

Indicators	Score			
	0	1	2	3
Degree of Technical Feasibility		The practice requires skills than can only be found outside the collectivity.	The practice requires skills than can partially be found within the collectivity.	The practice requires skills than can all be found within the collectivity.
Degree of Financial Feasibility	The practice requires 65-100% external funding.	The practice requires 30-65% external funding.	The practice requires 1-30% external funding.	The practice is entirely funded by local budgets.
Degree of Formalization	Practice is <i>ad hoc</i> . It is applied temporarily for an exceptional situation.	The practice is standard but informal.	The practice is standard and formal (it is inserted in the LG's regulatory document).	The practice is standard, formal and itemized in the LG budget.

## **4. PUTTING THE EF INTO PRACTICE: COPEGOL**

Between June and August 2008, the World Bank, in collaboration with several donors and local government associations, launched a Competition pour l'Excellence dans la Gouvernance Locale (COPEGOL) in three pilot countries – Guinea, Rwanda and Burkina Faso. COPEGOL used the LOGTAFAs EF as a tool to score and rank governance practices submitted by participating local governments. The sections below present the objective, process, results and conclusions about the competition.

### **4.1 OBJECTIVES**

As part of the third component of the LOGTAFAs project, COPEGOL aims at discovering, supporting and disseminating good local governance practices and innovations in order to:

- Increase the visibility of homegrown good local governance practices;
- Encourage local administration to engage in constructive partnership with civil society and communities for achieving better governance performance;
- Energize the elected and executive public servants and local non-government leaders behind those practices and encourage them to sustain a spirit and momentum for excellence and innovation; and
- Facilitate the exchange of ideas and experience (at the national and regional level) around these good practices for the benefit of all.

COPEGOL wishes to encourage practices of governance that inspire and incite others to do better. Through this challenge, we hope to create excitement and enthusiasm around good local governance in participating countries.

### **4.2 PROCESS**

#### ***4.2.1 Establishing a Selection Committee***

In each pilot country, the Local government association set up a national selection committee in charge of assessing, scoring and awarding the best governance practices. The committees were composed of seven members. They were chosen by the local government association, in collaboration with the World Bank, based on their expertise and character. To be part of the committee, good knowledge of decentralization reforms, experience with local governance issues, and familiarity with participatory development, gender and pro-poor issues was necessary. In addition, members were chosen for their renowned integrity, public credibility and gravitas. Most members were local decentralization experts, academics and representatives of relevant CSOs. Their participation in the committees was voluntary and unpaid.

The World Bank provided a two-day training to selection committee members so they understood the criteria and indicators of good governance set forth in the LOGTAFAs framework. This way, they were able to examine, score and rank good practices related to planning, budgeting, service delivery, procurement, monitoring and evaluation, and auditing processes.

#### **4.2.2 Determining the Rules of the Competition**

*Eligibility Criteria.* The competition is open to all local governments in Guinea (CRD and CU), Burkina Faso (*communes urbaines and communes rurales*) and Rwanda (districts and sectors). Submissions to COPEGOL were accepted by the Selection Committee provided that they fulfill the following conditions:

- The submitted practice relates exclusively to one of the six following decision making processes by local governments: (1) planning, (2) budgeting, (3) service delivery, (4) procurement, (5) monitoring and evaluation, and (6) auditing.
- The practice must have been implemented at least six months before the submission deadline.
- The practice must have significant and verifiable results.

*Selection Criteria.* The selection criteria for the good practice reflected the LOGTAFAs framework and were weighted as follows:

- General appreciation of the chosen decision making process – 25%
- Quality and innovative aspects of the practice itself – 35%
- Socio-economic impact of the practice – 20%
- Scope for institutionalization and sustainability of the practice – 20%

The evaluative tables used by the selection committees to score submitted planning practice can be found in Annexes 1 and 2. Full scoring tables for all countries can be found online at [www.worldbank.org/copegol](http://www.worldbank.org/copegol).

*Selection Process.* Following the launch of the competition, local governments had three months to submit their good practices. All submissions complying with the eligibility criteria were forwarded by the local government association to the Selection Committee (SC) for review. The SC examined all submissions and short-listed the 12 highest-scoring submissions in four districts and eight sectors (Rwanda), four CU and eight CRD (Guinea) and four urban municipalities and eight rural municipalities (Burkina Faso). The SC visited the localities where the 12 short-listed practices originate for a final assessment, based on field evidence, and selected six initiatives deserving of the COPEGOL award. In total, six local governments were rewarded (two districts and four sectors in Rwanda, two CU and four CRD in Guinea, and two urban municipalities and four rural municipalities in Burkina Faso). The 12 shortlisted localities were also recognized at the award ceremony.

#### **4.2.3 Securing Partners**

In each country, the competition was coordinated by the local government association with the support of the Ministry of Decentralization/Local Administration. In Guinea, numerous additional partners including the UNDP/FENU, French Cooperation, the USAID-funded project *Faisons Ensemble*, the US Embassy, local NGOs and Bank-supported rural and urban programs (PACV and PDU3) joined the initiative, contributing technical and financial assistance. In Rwanda, the Ministry of Finance, the National University of Rwanda, the Institut de Recherche pour le Dialogue et la Paix (IDRP) and the USAID-supported Twubakane Project were key partners of the competition.

#### 4.2.4 Rewarding the Winners

The COPEGOL award is a sign of support and recognition given to the initiators of remarkable and innovative governance practices. It recognizes the creativity, effort and excellence of local governments that conceived and implemented them.

The award for the six highest scoring practices consisted of the following items:

1. Technical or material assistance (upon the choice of the winners): in general, 2008 winners asked for training in project management, resource mobilization, monitoring and evaluation and computer literacy. Requested materials included computers, cameras, printers and desk furniture.
2. Study tours were offered by the SCAC to COPEGOL winners in Guinea.
3. Cash rewards were offered by some partners to help winning local governments implement one of their development priorities.
4. Official Certificate of COPEGOL 2008 prize-winner.

The total value of the awards ranged from \$US 50,000-100,000 depending on donor contributions.

### 4.3 RESULTS

Despite a coup d'état in Guinea and administrative constraints in some local governments, COPEGOL has been a success. Strong ownership and dedication to the competition by the local government associations and by the Ministry of Decentralization have contributed. The competition generated great enthusiasm around decentralization and the governance agenda in the pilot countries. It offered recognition to winning local governments whose practices became a source of inspiration for their counterparts. Award ceremonies drew hundreds of guests, including local government authorities, governors, government officials, members of parliament, civil society representatives, international partners and the media (see media coverage on COPEGOL's website).

COPEGOL proved that good governance practices do exist, even in countries that score low on traditional governance indexes. Examples of award recipients included the Rwamagana District, which won first place for an innovative, income-generating rabbit breeding and banana growing project. In just one year, the initiative allowed hundreds of families to increase their incomes thereby increasing opportunities for children to attend school. The local government of Remera Sector (one of the poorest neighborhoods in Kigali) won a prize for its successful partnership with resident communities in planning, financing and building a bridge which now allows continuous passage during flooding. In Guinea, the competition gathered about 100 submissions from both rural and urban municipalities. Practices receiving awards included participatory planning and budgeting initiatives, budget transparency activities, and inventive partnerships between communities and local government for local development projects.

**Table 8: Categories of Submissions to COPEGOL (percent)**

	Guinea	Rwanda	Burkina
<b>Planning</b>	56	-	67
<b>Budgeting</b>	16	-	11
<b>Procurement</b>	11	-	-
<b>Service Delivery</b>	13	79	22
<b>M&amp;E</b>	4	21	-
<b>Audit</b>	-	-	-
<b>Total</b>	100	100	100

It is interesting to note that although submissions were accepted in all the relevant steps of the local decision-making process, few or no submissions were submitted in the fields of audit and monitoring and evaluation, indicating that those are the areas of weakest local governance.

In Rwanda and Guinea, COPEGOL was included in the Local Government Association work program for next year. The Ministry of Decentralization (as well as the Ministry of Finance and Education in Rwanda) has also promised support. In the three countries, local government associations are also exploring options to secure private sector financial contributions. Those initiatives are promising indicators for the sustainability of COPEGOL beyond World Bank support.

#### **4.4 CONCLUSION**

The LOGTAFAs proved to be a useful tool to identify and objectively assess good practices implemented by local governments in planning, budgeting, procurement, delivery, monitoring and evaluation, and audit. By using the framework to select, score and rank local practices, COPEGOL contributed to mainstreaming good governance standards in project countries in terms of transparency, participation and accountability as well as innovation, socio-economic impact and sustainability.

Identified good practices can both inspire other local authorities and feed into national policies on decentralization. Highlighted initiatives often serve as examples and sources of inspiration for other localities that face similar problems. Moreover, it is expected that client governments will build on existing and locally-driven experiences to strengthen national policies such as decentralization. Since such practices are home-grown, initiated by local actors themselves, they are much more likely to suit local needs and expectations as well as the social, political, and cultural setting.

#### **REFERENCES**

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# ANNEX 1: COPEGOL SCORING GRID - GUINEA



## FEUILLE DE SCORING COPEGOL- GUINEE 2008

GRILLE 1 — Evaluation du processus de planification

Domaines de prise de décision →	Planification locale (Elaboration des Plans de Développement Locaux - PDL) Critères d'évaluation	Indicateurs	Niveaux d'appréciation (score)			Observations (indiquez ici le score et la justification)
			0	1	2	
Dimensions de redevabilité ↓						
Transparence	Délai de l'annonce pour le processus de planification	Le commencement du processus de planification est annoncé aux conseillers au moins un mois en avance	Le commencement n'a pas été annoncé aux conseillers	Le commencement a été annoncé moins d'un mois en avance aux conseillers	Le commencement a été annoncé au moins un mois en avance aux conseillers	
	Degré de partage des données socio-économiques et financières avec les (groupes des) citoyens avant les sessions de planification	Une (1) restitution est tenue du diagnostic socio-économique (DSE) dans tous les quartiers de la commune et tous les districts de la CRD	Aucune restitution n'est faite du DSE dans les quartiers et districts	Une restitution partielle (partie des quartiers et districts) est faite	Une restitution complète (tous les quartiers et districts)	
Participation	Degré d'implication des citoyens et conseillers à l'élaboration du PDL final ou à sa révision	Le projet du PDL (version préliminaire) est examiné en session (extra) ordinaire avant le vote. Cette séance est publique.	Le projet du PDL n'est pas examiné avant le vote (mais voté directement)	Le projet du PDL est examiné avant le vote dans le conseil.	Le projet du PDL est examiné en session (extra) ordinaire avant le vote. La séance est publique.	
	Degré d'intégration des politiques sectorielles (santé, éducation, etc.) dans le PDL	Degré de prise en compte des plans sectoriels dans le PDL à travers la participation des services techniques	Le PDL ne tient pas compte des plans sectoriels	Le PDL tient compte d'au moins deux plans sectoriels	Le PDL tient compte de tous les plans sectoriels	
Voix/réceptivité	Couverture des consultations des citoyens sur leurs problèmes et solutions avant l'élaboration du plan	Nombre de consultations tenues dans tous les quartiers de la commune et districts de la CRD/CU pour recenser les besoins	Aucune concertation a été tenue dans les quartiers et districts de la CRD/CU	Une concertation est tenue dans une partie des quartiers et districts de la CRD/CU	Au moins une (1) consultation est tenue dans tous les quartiers de la commune et districts de la CRD pour recenser les besoins	
	Niveau d'explication et de justification pour la non prise en compte des besoins des citoyens	Nombre de fois où les citoyens ont vécu une explication par un conseiller par rapport à la non-prise en compte des besoins	Jamais	Une fois par an (rarement)	Régulièrement (de façon organisée ou informelle)	
<b>SCORE TOTAL</b>	/12					Pondération 25 <b>/25</b>



FEUILLE DE SCORING COPEGOL- GUINEE 2008

GRILLE 2 : Critères de sélection des bonnes pratiques

Niveau	Critère	Score				Observations (indiquez ici le score et la justification)
		0	1	2	3	
Niveau 1. Qualité et caractère innovant de la pratique	1. Façon dont la pratique est mise en œuvre (aspects de transparence, de participation et de réceptivité de la pratique elle-même)	Pratique n'est ni transparente, ni participative, ni redevable	La pratique présente un de ces aspects de bonne gouvernance	La pratique combine 2 aspects de bonne gouvernance	La pratique combine les trois aspects de bonne gouvernance	
	2. Innovation	-	La pratique répond aux exigences de la loi	La pratique est basée sur les exigences de la loi, mais la collectivité a ajouté des nouveaux éléments/aspects	La pratique est totalement l'invention de la collectivité	
	3. Initiative locale	La pratique n'a pas été initiée et mise en œuvre par la commune	La pratique a été initiée par un partenaire extérieur et mise en œuvre par la collectivité	La pratique a été initiée et mise en œuvre par la collectivité	La pratique a été initiée et mise en œuvre par la collectivité en collaboration avec les services de l'Etat et/ou la SC.	
<b>SCORE</b>						Pondération 35 /9 /35
Niveau 2. Critères d'institutionnalisation	4. Institutionnalisation	La pratique n'est pas intégrée dans le PDL, ni budgétisée (elle est informelle ou ad-hoc)	La pratique est intégrée dans le PDL	La pratique est intégrée dans le PDL et budgétisée	La pratique est intégrée dans le PDL, budgétisée et une structure de gestion est mise en place	
	5. Faisabilité technique	-	La mise en œuvre de la pratique nécessite un appui technique externe à la commune	La mise en œuvre de la pratique nécessite certaines compétences techniques qui peuvent se retrouver chez certains acteurs de la commune	La mise en œuvre de la pratique nécessite pas ou peu de compétences techniques et est à la portée de la majorité des acteurs de la commune	
	6. Faisabilité financière	La pratique nécessite 100% de financement extérieur	La pratique nécessite une aide financière extérieure importante pour sa mise en œuvre (plus de 50% du coût de la pratique)	La pratique nécessite peu d'aide financière extérieure pour sa mise en œuvre (- de 20% du coût de la pratique)	La pratique est financée entièrement par la CRD/CU	
<b>SCORE</b>						Pondération 20 /9 /20
Niveau 3. Critères d'impact	7. Degré de partage	La pratique est interne au bureau de la collectivité	La pratique est partagée à l'intérieur du conseil	La pratique est partagée avec l'ensemble des acteurs locaux dans toute la collectivité	La pratique est partagée avec d'autres collectivités	
	8. Résultats en termes de renforcement des collectivités locales	La pratique ne contribue pas au renforcement des capacités de la collectivité	La pratique contribue à une conscience accrue de l'importance de la redevabilité au niveau des acteurs impliqués	La pratique contribue à l'adhésion accrue de la population aux activités de la collectivité (crédibilité, légitimité)	Suite à la pratique, la collectivité a pu mener des actions de développement (augmenter ou améliorer les infrastructures ou services socio-économiques)	
	9. Résultats en termes de développement socio-économique de la localité : inclusion sociale et paix	La pratique ne contribue pas directement développement socio-économique	La pratique contribue aux autres aspects qui ne sont pas l'inclusion sociale ou la paix	La pratique contribue au renforcement de la position ou des capacités des couches marginalisées : femmes, jeunes ou groupes vulnérables	La pratique contribue à la réduction des conflits (domaniaux, sociaux, etc.) ou à la paix sociale	
<b>SCORE</b>						Pondération 20 /9 /20
<b>SCORE FINAL</b>						/100

## ANNEX 2: COPEGOL SCORING GRID – BURKINA FASO

Domaines Critères	1. Planification stratégique et programmation	2. Budgétisation	3. Passation des marchés	4. Prestations de services	5. Suivi évaluation	6. Audit
<b>1. CRITERES D'IDENTIFICATION D'UNE BONNE PRATIQUE DE GOUVERNANCE LOCALE = UNE PRATIQUE D'UN GOUVERNEMENT LOCAL REDEVABLE = UNE PRATIQUE TRANSPARENTE, PARTICIPATIVE ET RESPONSABLE</b>						
<p><b>TRANSPARENCE</b></p> <p><i>Rang 2 dans la grille de la Banque Mondiale, rang 3 dans la grille institutionnelle des critères de bonne gouvernance locale et rang 1 dans la grille des perceptions des critères de bonne gouvernance par les acteurs de la gouvernance locale sur le terrain (transparence dans la gestion et efficacité dans l'utilisation des ressources avec des résultats évidents comme rang 2)</i></p> <p>Au Burkina, la transparence est fondée au plan normatif sur la libre circulation de l'information, condition indispensable à la compréhension et au suivi des questions d'intérêt général</p> <p><b>12 indicateurs de mesure de la dimension Transparence d'une bonne pratique</b></p>	<p><i>IP1.1.1.</i> Nombre de sessions d'informations, de formations ou de débats publics pour annoncer le commencement du processus de planification locale</p> <p>0 = 0, 1 = 1 ou 2 ; 2 = de 3 à 5 3 = plus de 5</p> <p><i>IP1.1.2.</i> % de la population informée sur le contenu du plan de développement local</p> <p>0 = 0-5% 1 = 6- 20 % 2 = De 21 à 49 % 3 = 50 % et plus</p>	<p><i>IP1.2.1</i> Nombre de rencontres organisées par les élus pour expliquer aux citoyens les objectifs de la mobilisation des recettes (durant l'année dernière)</p> <p>0 = aucune ; 1 = 1/an ; 2 = de temps a autre ; 3 = régulièrement (formellement ou informellement)</p> <p><i>IP1.2.2</i>-nombre de séances d'information publiques tenue en matière budgétaire</p> <p>0 = aucune ; 1 = 1/an ; 2 = de temps a autre ; 3 = régulièrement (formellement ou informellement)</p>	<p><i>IP1.3.1.</i> Existence et qualité du manuel de procédures de passation de marchés en vigueur</p> <p>0 = Inexistant 3 = Bon</p> <p><i>IP1.3.2</i> Degré de conformité des marchés passés en 2007 à ce Manuel de Procédures</p> <p>0 Procédure d'appel d'offres sans aucun rapport avec les prescriptions du Manuel 1 = Procédure d'appel d'offres ayant de lointains rapports avec les prescriptions du Manuel 2 = Procédure d'appel d'offres plus ou moins conformes aux prescriptions du Manuel 3= Procédure d'appel d'offres conformes aux prescriptions du Manuel</p>	<p><i>IP1.4.1.</i> Nombre d'actions prioritaires de la commune pour 2008 dont les populations sont informées</p> <p>0 aucun 1= une minorité 2 environ 50% 3 une majorité voire 100%</p> <p><i>IP1.4.2. Nombre de rapports sectoriels partagés avec les populations (rapports mensuels de performance des centres de santé, rapport résultats éducation, etc...)</i></p> <p>0 aucun 1= une minorité 2 environ 50% 3 une majorité voire 100%</p>	<p><i>IP1.5.1.</i> Nbre d'actions d'information et de communication menées sur le degré de réalisation des objectifs et résultats du plan annuel 2007ou 2008 ou du PDC</p> <p>0= 0 ; 1 = 1 à 5 ; 2 = 6 à 10 ; 3 = plus de 10</p> <p><i>IP1.5.2.</i> Existence et qualité du dernier rapport de suivi évaluation de la commune</p> <p>0 = Inexistant ou Nul 1 = Médiocre 2= Moyen 3 Bon</p>	<p><i>IP1.6.1.</i> Nombre d'audits internes ou externes déjà réalisés dans la commune durant le mandat du conseil actuel</p> <p>0 = 0 ; 1 = 1 ; 2 = 2 à 3 ; 3 = plus de 3</p> <p><i>IP1.6.2.</i> Nombre de rapports d'audits internes ou externes publiés durant le mandat du conseil actuel</p> <p>0 = 0 ; 1 = 1 ; 2 = 2 à 3 ; 3 = plus de 3</p>

Domaines Critères	1. Planification stratégique et programmation	2. Budgétisation	3. Passation des marchés	4. Exécution/ Prestations de services	5. Suivi évaluation	6. Audit
<p><b>PARTICIPATION, EQUITE et INCLUSION</b></p> <p><i>Rang 1 dans la grille de la Banque Mondiale, rang 1 dans la grille institutionnelle des critères de bonne gouvernance locale et non classé dans la grille des perceptions des critères de bonne gouvernance par les populations (pour les acteurs locaux il s'agit plutôt de la justice et d'équité classés au 6<sup>ème</sup> rang après le genre classé au 5<sup>ème</sup> rang)</i></p> <p>D'un point de vue institutionnel, le concept de participation au Burkina renvoie à la participation des citoyens à la prise de décision, soit directement, soit par le biais d'institutions légitimes reconnues articulant leurs intérêts, ce qui implique la liberté d'opinion, d'expression et d'association;<sup>2</sup></p> <p><b>11 indicateurs de mesure de la dimension participation d'une bonne pratique</b></p>	<p><i>IP2.1.1.</i> niveau d'implication de chaque catégorie d'acteur local dans le PDC ou le plan annuel 2008</p> <p><b>0</b> = Pas du tout <b>1</b> = nous avons été informés du processus mais nous n'y avons pas participé <b>2</b> = nous avons donné notre avis sur les projets/programmes ou les procédures d'organisation et de gestion <b>3</b> = nous représentons notre groupe dans la Commission ad hoc du Plan Communal</p> <p><i>IP2.1.2</i> Degré de participation des populations à l'élaboration du plan annuel 2008</p> <p><b>0</b> = Pas du tout ; <b>1</b> = Participation à une partie seulement du processus de programmation ; <b>2</b> = Participation à tout le processus, du diagnostic jusqu'à la programmation ; <b>3</b> = Participation à tout le processus, du diagnostic jusqu'à la programmation et Représentation de la population au Comité de Gestion des services communaux ou dans la Commission Ad hoc du Plan Communal</p>	<p><i>IP2.2.1.</i> Niveau d'implication des populations dans l'élaboration du budget</p> <p><b>0</b> = 0% ; <b>1</b> = de 1 à 20 % ; <b>2</b>= de 20 à 50 % ; <b>3</b> = plus de 50 %</p> <p><i>IP2.2.2.</i> Niveau d'implication des élus dans le processus d'élaboration du budget</p> <p><b>0</b> = 0% ; <b>1</b> = de 1 à 20 % ; <b>2</b> = de 20 à 50 % ; <b>3</b> = plus de 50 %</p>	<p><i>IP2.3.1.</i> Type de dispositions prises pour assurer la participation équitable des prestataires de services aux marchés communaux de 2007</p> <p><b>0</b>= aucune, <b>1</b> Organisation de rencontres d'information des soumissionnaires <b>2</b> établissement d'un répertoire des prestataires et émission de lettre de consultation restreinte <b>3</b> Utilisation d'avis d'appel d'offres</p> <p><i>IP2.3.2.</i> % d'évolution du nombre total de soumissionnaires aux marchés communaux entre 2007 et 2008</p> <p><b>0</b> = variation négative ou inexistante ; <b>1</b> = de 1 à 20 % ; <b>2</b> = de 20 à 50 % ; <b>3</b> = plus de 50 %</p>	<p><i>IP2.4.1.</i> Type de dispositions prises pour associer les acteurs locaux aux activités ou à la gestion des services communaux</p> <p><b>0</b> aucune <b>2</b> consultation de la population pour recueillir son avis sur cette gestion <b>4</b> Mobilisation/organisation de la population pour l'amener à participer à la gestion des équipements ou des services publics <b>6</b>Participation effective des populations à la gestion des équipements communaux <b>et/ou</b> exploitation des acquis de cette participation pour améliorer la qualité des services publics locaux fournis</p>	<p><i>1P2.5.1</i> Nombre de rencontres de suivi évaluation tenues en 2008 avec les Conseils Villageois de Développement</p> <p><b>0</b> = 0 ; <b>1</b> = 1 seul ; <b>2</b> = 2 à 3 ; <b>3</b> = plus de 3</p> <p><i>1P2.5.2</i> Nombre de fois ou les citoyens ont participe a l'évaluation de la qualité des actions prioritaires et ou services communaux pendant l'année passée</p> <p><b>0</b>= jamais, <b>1</b> = de façon occasionnelle et informelle, <b>2</b> = de façon régulière et informelle <b>3</b> = de façon régulière et formelle</p>	<p><i>IP2.6.1.</i> Nombre de partenaires associés à l'évaluation de la performance de la gestion des finances publiques communales</p> <p><b>0</b> Aucun partenaire <b>1</b> 1 ou 2 partenaires d'appui technique, opérationnel ou institutionnel <b>2</b> 3 partenaires d'appui technique, opérationnel ou institutionnel <b>3</b> Plus de 3 partenaires d'appui technique, opérationnel ou institutionnels</p>

<sup>2</sup> **Le concept d'équité** consiste institutionnellement à aménager un environnement politique, économique et social permettant à chacune et à chacun d'améliorer ou, à tout le moins, de préserver ses conditions de vie

Domaines Critères	1. Planification stratégique et programmation	2. Budgétisation	3. Passation des marchés	4. Exécution/ Prestations de services	5. Suivi évaluation	6. Audit
<p><b>3. VOIX ET RECEPTIVITE ET RESPONSABILITE</b></p> <p><i>Rang 3 dans la grille de la Banque Mondiale, rang 5 et 6 dans la grille institutionnelle des critères de bonne gouvernance locale et rang 3 et 4 dans la grille des perceptions des critères de bonne gouvernance par les acteurs de terrain qui privilégient plutôt les aspects d'intégrité dans l'exercice des pouvoirs publics et de serviabilité des responsables (élus ou nommés) et des agents publics vis-à-vis des usagers des services communaux</i></p> <p><b>D'un point de vue institutionnel, la responsabilité</b> implique que les titulaires des postes de responsabilité, à quelque niveau que ce soit, rendent des comptes et, qu'en corollaire, les citoyens soient en mesure de leur en demander</p> <p>L'<b>efficacité</b>, elle demande la mise en adéquation des institutions et des besoins et l'utilisation optimale des ressources</p> <p>Les acteurs locaux privilégient l'efficacité dans l'utilisation des ressources avec des résultats évidents</p> <p><b>12 indicateurs de mesure de la dimension Voix/Réceptivité d'une bonne pratique</b></p>	<p><i>IP3.1.1.</i></p> <p>nombre de cadres de concertation formels ou informels institués autour des domaines d'actions de la commune</p> <p>0 = 0 ; 1 = 1 seul ; 2 = 2 à 3 ; 3 = plus de 3</p> <p><i>IP3.1.2</i> perception que les bénéficiaires ont du degré d'inclusion de leurs priorités dans la planification communale</p> <p>0 = Ne sait pas ; ou Pas du tout ; 1 = Un peu ; 2 = Assez ; 3 = Beaucoup</p>	<p><i>IP3.2.1</i> nombre de fora de comptes rendus de l'exécution du budget écoulé et de présentation du budget à venir depuis 2007</p> <p>0 = 0 ; 1 = 1 ; 2 = 2 à 3 ; 3 = plus de 3</p> <p><i>IP3.2.2</i> nombre de fois ou les citoyens ont posé des questions au maire sur la gestion du budget communal depuis 2007</p> <p>0 = 0 ; 1 = De 1 à 10 ; 2 = De 10 à 20 ; 3 = plus de 20</p>	<p><i>IP3.3.1.</i> nombre de plaintes formées par les citoyens contre les décisions d'attribution des marchés en 2007 et en 2008</p> <p>0 = aucune</p> <p>1 = 1 ou 2</p> <p>2 = 3 ou 4</p> <p>3 = 5 et plus</p> <p><i>IP3.3.2.</i> Traitements réservés à ces cas</p> <p>0 Aucune plainte prise en compte</p> <p>1 réaction donnée à une minorité de plaintes</p> <p>2 réaction donnée à la moitié au moins des plaintes</p> <p>3 réactions données à la majorité ou à la totalité des suggestions émises</p>	<p><i>IP3.4.1</i> nombre de plaintes faites par les citoyens pour dénoncer la mauvaise qualité des services communaux</p> <p>0= aucune 1 =1 à 3 2= 4 à 7 3 =Plus de 7</p> <p><i>IP3.4.2.</i> Traitement réservés à ces plaintes</p> <p>0 Aucune suite réservée à une minorité de plaintes sans autre effet</p> <p>2 Prise en compte de la moitié au moins des plaintes faites 3 Prise en compte/Réponse donnée à la majorité ou à la totalité plaintes émises</p>	<p><i>IP3.5.1.</i> nombre de fois au cours des deux dernières années où les (groupes de citoyens) ont dénoncé la qualité des projets</p> <p>0 = Jamais ; 1 = De 1 à 5 fois ; 2 = de 6 à 10 fois ; 3 = plus de 10 fois</p> <p><i>IP3.5.2.</i> % de traitement favorable de ces cas</p> <p>1 = - de 25 % ; 2 = De 25% à 49% ; 3 = plus de 50 %</p>	<p><i>IP3.6.1.</i> Nombre de fois où les citoyens ont posé des questions sur la régularité des procédures financières liées à l'exécution d'un projet ou d'une infrastructure pendant l'année passée (ou durant le mandat du conseil actuel)</p> <p>0 jamais 1 = fois (rarement) 2 2 à 3 fois (de temps en temps) 3 plus de 3 fois (souvent)</p> <p><i>IP3.6.2.</i> Traitement réservés à ces questions posées et aux suggestions faites</p> <p>0 Aucune question n'a obtenu une réponse 1 réponse donnée à une minorité de questions posées et des suggestions faites</p> <p>2 réponses données à la moitié au moins des questions posées et aux suggestions faites 3 réponse à toutes les questions posées et prise en compte de la majorité la totalité des suggestions émises</p>

## **Niveau 2 : Qualité de la pratique et potentiel d'institutionnalisation**

<b>QUALITE DES BONNES PRATIQUES DE GOUVERNANCE LOCALE</b>
<p><b>1. Couverture (% de la population bénéficiaire)</b></p> <p>0 = 0-10%</p> <p>1 = 11-25%</p> <p>2 = 26-60%</p> <p>3 = 61-100%</p>
<p><b>2. Changements enregistrés dans la gouvernance (cad planification, budgétisation, passation de marche, audit, suivi-évaluation) par la Mairie depuis le début de la pratique</b></p> <p>0 : pas de changement ou dégradation en conséquence de la bonne pratique identifiée</p> <p>1 : amélioration concrète dans un domaine de prise de décision en conséquence de la bonne pratique identifiée</p> <p>2 : amélioration concrète dans deux domaines de prise de décision en conséquence de la bonne pratique identifiée</p> <p>3 : amélioration concrète dans plus de trois domaines de prise de décision en conséquence de la bonne pratique identifiée</p>
<p><b>3. Degré d'Innovation de la pratique</b></p> <p>0= la pratique a été suggérée, initiée et mise en œuvre par un acteur extérieur (partenaire international, bailleur de fonds, gouvernement central, la loi)</p> <p>1= la pratique est basée sur les exigences de la loi, mais la commune a ajouté des éléments nouveaux, de sa propre initiative, qu'elle met en œuvre avec une aide extérieure</p> <p>2 la pratique se base entièrement sur l'initiative locale, et est mise en œuvre localement</p> <p>3 la pratique se base entièrement sur l'initiative locale, est mise en œuvre localement, en bonne collaboration avec l'Etat et/ou les services techniques</p>

## **Niveau 3 : Potentiel D'institutionnalisation**

### **Faisabilité financière**

#### **1. Coût de la pratique**

0 = plus de 25% du budget de la commune ;

1 = 10-25% ;

2 = de 5 à 10 % ;

3 = moins de 10% (n'hésitez pas à changer ces chiffres au besoin, ils sont donnés à titre tout à fait illustratif pour signifier qu'au plus la portion du budget nécessaire pour la mise en œuvre de la pratique est faible, au plus le score sera élevé)

### **Faisabilité technique**

#### **2. Niveau de compétences requis pour la mise en œuvre de la pratique**

1 = La mise en œuvre de la pratique nécessite un appui technique externe à la commune

2 = La mise en œuvre de la pratique nécessite certaines compétences techniques qui peuvent se retrouver chez certains acteurs de la commune

3 = La mise en œuvre de la pratique nécessite pas ou peu de compétences techniques et est à la portée de la majorité des acteurs de la commune

### **Légitimité et faisabilité institutionnelle**

#### **3. Niveau d'intégration de la pratique dans le mode opératoire de la commune**

0 = la pratique n'est ni intégrée dans le plan de développement ou autre document réglementaire de la commune (aucune reconnaissance formelle), ni budgétisée

1 = la pratique est intégrée dans le plan de développement ou autre document réglementaire de la commune (reconnaissance formelle), mais pas budgétisée

2 = la pratique est reconnue formellement et budgétisée

3 = la pratique est reconnue formellement, budgétisée et un comité de suivi est mis en place

#### **4. Perceptions de la population concernant la pratique**

0 = la pratique est inutile

1 = la pratique est assez utile, mais pas nécessaire

2 = la pratique est très utile

3 = la pratique est indispensable

#### **Niveau 4 : Impact socio-économique de la pratique**

##### **1. Opinion des populations sur la diminution des pratiques de corruption suite à la pratique**

0 = pas de changement ;

1 = faible régression ;

2 = régression notable;

3 = régression substantielle

## **2. Degré de renforcement des capacités des collectivités grâce à la pratique**

0= la pratique ne contribue pas au renforcement des capacités ou de la situation socio économique de la collectivité

1= la pratique contribue à une conscience accrue de l'importance de la redevabilité chez les acteurs locaux

2= la pratique contribue au renforcement de la position ou de capacités des couches marginalisées (femmes, jeunes, et/ou autres groupes vulnérables)

3= suite à la pratique, les collectivités ont pu mener des activités concrètes de développement (augmenter ou améliorer les infrastructures ou services publics)

## **3. Changements enregistrés dans les services publics de la Mairie depuis le début de la pratique (santé, état civil, éducation, culture-sport-jeunesse, etc..)**

0 : pas de changement ou dégradation dans les services fournis depuis le début de l'émission

1 : amélioration concrète dans un service public offert en conséquence de la bonne pratique identifiée

2 : amélioration concrète dans deux services publics offerts en conséquence de la bonne pratique identifiée

3 : amélioration concrète dans plus de deux services publics en conséquence de la bonne pratique identifiée

**ANNEX 3: LOGTAFI FRAMEWORK – RWANDA**

**TABLE 1: QUALITY OF THE PRACTICE**

Transparency	Accountability		Participation	Legality/Innovation
	Voice	Responsiveness		
<p>Mechanisms that make the practice visible to citizens</p> <p><i>(postings, flyer distribution, dissemination meetings, radio announcements, door to door information campaign, others)</i></p>	<p>Mechanisms available to citizens/beneficiaries to ask questions and express needs or complaints in the execution of the practice</p> <p><i>(councilor representation, NGO representation public consultation, radio, others)</i></p>	<p>Availability of mechanisms by which the practice provides answers to the concerns of citizens/beneficiaries</p> <p><i>(complaints registration, informal or formal response, private or public explication/justification, consultative action, others)</i></p>	<p>Degree of inclusion of various groups of citizens in practice implementation</p> <p><i>(considerations for languages, age, gender, handicap, poverty level, others)</i></p>	<p>Evidence that implementation of the practice fits into current legal legislation</p>
<p>0 <input type="checkbox"/> none</p> <p>1 <input type="checkbox"/> 1-2 mechanisms</p> <p>2 <input type="checkbox"/> 3-4 mechanisms</p> <p>3 <input type="checkbox"/> ≥5 mechanisms</p>	<p>0 <input type="checkbox"/> none</p> <p>1 <input type="checkbox"/> 1-2 mechanisms</p> <p>2 <input type="checkbox"/> 3-4 mechanisms</p> <p>3 <input type="checkbox"/> ≥5 mechanisms</p>	<p>0 <input type="checkbox"/> none</p> <p>1 <input type="checkbox"/> 1-2 mechanisms</p> <p>2 <input type="checkbox"/> 3-4 mechanisms</p> <p>3 <input type="checkbox"/> ≥5 mechanisms</p>	<p>0 <input type="checkbox"/> no considerations</p> <p>1 <input type="checkbox"/> 1-2 considerations</p> <p>2 <input type="checkbox"/> 3-4 considerations</p> <p>3 <input type="checkbox"/> ≥5 considerations</p>	<p>0 <input type="checkbox"/> non-legal</p> <p>1 <input type="checkbox"/> respects legal texts</p> <p>2 <input type="checkbox"/> respects law and community-added new elements</p> <p>3 <input type="checkbox"/> practice is initiated by community and could inspire enactment of new law</p>

**TABLE 2 : GENERAL PERFORMANCE OF PROCESS**

Decision Steps	Planning	Budgeting	Service Delivery	Procurement	Auditing	Monitoring and Evaluation
<b>Transparency</b>	<p>Mechanisms of disseminating periodic planning reports to the public domain</p> <p>0 <input type="checkbox"/> no mechanism            1 <input type="checkbox"/> 1-2 mechanisms            2 <input type="checkbox"/> 3-4 mechanisms            3 <input type="checkbox"/> ≥5 mechanisms</p>	<p>Mechanisms used to disseminate periodic budget execution reports to the public domain</p> <p>0 <input type="checkbox"/> no mechanism            1 <input type="checkbox"/> 1-2 mechanisms            2 <input type="checkbox"/> 3-4 mechanisms            3 <input type="checkbox"/> ≥5 mechanisms</p>	<p>Mechanisms used to inform citizens on the availability of the key public services</p> <p>0 <input type="checkbox"/> no mechanism            1 <input type="checkbox"/> 1-2 mechanisms            2 <input type="checkbox"/> 3-4 mechanisms            3 <input type="checkbox"/> ≥5 mechanisms</p>	<p>Procurement process, in accordance with the Public Procurement Act, is publicized via different modes of communication</p> <p>0 <input type="checkbox"/> no            1 <input type="checkbox"/> sometimes            2 <input type="checkbox"/> regularly            3 <input type="checkbox"/> always</p>	<p>Audit reports are distributed/made available</p> <p>0 <input type="checkbox"/> never            1 <input type="checkbox"/> to councilors            2 <input type="checkbox"/> to councilors and some selected groups of citizens            3 <input type="checkbox"/> to all</p>	<p>Evidence that project objectives and results are communicated to the public</p> <p>0 <input type="checkbox"/> no communication            1 <input type="checkbox"/> communication for a few projects            2 <input type="checkbox"/> communication for most of projects            3 <input type="checkbox"/> communication for all projects</p>
	<p>Mechanisms used to disseminate the Action Plan to the public</p> <p>0 <input type="checkbox"/> no mechanism            1 <input type="checkbox"/> 1-2 mechanisms            2 <input type="checkbox"/> 3-4 mechanisms            3 <input type="checkbox"/> ≥5 mechanisms</p>	<p>Mechanisms used to inform citizens about objectives and process of resource mobilization (tax)</p> <p>0 <input type="checkbox"/> no mechanism            1 <input type="checkbox"/> 1-2 mechanisms            2 <input type="checkbox"/> 3-4 mechanisms            3 <input type="checkbox"/> ≥5 mechanisms</p>	<p>The percentage of beneficiaries aware of procedures to access the services provided</p> <p>0 <input type="checkbox"/> &lt;10%            1 <input type="checkbox"/> 10% - 35%            2 <input type="checkbox"/> 35-60%            3 <input type="checkbox"/> ≥60 %</p>	<p>Various tender notices and tender awards are publicly announced</p> <p>0 <input type="checkbox"/> no            1 <input type="checkbox"/> sometimes            2 <input type="checkbox"/> regularly            3 <input type="checkbox"/> always</p>		<p>Mechanisms of disseminating Progress Reports on various programs to the public</p> <p>0 <input type="checkbox"/> no mechanism            1 <input type="checkbox"/> 1-2 mechanisms            2 <input type="checkbox"/> 3-4 mechanisms            3 <input type="checkbox"/> ≥5 mechanisms</p>

	Involvement of citizens in the various stages of the planning process <i>(need assessment, prioritization, validation, others)</i>	Degree of involvement of councilors and citizens in budget preparation	Degree of involvement of citizens in taking care of public infrastructures <i>(markets, roads, water, health centers, schools hospitals, others)</i>	Degree of involvement of citizens in tender committees	Ways of involvement of citizens in discussing final accounts before audit	Degree of involvement of citizens in monitoring and evaluation of projects being implemented
<b>Participation</b>	0 <input type="checkbox"/> no citizen involvement 1 <input type="checkbox"/> involvement at one stage of planning process 2 <input type="checkbox"/> involvement at most stages of planning process 3 <input type="checkbox"/> involvement at all stages of planning process	0 <input type="checkbox"/> budget prepared by executive secretary only 1 <input type="checkbox"/> budget prepared by executive bureau 2 <input type="checkbox"/> budget discussed in council, without citizen participation 3 <input type="checkbox"/> budget discussed in council, with citizen participation	0 <input type="checkbox"/> no infrastructure is managed by community 1 <input type="checkbox"/> a few infrastructure is managed by community 2 <input type="checkbox"/> most infrastructure is managed by community 3 <input type="checkbox"/> all infrastructure is managed by community	0 <input type="checkbox"/> no tender committee 1 <input type="checkbox"/> tender committee exists but does not include citizens 2 <input type="checkbox"/> tender committee sometimes includes citizens (as observers or participants) 3 <input type="checkbox"/> tender committee most of time includes citizens (as observers or participants)	0 <input type="checkbox"/> non existent 1 <input type="checkbox"/> citizen may initiate audit 2 <input type="checkbox"/> citizen input is included in the audit process 3 <input type="checkbox"/> citizen groups may carry out external audit	0 <input type="checkbox"/> none 1 <input type="checkbox"/> informal, punctual and individual 2 <input type="checkbox"/> informal, regular and collective 3 <input type="checkbox"/> formal, regular and collective

Accountability	Voice	Coverage of consultations carried out to find out citizens' needs and priorities in order elaborate the plan	Opportunities available to citizens/beneficiaries to raise their concerns related to the allocation of resources to priority projects/programs  <i>(individual hearings, public sessions of council, radio program, NGO representation, others)</i>	Opportunities available to citizens/beneficiaries to complain about the quality of service delivery	Opportunities available to citizens to denounce irregularities in tender award process	Opportunities available to citizens to denounce irregularities in administrative and financial procedures	Opportunities for citizens/beneficiaries to inquire about non-performing projects
		0 <input type="checkbox"/> <25% of the population	0 <input type="checkbox"/> no opportunities	0 <input type="checkbox"/> no opportunities	0 <input type="checkbox"/> no opportunities	0 <input type="checkbox"/> no opportunities	0 <input type="checkbox"/> no opportunities
		1 <input type="checkbox"/> 25-44% of the population	1 <input type="checkbox"/> 1-2 opportunities	1 <input type="checkbox"/> 1-2 opportunities	1 <input type="checkbox"/> 1-2 opportunities	1 <input type="checkbox"/> 1-2 opportunities	1 <input type="checkbox"/> 1-2 opportunities
	2 <input type="checkbox"/> 45-80% of the population	2 <input type="checkbox"/> 3-4 opportunities	2 <input type="checkbox"/> 3-4 opportunities	2 <input type="checkbox"/> 3-4 opportunities	2 <input type="checkbox"/> 3-4 opportunities	2 <input type="checkbox"/> 3-4 opportunities	
	3 <input type="checkbox"/> >80% of the population	3 <input type="checkbox"/> ≥5 opportunities	3 <input type="checkbox"/> ≥5 opportunities	3 <input type="checkbox"/> ≥5 opportunities	3 <input type="checkbox"/> ≥5 opportunities	3 <input type="checkbox"/> ≥5 opportunities	
	Responsiveness	Number of times councilors provided explanations to citizens complaining about the plan not taking their needs into account	Number of times councilors provided explanations to citizens complaining about budgetary allocations	Number of times councilors provided explanations to beneficiaries' reported dissatisfaction on the quality of service provided	Number of times councilors provided explanations to regarding the procurement process	Number of times councilors responded to citizens' questions or to the queries raised in auditors reports	Number of times explanations was given to citizens/beneficiaries about the performance of projects/programs
0 <input type="checkbox"/> never		0 <input type="checkbox"/> never	0 <input type="checkbox"/> never	0 <input type="checkbox"/> never	0 <input type="checkbox"/> never	0 <input type="checkbox"/> never	
1 <input type="checkbox"/> sometimes		1 <input type="checkbox"/> sometimes	1 <input type="checkbox"/> sometimes	1 <input type="checkbox"/> sometimes	1 <input type="checkbox"/> sometimes	1 <input type="checkbox"/> sometimes	
	2 <input type="checkbox"/> usually	2 <input type="checkbox"/> usually	2 <input type="checkbox"/> usually	2 <input type="checkbox"/> usually	2 <input type="checkbox"/> usually	2 <input type="checkbox"/> usually	
	3 <input type="checkbox"/> always	3 <input type="checkbox"/> always	3 <input type="checkbox"/> always	3 <input type="checkbox"/> always	3 <input type="checkbox"/> always	3 <input type="checkbox"/> always	

**TABLE 3: SOCIO-ECONOMIC IMPACT**

Coverage	Equity	Social inclusion	Environmental Considerations	Social Peace
Percentage of the population covered/benefiting	Evidence that the practice treats participants according to capability and affordability criteria	Evidence that the practice considers people living with HIV/AIDS	Evidence that the practice integrates environmental protection concerns such as soil erosion (e.g., terracing)	Established mechanism to mitigate social conflicts
0 <input type="checkbox"/> <10% 1 <input type="checkbox"/> 10% - 35% 2 <input type="checkbox"/> 35-60% 3 <input type="checkbox"/> >60 %	0 <input type="checkbox"/> no 1 <input type="checkbox"/> yes	0 <input type="checkbox"/> no 1 <input type="checkbox"/> yes	0 <input type="checkbox"/> no 1 <input type="checkbox"/> yes	0 <input type="checkbox"/> no 1 <input type="checkbox"/> yes
	Evidence of participation in the program without discrimination	Evidence that the marginalized population (women, genocide survivors, people with disabilities and children) are covered by the practice		Evidence that the practice incorporates mechanism for addressing the effects of genocide ideology
	0 <input type="checkbox"/> no 1 <input type="checkbox"/> yes	0 <input type="checkbox"/> no 1 <input type="checkbox"/> yes		0 <input type="checkbox"/> no 1 <input type="checkbox"/> yes

**TABLE 4: SUSTAINABILITY AND POTENTIAL FOR INSTITUTIONALIZATION**

Sustainability of the Practice	Citizen Perceptions (public trust, local governance credibility, legitimacy)	Financial Feasibility	Technical Feasibility
Evidence that existing institutions involved in the implementation of the practice are supportive of the practice	Percentage of citizens/beneficiaries considering the practice to be legitimate/non-corrupted	Documented evidence available showing operational costs of the practice can be borne by locally mobilized resources	Level of technical competences for implementing the practice
0 <input type="checkbox"/> none 1 <input type="checkbox"/> practice has become customary 2 <input type="checkbox"/> practice is formally inserted in modus operand of district 3 <input type="checkbox"/> practice is formally inserted in modus operand of district and budgeted	0 <input type="checkbox"/> <10% 1 <input type="checkbox"/> 10-35% 2 <input type="checkbox"/> 35-65% 3 <input type="checkbox"/> >60%	0 <input type="checkbox"/> practice requires 75-100% external financing 1 <input type="checkbox"/> practice requires 35-75% external financing 2 <input type="checkbox"/> practice requires 15-35% external financing 3 <input type="checkbox"/> practice requires no external financing	0 <input type="checkbox"/> 1 <input type="checkbox"/> practice requires constant external technical assistance 2 <input type="checkbox"/> practice requires medium level skills with temporary or no external technical assistance 3 <input type="checkbox"/> practice requires simple skills locally available
	Percentage of citizens/beneficiaries consider the practice necessary		
	0 <input type="checkbox"/> <10% 1 <input type="checkbox"/> 10-35% 2 <input type="checkbox"/> 35-65% 3 <input type="checkbox"/> >60%		

**ANNEX 4 : SUBMISSION GUIDE (RWANDA)**



**Local Government Competition of Excellence  
(COPEGOL)  
*Rwanda - 2008***

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SUBMISSION GUIDE

## Foreword

This guide provides detailed information on how to submit a Good Practice for COPEGOL in Rwanda. Specifically, users will find information on the following:

1. Award
2. Eligibility Criteria
3. Selection Criteria for Good Practices
4. Submission process
5. Selection Process
6. Time table for COPEGOL 2008
7. Submission Guide to document a Good Practice (Annex 1)
8. Definitions of planning, budgeting, service delivery, procurement, audit and monitoring-evaluation.

The submission guide is also available from: [www.worldbank.org/copegol](http://www.worldbank.org/copegol).

## Introduction

COPEGOL aims at discovering and promoting good local governance practices in Rwanda. This ambition is based on our belief that there are many practices around the country waiting to be recognized, supported, and shared with others, for the benefit of all. COPEGOL is one modest step to achieve this objective. COPEGOL wishes to encourage practices of governance that inspire and incite others to do better. Through this challenge, we hope to create excitement and enthusiasm around good local governance in Rwanda.

A good local governance practice may take many forms and characters. In the core of the practice, though, always lies the intention to improve the way the locality operates to achieve developmental goals and increase the wellness of its citizens. These kinds of practices may appear in different local decision processes: planning, budgeting, service delivery, procurement, auditing, and monitoring-evaluation. The good practices rewarded by COPEGOL will be those that, in an inventive way, contribute to enhance transparency, increase participation, and/or improve accountability of those processes. They will also be those whose socio-economic impact can be demonstrated on all segments of population, including women, youth, the poor, and marginalized. Finally, COPEGOL will preferably prize durable practices, i.e. practices that should be sustainable over time, not depending on transient personalities or resources.

Finding out and supporting good practices is important in many ways. First of all, those initiatives will serve as examples to other localities that face similar problems. In addition, this approach will allow for building on existing and locally-driven experiences to strengthen national policies, such as decentralization. Since such practices are home-grown, initiated by local actors themselves, they are much more likely to suit the local needs and expectations as well as social, political, and cultural setting. Indeed, Practitioners of local governance find their own solutions to concrete and specific problems they face in the daily management of local affairs. Those inventive practices can both inspire other local authorities and feed into the national policies so that they reflect innovative approaches developed by the local actors themselves.

COPEGOL is the result of an ongoing World Bank project on improving local government transparency and accountability in francophone Africa (LOGTAF). It is a direct response to recommendations of our counterparts in three countries: Guinea, Burkina Faso, and Rwanda. Our stakeholders, both government and non-government, have continuously voiced a need for more action-oriented approach in improving local governance. They pushed us to go beyond the analytical study and provide incentives to local governments that work at promoting better governance. Following up on these recommendations, it was decided to institute a competition among local governments for good governance. As a consequence, COPEGOL was born.

On Innovation Day, in November 2008, RALGA and MINALOC, in presence of all COPEGOL partners, will award the 6 highest-scoring practices by 2 districts and 4 sectors.

We look forward to receiving your submission.

## 1. Reward

The COPEGOL reward is a sign of support and recognition given to the initiators of remarkable and innovative practices of governance. It prizes the creativity, effort and excellence of local governments that conceived and implemented them.

The award for the six highest scoring practices could consist of the following rewards:

1. Technical or material assistance that could take the following form, upon the choice of the winners:
  - a) Trainings, depending on the needs expressed by the rewarded districts sectors. It could be, for example, trainings related to:
    - Literacy
    - Accounting
    - Communication to citizens, including publication of key documents, and/or dissemination of key information
    - Citizen participation and feedback, transparency, and accountability in terms of
      - Planning (for elected officials, senior technical officials, and frontline workers)
      - Budgeting and financial management (for elected officials and senior technical officials)
      - Service delivery and contract management (for elected officials, senior technical officials, and frontline workers;
    - Any other trainings needed to achieve objectives stated in the Capacity Building Plans
  - b) Specific material and equipment that would facilitate and improve the implementation of the winning practice in particular, and of the local council in general (office furniture, computerization of key information systems, hardware and software);
2. Cash reward to implement one of the development priorities of the winning district or sector, as stated in its development plan;
3. Study tours (other locations within the country or other countries).
4. Media campaign: winning sectors will have their practices featured in various media outlets (newspapers and magazines, TV news reports, radio broadcasts, web). The goal of this kind of media coverage is both to increase the visibility of home-grown good local governance practices and publicly acknowledge the work of the local government officials behind them. Such wide recognition would positively affect their morale and inspire others, in order to sustain a spirit and momentum for excellence and innovation in the country.
5. Official Certificate of COPEGOL 2008 prize-winner.

The total value of the rewards will depend on contributions by donors and other sponsors. It is estimated to be between \$US 50,000 and \$US 150,000.

## 2. Eligibility Criteria

The competition is open to all districts and sectors of the 4 provinces of Rwanda.

Submissions to COPEGOL will be taken into account by the Selection Committee provided that they fulfill the following conditions:

- The submitted practice relates exclusively to ONE of the six following decision making processes by local governments:
  1. Planning
  2. Budgeting
  3. Service Delivery
  4. Procurement
  5. Auditing
  6. Monitoring and Evaluation
- The practice must have been implemented at least six months before the submission deadline;
- The practice must have significant and verifiable results.

## 3. Selection Criteria for Good Practices

<i>General appreciation of the chosen decision making process</i>	25%
<i>Quality and innovative aspects of the practice itself</i>	35%
<i>Socio-economic Impact of the practice</i>	20%
<i>Scope for institutionalization and sustainability of the practice</i>	20%

### General Appreciation of the chosen decision making process

When examining a practice submitted to COPEGOL, the Selection Committee will first of all assess the decision making process within which the practice evolves (e.g. the general quality of the planning process in the submitting sector), based on the following criteria:

- a. Participation: the process should include citizens for its implementation. In relevant cases, the process should also demonstrate existing cooperation between sector, district and technical services.
- b. Transparency: the different steps of the process should be executed in an open and public way, and allow citizens and other concerned people to get relevant information;
- c. Voice/Accountability: the process should allow for listening, taking into account and responding to demands, needs and queries expressed by citizens.

### **Quality and innovate aspects of the practice itself**

- a. Way the practice itself is implemented (aspects of transparency, participation and accountability of the practice itself)
- b. Own Initiative and leadership of the sector in implanting the practice
- c. Financial and technical feasibility of the practice

### **Socio-economic impact of the practice**

- a. Orientation towards solving a development problem;
- b. Coverage (percentage of population affected by the practice)
- c. Social inclusion and gender sensitivity

### **Scope for institutionalization and sustainability of the practice**

- a. Extent to which the practice could be imitated and implemented in other sectors of Rwanda.

## **4. Submission Process**

Good Practices shall be submitted in accordance with COPEGOL submission form (please see Annex I).

The submission form is available on-line via the Internet ([www.worldbank.org/copegol](http://www.worldbank.org/copegol)) or by request made to RALGA.

Electronic and paper submissions will be accepted. Electronic submission shall be sent to [copegol.rwanda@yahoo.fr](mailto:copegol.rwanda@yahoo.fr), with subject line “*Soumission COPEGOL- Sector or District Name*”.

Submissions shall be sent to the Rwandese Association of Local Government Authorities (RALGA)

3<sup>rd</sup> Floor Ets NKUBIRI Alfred

Remera – Kanombe Road

P.O. Box. 7249 Kigali – Rwanda

Email: [ralga@rwanda1.com](mailto:ralga@rwanda1.com)

Fax: +250 520783

*Submissions shall be made in Kinyarwanda, English or in French.*

## 5. Selection Process

**The deadline for submissions is 15 September 2008 (midnight).** Submissions received by this date will undergo the following selection process:

All submissions complying with the eligibility criteria shall be forwarded by RALGA to an independent, ad hoc Selection Committee (SC) for review. Districts and sectors will be examined separately.

The SC shall review all submissions and prepare a comprehensive report including:

- a. Description of the selection process;
- b. List of all valid Good Practices;
- c. Scoring for all valid practices;
- d. Short-list of 12 highest-scoring submissions, in four districts and eight sectors.

The SC will visit the localities where the 12 short-listed practices originate for a final assessment, based on field evidence, and select six initiatives deserving of the COPEGOL Reward. In total, six local governments will be rewarded (two districts and four sectors), but the 12 shortlisted localities will be cited at the Reward ceremony.

## 6. Timetable COPEGOL 2008

<b>July 12</b>	Launch of COPEGOL in Kigali
<b>September 15</b>	Deadline for receipt of submissions
<b>September 16 - October 15</b>	Evaluation of submissions by the Selection Committee.  Pre-selection of 12 highest-scoring submissions.
<b>October 16-October 30</b>	Field visit to 12 pre-selected localities.  Selection of 2 winning districts and 4 winning sectors.
<b>November 2008</b>	COPEGOL Reward Ceremony coinciding with Innovation Day.

## **Annex I: COPEGOL Submission Form**

### **1. GENERAL INFORMATION**

- a) Name of the Good Practice
- b) Sector or District Name
- c) Affiliated District or/and Province
- d) Population (Number of inhabitants)
- e) Contact Person
  - Last name, first name
  - Title/Function
  - Address
  - Telephone
  - Email

### **2. DECISION MAKING PROCESS WHERE THE PRACTICE BELONGS**

- 1) Planning, OR
- 2) budgeting, OR
- 3) service delivery, OR
- 4) procurement, OR
- 5) audit, OR
- 6) monitoring and evaluation

### **3. PRESENTATION OF THE GOOD PRACTICE (200 WORDS)**

In brief, describe the practice and summarize its purpose and achievements.

### **4. NARRATIVE DESCRIPTION OF THE GOOD PRACTICE (1500 WORDS)**

In 1500 words or less, use the following headings and suggestions to describe your practice in more details.

## **I. Description of the chosen decision making process [+/- 350 words]**

Describe the decision making process within which the practice evolves (planning, budgeting, service delivery, procurement, OR monitoring and evaluation), highlighting participatory aspects that allow for the engagement of different actors of the locality for its implementation. In addition, explain the efforts made by the local government to make the process more transparent and responsive for citizens.

## **II. Genesis and objectives of the practice [+/- 150 words]**

Briefly explain how and why the practice was initiated. Who were the persons contributing to its creation? What were the objectives? How were they established and by whom? Please specify leadership and gender specific roles where appropriate and mention whether and to what extent women and youth were involved in the initiation of the practice and the formulation of its objectives.

## **III. Mobilization of Resources [+/- 100 words]**

Describe how financial, technical and human resources were mobilized to implement the practice and where they came from including any form of bilateral and/or multilateral assistance.

## **IV. Process [+/- 400 words]**

Describe the problems faced in implementing the practice, how were they overcome and the problems that remain to be solved to make the practice completely efficient. Describe also how people (men and women), communities, organizations and institutions participated in the execution of the practice, if at all. At least, explain what factors and actors mostly contributed to the success of the practice. Highlight the transparency, participatory and accountability aspects of the practice. In your explanation, it is important to insist on the innovative and exceptional characteristics of your practice. For example, to what extent does your practice go beyond minimum standards established by law and other regulations? Why do you think your practice could be better than what is done in other localities? What is unique and remarkable about it to deserve the COPEGOL Reward?

## **V. Social Impact and achieved results [+/- 350 words]**

Describe to what extent the objectives listed above were realized. In your explanation, advance, if possible figures and percentages, to support your argumentation. Describe how the initiative has resulted in, for example:

- Actual improvement achieved in people's living conditions, in particular women, children, handicapped and old people;
- Increase resources of the district/sector;
- Strengthen harmony and cooperation between different actors and institutions;
- Increase of general level of transparency, participation and/or accountability of the overall decision making process to which it belongs;

- Changes in local social and economic policies and strategies;
- Changes to local decision-making;
- Recognizing and addressing specific difficulties of the sector/district;
- Contributing in making sector/district operations more efficient, transparent, participatory and/or accountable;
- Etc...

## **VI. Sustainability and institutionalization [+/- 200 WORDS]**

Describe how the sustainability of the practice can be ensured. Explain how the practice can endure despite a change in local government composition or, in some cases, after the end of external assistance. Explain also why the practice could be imitated and implemented in other districts/sectors.

## **5. PREFERENCES FOR THE REWARD**

Among the below-mentioned rewards, precise which one your district/sector would like to receive if it were to win COPEGOL, and rank them according to your preferences (from the most preferred to the least preferred):

- Technical assistance: which training activities would the elected members of your council like to receive?
- Material assistance: what equipment or material would you need to improve the functioning of your council?
- Study tours: would you be interested in exchanging experiences with other localities within or outside Rwanda?

## **Annex II: Definitions of Planning, Budgeting, Service Delivery, Procurement, Audit and Monitoring-Evaluation.**

COPEGOL focuses on key local decision making processes of identifying and prioritizing needs and expectations of the population, allocating and mobilizing the necessary resources, delivering services and procuring associated needs, auditing physical and financial activities, and monitoring and evaluating the progress and results.

**Planning** refers to the process through which strategic direction is determined, and associated programs, investments, and services are identified and prioritized to move forward in this direction.

**Budgeting** process allocates necessary resources (capital and labor) among those programs and projects. It is a financial commitment for a specified period of time (fiscal year) that matches available and expected revenues and expenditures for the provision of planned programs, investments, and services. The process includes preparing, reviewing, presenting, and adopting the budget. It involves aspects such as budget formulation, budget execution, tax/revenue and fiscal policy. In this sense, COPEGOL includes revenue mobilization in its definition of budget process as mobilizing revenues is key to determine the budget commitment of the local government to deliver the planned services.

**Service delivery** includes various kinds of activities. Some involve collective goods produced by local government such as water provision, wastewater disposal and creating and maintaining roads. In the rural areas, those kinds of services include agriculture related activities. Other services involve individual and social benefits such as education, health, and social welfare. Finally, there are those services that are related to providing public safety and order.

**Procurement** refers to the process of acquiring goods, works and services. The process involves awarding government contracts to individual and/or organizational suppliers.

**Auditing** refers only to internal audit (in-house and own measures of audit). Internal audit includes physical inspection (i.e. verifying progress on physical activities such as construction) in addition to financial auditing.

**Monitoring** refers to the collection of information on the progress towards the achievement of objectives, outcomes and impacts of projects and programs. **Evaluation** is the assessment of the collected information on projects and programs. It involves evaluating the design, implementation, and results. The process allows determining the relevance and fulfillment of objectives, efficiency, effectiveness, impact and sustainability. The evaluation may be undertaken internally, externally, or as a joint internal/external partnership.