# INTEGRATED MUNICIPALITY GOVERNANCE MODEL

No: 22-E/2022

ARGÜDEN
GOVERNANCE
ACADEMY
Good Governance for
Quality of Life

# Good governance for quality of life

# INTEGRATED MUNICIPALITY GOVERNANCE MODEL

ARGÜDEN
GOVERNANCE
ACADEMY

Good Governance for
Quality of Life

**Argüden Governance Academy Publications**
**No:** 22-E

**Authors**
Dr. İnan İzci
Dr. Erkin Erimez
Melis Türker

**Contributors**
Dr. Yılmaz Argüden
Fikret Toksöz

We would like to express our gratitude to our Advisory Board Members for their valuable contributions: Fikret Toksöz, Enver Salihoğlu, Prof. Dr. Erbay Arıkboğa, Prof. Dr. Musa Eken, Assoc. Dr. Mustafa Lütfi Şen, Ayşe Köse Badur, Hayriye Ataş, Cemil Arslan and Ferruh Tunç.

**ISBN** 978-605-2288-25-2
First publication: November, 2022

Copyright © 2022, Argüden Governance Academy
All rights reserved. No parts of this publication may be reproduced in any form or by any means without permission from the publisher. Not for resale.

Designed by Özhan Binici

**Argüden Governance Academy**
Akasya Caddesi No: 2 Göztepe Mah., Göksu
Anadolu Hisarı, 34815 İstanbul, Türkiye
Phone: +90 (216) 280 51 14
E-mail: info@argudenacademy.org

**www.argudenacademy.org**

This publication is prepared as part of the Integrated Municipality Governance Model project. We would like to thank our project partners; the Council of Europe, Marmara Municipalities Union, Sultanbeyli and Şişli Municipalities.

With the valuable support of the Embassy of the Netherlands in Türkiye.

# TABLE OF CONTENTS


**Foreword** 4

**Introduction** 7

**Our Model** 17

**European Label of Governance Excellence** 45

**Pilot Implementation and Its Results** 55

**Internal and Civil Audit Tools** 59

**Conclusion** 67

References 69

Appendix A. ELoGE Benchmark 71

Appendix B. Surveys 79

Appendix C. IMGM–ELoGE Relation Table 81

About the Authors 82

# FOREWORD

We live in a world where the need for a culture of good governance grows increasingly apparent. Good governance culture holds critical importance in building trust in the efficient utilization of resources and effective risk management. Such a culture facilitates improvements in the quality of life, sustainable development. and social harmony while dealing with climate change, pandemics, economic uncertainties, and increasing social inequality. Municipalities play an important role in improving the quality of life and supporting sustainable development efforts at the local level through their responsibilities and activities.

***Municipalities play an important role in improving the quality of life and supporting sustainable development efforts at the local level through their responsibilities and activities.***

Since its establishment in 2014, the Argüden Governance Academy has been undertaking initiatives in developing models and tools to promote a culture of good governance in Türkiye and across its borders. In 2018, we developed the *Municipality Governance Scorecard* as a global innovation model for measuring and improving the quality of governance in municipalities. Both UN and the OECD have recognized the scorecard model and methodology as an innovative tool in the public sector. This tool primarily aims to improve the level of trust between municipalities and citizens through measurement, evaluation, and information sharing regarding the prevailing quality of good governance practices in municipal processes. Similarly, the Academy has encouraged and triggered the preparation of the first municipal Integrated Report by a Turkish Municipality. Furthermore, we have developed the *Metropolitan Municipality Governance Scorecard* (MMGS) model in 2022, the first of its kind in the world. This model analyzes the practices and culture of good governance at metropolitan municipalities from a citizen-centric perspective and relies on publicly available data and documents. The MMGS model has been implemented in Türkiye in an analysis of its 27 metropolitan municipalities. Also, in 2022, the Academy developed an *Integrated Municipality Governance Model* (IMGM), again as a global innovation. The model promotes an integrated, measurable, and continuous development approach for the adoption and implementation of good governance practices by municipalities. Since municipalities directly interact with citizens as state institutions, they are considered as key institutions for fostering participatory democracy through a bottom-up manner.

***IMGM is a model that guides municipalities in evaluating their quality and performance of governance in terms of practicing good governance culture throughout their entire governing processes.***

IMGM is a model that guides municipalities in evaluating their quality and performance of governance in terms of practicing good governance culture throughout their entire governing processes. The model also helps municipalities to continuously improve the implementation quality of good governance culture and practices. One of the most important aims of this guidance is to enable municipalities to attain a level at which they can be awarded with the European Label of Good Governance (ELoGE) offered by the Council of Europe. Another benefit of IMGM is its ability to provide a practical roadmap with specific tools

and steps for municipalities to acquire ELoGE. The primary aim of the model is to improve the level of trust between municipalities and citizens while contributing to the quality of life and sustainable development efforts at the local level.

*Through this model, the Argüden Governance Academy functions as a global center of excellence for good governance by providing an international approach. We believe that good governance is the foundation for improving trust in institutions all around the world.*

The model and its anticipated benefits are in line with the vision and strategy laid out by the Council of Europe in 2008 in its Valencia Declaration. Hence, the model was also developed to support and strengthen the deployment of the Strategy in the provision of an integrated implementation model. Through this model, the Argüden Governance Academy functions as a global center of excellence for good governance by providing an international approach. We believe that good governance is the foundation for improving trust in institutions all around the world. Improved trust forms a base for an effective decision-making climate during increasingly uncertain and volatile times.

The model aims to ensure:

- adoption of an integrated thinking approach in decision making and implementation processes through considering the potential impact of decisions and activities on various social groups from economic, social, environmental, and cultural aspects,
- planning and implementation of municipal services, investment, and overall activities in an inclusive, fair, and responsive manner through improving the quality of participation,
- transparency, accountability, consistency, and supporting participatory democracy through improving the quality of information,
- effective utilization of resources and governing processes though improving the operational quality of municipal processes,
- institutional learning and supporting the sustainable development efforts at the local level through the perspective of continuous development.

*The model enables municipalities to adopt good governance principles and practices to their structures, governing processes, and activities.*

The model enables municipalities to adopt good governance principles and practices to their structures, governing processes, and activities. The model is useful for municipal decision makers and their administrations. In our previous research and projects, we have observed that municipalities require a holistic perspective in dealing with multiple challenges while satisfying the needs, demands, and expectations of various social groups. As mentioned previously, the Academy, by relying on a holistic perspective on local governance and development, has developed *the Municipality Governance Scorecard, the Inclusive Municipality Governance Scorecard, the Metropolitan Municipality Governance Scorecard, A Guide for Local Development for Business, Stakeholder Engagement: Participation in Decision Making Processes* and *Integrated Thinking* reports.

We advocate the adoption and deployment of good governance principles by municipalities in their governing structures and processes with a holistic, measurable, and continuous development perspective beyond the sole concern of regulatory compliance. Integrated thinking matters in implementing a holistic governance approach for the adoption of good governance culture and improving the quality of life for all. This sort of approach considers all relevant dynamics and factors in municipal governance.

*Integrated thinking matters in implementing a holistic governance approach for the adoption of good governance culture and improving the quality of life for all.*

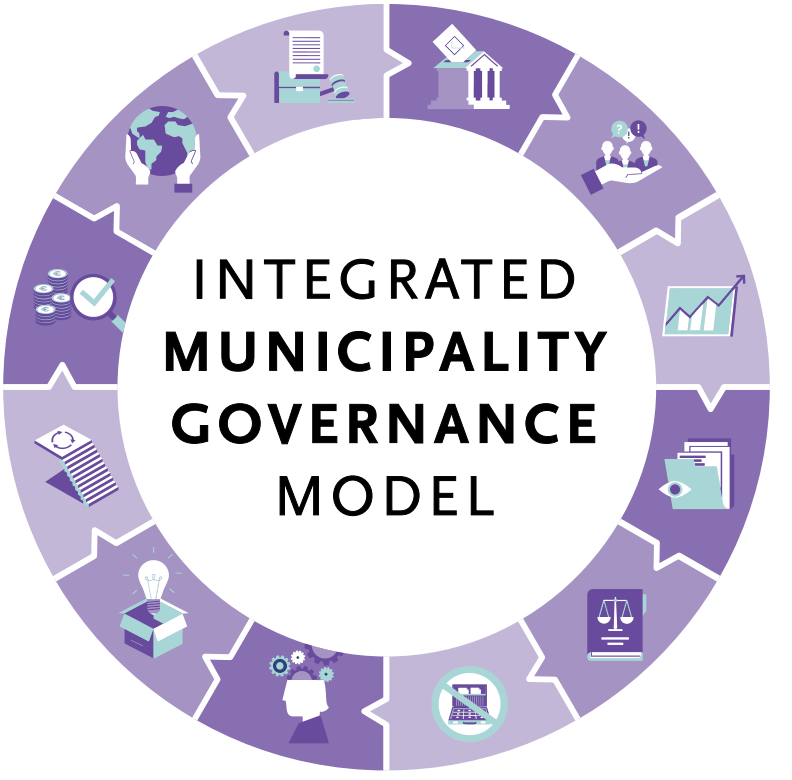
In the period of 2021–2022, we carried out a project entitled the Integrated Municipality Governance Model in partnership with the Council of Europe, Marmara Municipalities Union, Sultanbeyli District Municipality, and Şişli District Municipality. During the project, we piloted the model and observed the expected benefits of the model in improving governance quality at the two municipalities. This project helped us further improve the model's design and components. Therefore, we would like to thank our project partners for their valuable support and contributions. We also would like to express our gratitude to The Netherlands Consulate of Istanbul for supporting the project.

We hope that all member states of the Council of Europe deploy this model as it seeks to improve trust in democracy and the quality of life of its citizens. We will continue to undertake more activities in the promotion and improvement of good governance culture at the local, national, and global levels for a sustainable future. It is our belief that building a better future can be achieved by creating a vigorous climate of trust during uncertain times. Hence, we hope that the improvement of good governance culture and practices emerge as a common purpose around the world.

*We hope that all member states of the Council of Europe deploy this model as it seeks to improve trust in democracy and the quality of life of its citizens.*

Best regards,

Dr. Yılmaz Argüden
Argüden Governance Academy,
Chair of the Board of Trustees


INTEGRATED
MUNICIPALITY
GOVERNANCE
MODEL

# INTRODUCTION

Under the current global conditions, efforts for sustainable and inclusive development as well as improving the quality of life gain daily significance. We live in a transforming world. In this transformation, climate change, the effects of the Covid 19 pandemic, economic uncertainties, and increasing polarization are entangled with rising digitalization, innovations, and the struggles for sustainable development. The United Nations Development Programme (UNDP) report aptly summarizes our age as "Uncertain times, Unsettled Lives" in its title[1]. Similarly, the 2022 United Nations (UN) Sustainable Development Report underlies the current phenomenon in which multiple crises intersect and we are faced with grave natural and social risks[2]. In short, these reports emphasize the necessity of a transformative perspective, mindset, methods, and tools given the planetary assessment of sustainable development and quality of life. In specific terms, good governance, by addressing these challenges and needs, appears as the most effective way to deal with the declining level of trust in democracy and public institutions.

***Good governance appears as the most effective way to deal with the declining level of trust in democracy and public institutions.***

Improvement in the quality of life for all and the success of sustainable development efforts at global, national, and local levels both depend on effective partnership in the public, private, and civil society sectors. To adopt such an inclusive approach, both individuals and institutions need to reassess their perspectives, preferences, and behaviors. The administrative practices of public institutions are closely related with the concerns of all societal segments as these institutions hold public authority and resources. The restructuring and improvement of central and local governments are of paramount priority given the changing conditions and expectations. It is becoming necessary for public institutions to make their activities as long-term, holistic, inclusive and effective strategies. To increase the trust level towards these institutions, good governance culture needs more than ever to be internalized and practiced at every organizational unit and process.

***To increase the trust level towards these institutions, good governance culture needs more than ever to be internalized and practiced at every organizational unit and process.***

For the full assessment of environmental, social and economic risks as well as opportunities, to make development sustainable and inclusive, and increase the quality of life for all, good governance culture and principles need to be adopted by all segments of society and institutions. The trust-based climate provided by good governance will allow the best use of decisions and resources for optimal outcomes at different sectors and institutions. Good governance supports better communication, relationships, and partnerships between different actors while effectively cooperatively governing risks. Good governance also improves the use of resources in the most inclusive and effective manner.

The direct and comprehensive implementation of a culture of good governance in everyday life starts at the local level, especially in cities, and most clearly, at the level of local governments. Cities should be thus regarded as the prime sites for

1 https://www.undp.org/egypt/publications/human-development-report-2021-22-uncertain-times-unsettled-lives-shaping-our-future-transforming-world

2 https://unstats.un.org/sdgs/report/2022/The-Sustainable-Development-Goals-Report-2022.pdf

improving democracy, development, and quality of life due to their population, economic activity, and as their inherent nature as areas of opportunity. Perhaps for the above reasons, urban populations have been constantly increasing. According to 2020 figures, 55% of the world population resides in cities[3]. In relation to this fact, the challenges and quests for solutions by cities are diversifying and increasing. The role and tasks of local governments have thus gained significance in dealing with environmental, social, and economic risks while ensuring sustainable development and increase in quality of life for all. Among local governments, municipalities are in direct contact with citizens due to their infrastructure investments, provision of clean water, waste management, and social and educational activities. Although in cities municipalities are not the sole governing actors, cities are by far the most important as they govern with democratic representation and are invested with various competencies and resources. Hence, municipalities are the leading stakeholder of cities and the most effective institution in implementing state policies and plans at the local level. Additionally, municipalities hold a critical position as they are the closest public institutions to citizens and providers of various services in everyday life.

***Municipalities are the leading stakeholder of cities and the most effective institution in implementing state policies and plans at the local level.***

The significance of cities and municipalities in achieving sustainable development and improved quality of life therefore necessitates stronger good governance at the local level. The improvement of good governance culture and practices by municipalities should be seen as a high priority in dealing with various environmental, economic, and social risks while ensuring sustainable development and a higher quality of life in cities. Ensuring a climate of trust between municipalities and citizens/other stakeholders is a determining factor in mobilizing a holistic, shared mindset and resource allocation in the planning and implementation processes. There is a general need to raise the level of trust within municipal stakeholders and processes as well as with external stakeholders for the deployment of data and participation based holistic, inclusive, and effective solutions. Raising the level of trust can be best addressed by diffusing and expanding a culture of good governance.

Municipalities that are transparent, accountable, participatory, consistent, and effective in their decision-making and working processes can increase the level of trust perceived by their citizens. A climate of good governance can allow municipalities to ensure better, increased, and comprehensive cooperation with the private sector, civil society, and academic stakeholders as well as mobilize collective activities towards shared objectives. Trust facilitates early and comprehensive identification of risks and opportunities with collective intelligence and also effective management of available resources. Mobilization of institutional, financial, physical, intellectual, cultural, and social capitals belonging to the public,

3 OECD/European Commission, *Cities in the World: A New Perspective on Urbanisation* (Paris: OECD Publishing, 2020), https://doi.org/10.1787/doefcbda-en.

private, and civil society actors for a collective objective and benefits produces more inclusive and sustainable solutions. The growth of trust mainly depends on the presence of a high regard for good governance and holistic implementation by municipalities.

*The growth of trust mainly depends on the presence of a high regard for good governance and holistic implementation by municipalities.*

In the current world, municipalities are expected to manage diverse issues and processes at the local level through their workings and activities. Some of them can be listed as follows:

- Provision of necessary urban facilities (waste management, sanitation and so on)
- Protection of environment, nature, and humans
- Provision of social policy and services for the needs of diverse social groups
- Protection of human rights and especially the rights of disadvantaged groups through working relationships and gender friendly policies directed at children, youth, the elderly, and disabled
- Effective and beneficial deployment of resources
- Support for local development while protecting natural, historical, and cultural heritage as well as the rights of future generations
- Early identification of various risks (disaster, pandemic, unemployment, etc.) and ensuring the resilience of cities and municipal organizations
- Decision making and implementing activities in accordance with the central government policies and plans while cooperating with other public sector institutions
- Developing cooperation and implementing shared activities with civil society, the private sector and universities
- Responding to emerging problems, needs, and demands because of ever-changing conditions.

As municipalities directly impact nature and individuals in various ways, these institutions need to improve good governance culture and practices to respond to and meet these expectations in a holistic, inclusive, and effective manner. Adopting such an approach enables municipalities to use their competences and resources provided by legislation so that they can address the expectations of citizens and other stakeholders. Fulfilling this role in a trust-based climate will increase the level of performance and stakeholder satisfaction. Despite climate change, the Covid 19 pandemic, economic uncertainties and rising polarization, municipalities can effectively realize their goals towards sustainable development and quality of life by improving good governance.

*Despite climate change, the Covid 19 pandemic, economic uncertainties and rising polarization, municipalities can effectively realize their goals towards sustainable development and quality of life by improving good governance.*

## Good Governance

Good governance essentially rests upon the concept of trust. The success of institutions and their provision of expected benefits can be ensured through the trust of internal and external stakeholders. A climate of trust allows using the resources of others and access to a common pool of resources. Good governance can be realized by institutions with the application of certain principles to institutional structures, mechanisms, and tools.

***Good governance essentially rests upon the concept of trust. The success of institutions and their provision of expected benefits can be ensured through the trust of internal and external stakeholders.***

The adaptation of a good governance culture in municipal political, administrative, and fiscal operations as well as the application at governing stages requires the following:

- Fair and inclusive assessment of all stakeholders' needs and demands
- An environment of inclusive and meaningful engagement and cooperation
- Consistent, responsible, fair, and participatory decision-making and resource allocation
- Sharing in a transparent and meaningful way to all stakeholders for the reasons and possible effects of decisions taken
- Publication and accounting for the resources (inputs) used for the implementation of decisions, the achieved results (outputs), and the impacts on different groups to the stakeholders in a transparent and data-based manner
- Measurement and evaluation of the effectiveness and efficiency of the decision-making processes
- Institutional learning and openness to continuous development
- Development of an integrated and consistent approach during institutional operations.

Good governance can be realized at any context and institution when there is a need to govern shared risks and benefits. Not only at public, private, and civil society sectors, even at the household level can the good governance principle be observed. A trusting environment results, one which allows the production of much better holistic, inclusive, effective, and sustainable values.

## Quality of Good Governance at Municipalities and Its Label

There are various approaches and methods for improving the quality and degree of good governance at municipalities. Among the most comprehensive and measurable ones, the Council of Europe's (CoE) approach comes to the top. The CoE was established in 1949 and currently 46 member countries are members of

this international institution. Upon the decision and commitment of its member countries, the CoE works to strengthen democracy, human rights, and the rule of law in its member states.

On 16th October 2007, the Valencia Declaration was issued at the Ministerial Conference of its member states. This declaration was issued so that "effective democracy and good governance at all levels are essential for preventing conflicts, promoting stability, facilitating economic and social progress, and hence for creating sustainable communities where people want to live and work, now and in the future"[4]. The Declaration aims to promote good democratic governance and its 12 principles at the local level in the member states. These principles are:

*Effective democracy and good governance at all levels are essential for preventing conflicts, promoting stability, facilitating economic and social progress, and hence for creating sustainable communities where people want to live and work, now and in the future.*

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

In 2008, following this Declaration, the CoE also issued the Strategy for Innovation and Governance at the Local Level to implement these principles. This Strategy expresses the notion that good governance is required at all public sector institutions and the local level is the most appropriate scale. The main goal of the Strategy is defined as "mobilization of all stakeholders at national and local levels to provide the benefits of governance at a local level". Furthermore, three objectives are specified to achieve the Strategy:

1. Citizens are placed at the heart of all democratic institutions and processes.
2. Local authorities constantly improve their governance in accordance with the 12 governance principles.
3. States create and maintain institutional preconditions for the improvement of governance at the local level.

4 https://www.ftr-bg.org/wp-content/uploads/2019/10/Valencia_Declaration_MCL-1520075final_EN.pdf

The vision and strategy developed by the CoE puts citizens at the heart of local democracy, prioritizes democratic participation and public ethics, and improves the local governance approach that meets the changing demands of citizens. To measure and recognize the quality of the standard based on the 12 governance principles, the Centre of Expertise for Good Governance generated the European Label of Governance Excellence (ELoGE) Benchmark. Within this scope, the level of good governance is measured relying on the 12 principles and corresponding 97 indicators with the evidence submitted by local authorities. Municipalities which fulfill the necessary threshold are awarded the Label. It aims to continuously improve good governance at municipalities and increase the level of governance standards.

## Integrated Municipality Governance Model

Although the CoE provides various tools and good practices for acquiring ELoGE, municipalities need a model to holistically implement the Label and continuously improve. The Argüden Governance Academy in partnership with the Centre of Expertise for Good Governance of the CoE as well as the Marmara Municipalities Union, Sultanbeyli and Şişli Municipalities have completed a project where the Academy developed the Integrated Municipality Governance Model (IMGM) to implement integrated good governance in municipalities and continuously improve.

The aim of developing the IMGM was to holistically operationalize and make effective good governance in the municipalities' organizational structure and governing stages with a view to contribute towards the efforts for sustainable development and increasing the quality of life.

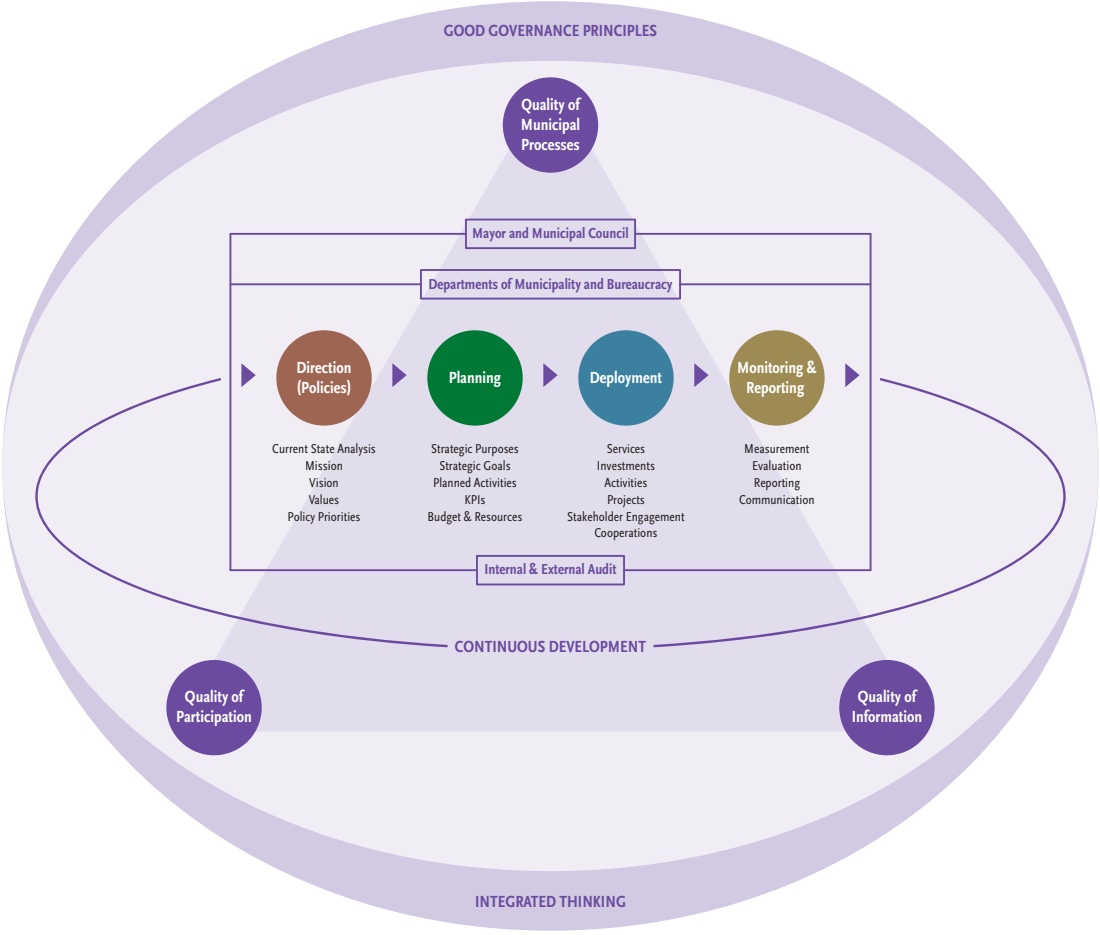
***The aim of developing the IMGM was to holistically operationalize and make effective good governance in the municipalities' organizational structure and governing stages with a view to contribute towards the efforts for sustainable development and increasing the quality of life.***

The main function of the Model is the adoption of all good governance principles at the political, administrative, and fiscal structures of municipalities and their governing processes while regularly measuring it for improvement. In the end, the Model can guide implementing and acquiring the ELoGE in a practical manner as well as continually hold to it.

The IMGM aims to achieve the following four objectives:

1. Strengthening good governance culture at the local level in general and holistically at municipalities in specific
2. Facilitating the standardization of the quality of governance by municipalities and contributing to the acquisition of an international label in recognition of these efforts

## Integrated Municipality Governance Model©




Argüden Governance Academy © 2022

3. Operationalization of all good governance principles at all governing processes and steps with an integrated governance approach
4. Continuously and holistically improving good governance at municipalities through measurement

The Model should be seen as a governance innovation for the implementation of the CoE's good governance principles. Also, the IMGM can be considered a tool for acquiring the European Label of Governance Excellence which aims to standardize the quality of governance at local authorities. This process would

contribute to the strengthening of good governance at institutional structures, processes, and practices in a practical manner. The improvement of good governance at municipalities would serve to increase decision-making, resource use, and quality of service delivery as well as continuous institutional development. In summary, the IMGM contributes to sustainable development, the quality of life, and democratization via the betterment of local policy making and service delivery.

***The improvement of good governance at municipalities would serve to increase decision-making, resource use, and quality of service delivery as well as continuous institutional development.***

Integrated governance and the Model that reflects this presuppose approaching good governance principles in a holistic manner. This approach is designed to implement good governance principles at municipal structures and workings in an integrated way and supports the continuous development of the quality standard of governance towards excellence. Through these steps, the efforts for sustainable development and quality of life are expected to increase through introducing the notion of excellence in governance at municipalities.

With the implementation and continuous improvement of good governance principles holistically, consistently, and effectively at all municipal structures, processes and practices, achievement of the following benefits is anticipated:

- Continuous improvement of the level of trust between municipalities and citizens
- Early, comprehensive, and effective identification of various (environmental, economic, social etc.) risks and benefits at the local level
- Holistic, inclusive, and participatory design and delivery of services, investments, and all activities
- Responding to the problems, needs, and demands of various social groups and individuals in the fastest, most holistic, and inclusive ways
- Stimulating the use of data, evidence, and measurement methods in decision-making and resource use
- Strengthening institutional agility and resilience with continuous learning
- Balancing short-, medium-, and long-term decisions and activities
- Optimization of communication, cooperation, and coordination between municipal governing layers and units
- Institutional use and development of fiscal, human, technological and other capitals effectively and efficiently with a focus on impact
- Strengthening the practices of local democracy, the right to city, and active citizenship
- Effective daily implementation of economic, social, and cultural civic rights

- Achieving holistic, consistent, and effective communication and cooperation with citizens, civil society actors, and other stakeholders
- Strengthening and diffusion of the good practices on good governance between municipalities
- Increasing consistency of global and national policies and plans

All the above listed benefits allow municipalities, as democratic local public institutions, to fulfill their roles more comprehensively and effectively in improving sustainable development and the quality of life for all.

It is also necessary to underline the fact that the IMGM is designed to be implemented by different countries to contribute to the improvement of good governance at global, national, and local scales.

***IMGM is designed to be implemented by different countries to contribute to the improvement of good governance at global, national, and local scales.***

# OUR MODEL

Adoption of a good governance culture can be achieved through the implementation of good governance practices and principles in all the administrative mechanisms, tools, structures of an organization. Municipalities need to implement these practices and principles in all their processes and continuously develop them so as to successfully deal with challenges. Organizations need to measure the performance of implementation of good governance practices in all their processes so that they can evaluate and identify areas of improvement. This identification is key for continuous growth. Such an approach will enable organizations to utilize and benefit from the implementation of good governance practices.

Principles such as transparency, accountability, and participation are included in the regulatory frameworks of most countries. These principles have been adopted in municipal processes in some manner. Even though adoption of these principles is required by regulation, they are implemented with a piece meal and silo perspective. In other words, implementation of good governance practices in a holistic manner with a consistent perspective has not been conducted. Good governance principles are mostly considered as a compliance issue rather than as a culture. There is no mechanism to monitor and measure the performance of implementation of good governance principles in most organizations. However, when performance is not measured, it cannot be improved. There is a need for implementation of good governance practices in all processes of a municipality; there is also a need for monitoring and performance measurement systems for these practices for continuous improvement. Good governance practices enable management quality and inclusiveness and effectiveness of performed activities. Good governance is key for trust by others.

***When performance is not measured, it cannot be improved. There is a need for implementation of good governance practices in all processes of a municipality; there is also a need for monitoring and performance measurement systems for these practices for continuous improvement.***

Municipalities have a responsibility for supporting sustainable development of the city and improvement of the quality of life of citizens. Municipalities have an important role in implementation of local participatory democracy, social cohesion as well as peace and active citizenship. Good governance culture helps municipalities to manage risks better, effectively deal with demands and expectations of stakeholders, develop more inclusive, fair, and effective policies.

Implementation of an integrated governance model could help to:

- Enable good governance culture in all structures and processes of municipalities,
- Support sustainable development efforts,
- Improve quality of life citizens through satisfaction of demands of different social groups.

Such a model would help to adopt good governance principles in all systems of municipalities starting from top management of municipality through to the lowest levels of decision making. This model would improve the quality of decision making, clarify the authority of each level, and ensure the measurement and improvement of the performance of good governance practices.

Argüden Governance Academy has developed an integrated model to improve and disseminate good governance practices in municipalities by considering the vision, strategy, and principles provided by the Council of Europe. The model enables measuring the performance of good governance practices in municipalities. The model supports municipalities in their efforts for gaining the European Label of Governance Excellence (ELoGE). IMGM aims to:

***Argüden Governance Academy has developed an integrated model to improve and disseminate good governance practices in municipalities by considering the vision, strategy, and principles provided by the Council of Europe.***

- Improve the quality of decision-making processes,
- Enhance resource development, resource allocation, and utilization processes,
- Implement participatory and collective decision-making processes,
- Support and develop collective action and collective problem-solving culture,
- Enable effective risk management processes to prepare for risks before they occur,
- Enable resilience through agile decision-making processes,
- Better the quality life of citizens through performing effective and efficient activities,
- Heighten trust between citizens and municipalities.

Municipalities create value for all stakeholders such as:

- Providing solutions for existing and future problems,
- Planning and performing satisfaction of existing and future needs of stakeholders,
- Protecting cultural, historical, and environmental assets,
- Supporting social and economic local development,
- Offering inclusive and participatory service delivery to all groups in society, an act which helps to improve the wellbeing of disabled groups,
- Creating value for all stakeholders.

The determination of a value creation approach starts with identification of common needs and demands of stakeholders. These demands and needs help to shape municipality's:

- Policy priorities and policy goals,
- Vision,
- Strategy, activities, and KPIs,
- Administrative structures.

A municipality needs to understand the needs and expectations of its stakeholders, evaluate its institutional capacity and capabilities, and analyze the local ecosystem in its strategy making processes. If a municipality conducts its strategy making processes and shares its priorities, goals, activities, value creation journey in a transparent manner with its stakeholders, trust in the municipality would increase. Trust would help to mobilize stakeholders' resources to support the value creation journey of the municipality. The success of the value creation journey could be ensured by keeping strong the trust of the stakeholders and by implementation of good governance practices. Such a goal could be achieved by implementing holistic good governance and continuous improvement of governance practices.

*The success of the value creation journey could be ensured by keeping strong the trust of the stakeholders and by implementation of good governance practices. Such a goal could be achieved by implementing holistic good governance and continuous improvement of governance practices.*

## Features of the Model

The main aim of the Integrated Municipality Governance Model© (IMGM) is the adoption of a good governance culture in all administrative structures and processes of municipalities. The model enables us to continuously monitor and measure the quality of implementation of good governance practices and to support the continuous development of good governance practices.

Each jurisdiction has its own state system, regulations, geographical, and social characteristics. All these items shape the municipality's structure, responsibilities, tasks, and activities. Even though there may be differences in operational characteristics, common values and characteristics should exist for the implementation of participatory democracy at the local level. These common values could be materialized by implementation of good governance principles with a holistic perspective.

Common characteristics are:

- **Public value creation:** Both elected (political) and appointed (bureaucracy) individuals need to make their decisions and perform activities for solving problems and satisfaction of needs of stakeholders regarding social, economic and environmental issues with public value creation in short, medium, and long-term perspective(s).
- **Legitimacy based on representation, participation, and accountability:** The legitimacy of a municipal administration could be achieved by the election of decision makers (municipal council members) by free democratic election processes and implementation of municipal processes according to the rule of law and accountability perspectives. Participation and making recommendations for the decision-making processes of the municipality's decision-making process could strengthen this legitimacy.

- **Utilization of public resources:** The municipality's resources are obtained through taxes, fares collected from stakeholders and revenues from municipal assets. All activities have been performed through utilization of public resources.
- **Employment of civil servants:** Civil servants have been employed according to regulations. The job descriptions of and assigned tasks to the civil servants must be performed in line with regulations.
- **Compliance with the rules and laws:** Establishment, structuring, responsibilities, authority, and operations of a municipality have been made, designed, and operated according to regulations.
- **Operating according to predefined processes:** Municipalities perform their activities according to predefined processes for creating public value. These processes are:
  - **Political/democratic decisions and activities:** Fundamental goals and activities are determined by political representatives. Elected officials are responsible and accountable for these decisions.
  - **Administrative decisions and activities:** Administrative decisions are taken to operationalize decisions taken by political decision makers. The implementation of these decisions is performed according to regulations.
  - **Fiscal decisions and activities:** Resource allocation for each goal and activities has been made based on the approved budget. The fiscal performance is monitored and reported.

There is a need for a mechanism for implementation of good governance principles with holistic perspective and for monitoring to evaluate the quality of implementation to improve good governance practices. The IMGM model has been developed based on the above-mentioned values, characteristics, and principles.

The above model would help to improve:

1. Implementation of good governance practices in municipalities through adoption of integrated thinking perspective,
2. Implementation of good governance practices in all administrative structures, decisions, and processes of municipalities,
3. Measurement of the quality of implementation of good governance practices in a continuous manner and ensuring continuous development of good governance practices.

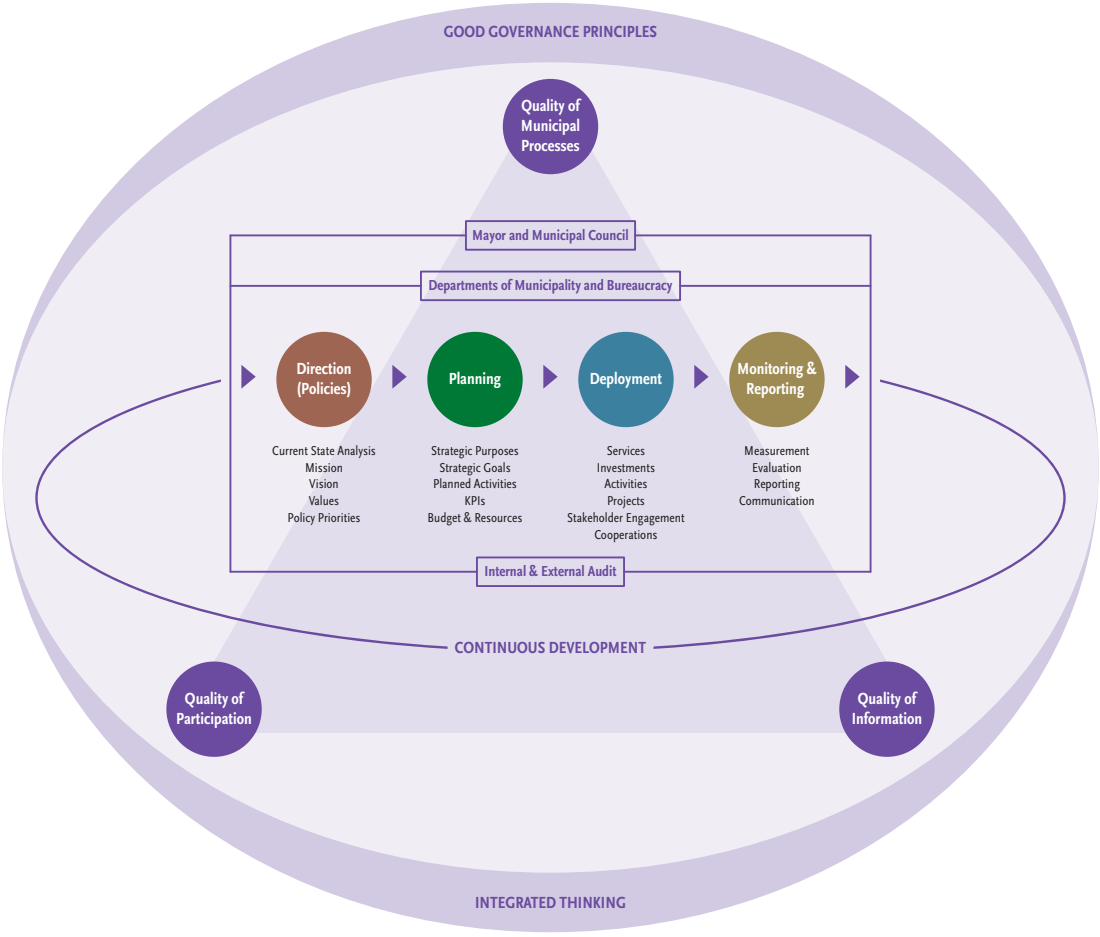
***The Model would help to improve:***

***Implementation of good governance practices in municipalities through adoption of integrated thinking perspective.***

***Implementation of good governance practices in all administrative structures, decisions, and processes of municipalities.***

***Measurement of the quality of implementation of good governance practices in a continuous manner and ensuring continuous development of good governance practices.***

## Integrated Municipality Governance Model©




Argüden Governance Academy © 2022

The model has three components that support the above improvement areas:

### 1. Integrated Good Governance Approach

The adoption of good governance principles with an integrated, holistic perspective in all administrative structures, processes, and activities of the municipality considering the effects of the ecosystem. An integrated good governance approach could be implemented by the adoption of an integrated thinking perspective to understand the interaction between resources, processes, activities, outputs, and outcomes.

The adoption of a good governance principle throughout municipal systems and mechanisms would improve the quality of decision making as well as efficient and effective allocation and utilization of resources. Inclusive and participatory decision-making practice would help to strengthen fairness of decisions and accountability of the organization. Information quality could be ensured through providing information with different perspectives, and in a comparable form. Providing good quality information would help to improve trust in the municipality as well as the transparency and accountability of municipality.

When a municipality's institutional capacity is good, operational processes are effective and efficient; if it has a strong financial position, the municipality could perform services and make investments that would help to improve the quality of life of its citizens. The municipality needs to make decisions considering the impacts of decisions in the short, medium, and long term, a practice which is the adoption of a sustainability perspective. The sustainability perspective is important for considering the quality of life of current and future generations.

***The adoption of a good governance principle throughout municipal systems and mechanisms would improve the quality of decision making as well as efficient and effective allocation and utilization of resources. Inclusive and participatory decision-making practice would help to strengthen fairness of decisions and accountability of the organization.***

### 2. Deployment of Integrated Good Governance Practices to Municipal Structures and Governing Processes

The operationalization of good governance principles should take place at direction setting/policy decisions, resource allocation, implementation, and monitoring and evaluation stages of public value creation chain in municipal structures and processes. Operationalization of good governance principles would enable ethical behavior and the rule of law in municipal processes. All of these practices would strengthen transparency and accountability of the municipality and its financial position.

Integrated good governance practices would ensure the adoption of a holistic perspective starting from decision making to the implementation stages of municipal processes. A holistic perspective would make planning and implementation with the participation of internal and external stakeholders, a practice which would help reach goals more easily. Forming cross departmental teams in the organization make agile decisions that would improve the resilience of the municipality.

The integrated good governance approach is the basis of the developed model. Operationalization of integrated good governance practices would be achieved by strengthening three systems of the municipality. These three systems that need to be strengthened are: quality of municipal processes, quality of information, and quality of participation.

**See:** Quality of Municipal Processes, Information, and Participation, pages 31–34

### 3. Continuous Development of Good Governance Practices

Continuous development of good governance practices could be achieved through:

- Belediyenin karar, uygulassons learned in decision making and implementation processes,
- Experiences gained through internal and external audit processes,
- Performance evaluations,
- Best practices of other municipalities,
- Trends and changes in the ecosystem.

Institutional learning would improve the quality of decision making and outputs and outcomes of implementation of these decisions. Experience gained in previous decision-making processes in similar issues would guide decision making so that previous problems could not occur, and previous mistakes could not be made.

*Institutional learning would improve the quality of decision making and outputs and outcomes of implementation of these decisions.*

The most important issue in the implementation of the development process is the identification of correct key performance indicators to monitor the progress and evaluation of performance in the collective mind. Such an approach ensures implementation of the holistic perspective with the collective mind.

All three components complement and support each other. These components will be explained in the following sections.

# 1. Integrated Good Governance Approach

IMGM could be implemented by adopting integrated thinking perspectives in decision making processes. This perspective would help to:

- Consider an organization with holistic approach,
- Achieve more inclusive and effective outcomes,
- Direct interaction between internal and external stakeholders to common goals,
- Utilize resources more effective and efficient manner,
- Manage risks more effectively.

## Integrated Thinking

Integrated thinking is the active consideration by a municipality of the relationships between its various operating units, the resources that the organization uses, and the ecosystem it operates. Integrated thinking ensures integrated decision-making that considers value creation in the short, medium, and long term.

The perspective includes:

- Consideration of all resources used by the organization in all dimensions,
- Focus on all internal functional and operational structures to the common goal of public value creation,
- Elimination of silo-based structures so that organization could be holistic, agile, and outcome oriented,
- Identification and management of effects of ecosystem on organization's policies and activities in reaching its goals,
- Review the interaction between outputs and outcomes of municipal activities for long term value creation in decision making processes.

An integrated thinking perspective requires working with internal and external stakeholders to evaluate the performance of the municipality in all different dimensions.

This perspective assumes that silo-based operation is not appropriate for today's fast changing environment and challenges. Implementation of the integrated thinking perspective would help strengthen internal and external relationships with stakeholders. Strengthened relationships would then attract different perspectives in an inclusive manner, enabling the development of new policies and solutions for today's issues. All stakeholders would be part of the value creation journey.

Integrated thinking assumes that organizations need a number of resources; financial resources are just one.

- **Financial Capital:** All monetary resources of the municipality such as cash, loans, reserves, and so on.
- **Human Capital:** It includes skills, competencies, and motivations of employees.
- **Relationship Capital:** Strengths and weaknesses of municipality in its relations with its stakeholders.
- **Intellectual Capital:** A municipality's knowhow and innovating capability.
- **Manufactured Capital:** Assets owned by the municipality and infrastructure used by the municipality.
- **Natural Capital:** Natural resources such as water used by the municipality in performing its activities.

Implementation of an integrated good governance approach based on an integrated thinking perspective would improve the effectiveness of municipal activities and the performance of municipal units. This approach could enable holistic, effective, efficient, rapid, and innovative solutions for existing challenges. The approach encourages collective decision making.

*Implementation of an integrated good governance approach based on an integrated thinking perspective would improve the effectiveness of municipal activities and the performance of municipal units.*

Municipal activities are performed by collective action of different municipal units. Coordination and cooperation of these activities could be achieved through forming teams from all related units. These teams could plan the activities in a collective manner, a practice which would improve the municipality's performance and eliminate inefficiencies. Such an approach would ensure agility and resilience of the municipality.

The Council of Europe has identified 12 good governance principles for local governments (Principles have been explained in European Label of Good Governance Excellence section).

**See:** European Label of Governance Excellence, page 45

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

Adoption of the twelve principles in all processes of the municipalities, starting from municipal council and mayor to the lowest level including audit units, would help to strengthen good governance practices in municipalities. There are indicators for each principle that could be used to measure and evaluate the quality of implementation. Improvement areas have been determined based on the findings of these evaluations.

## Integrated Good Governance Approach

The integrated good governance approach is the adoption and implementation of good governance principles in all structures, mechanisms, processes, and activities of municipalities.The approach requires:

- understanding interaction between principles
- considering each principle from a holistic perspective
- adopting related principles for each municipal process.

Each decision must be made based on the principles and performance of the outputs, and outcomes must be evaluated according to the principles.

Each unit needs to adopt related principles in its operational processes so as to improve the quality of decision making and service delivery. These practices would strengthen the adoption of governance culture in all municipal processes. All principles could be aligned to the related municipal processes.

For example: The municipal council and social support unit of a municipality must consider participation, responsiveness, effectiveness, capacity and competence, sustainability, long-term orientation, sound fiscal management, and human rights principles in their decision-making processes.

The adoption of the good governance principles framework would increase success when:

- Issues have been considered through the inclusion of all related parties who are affected and who could have power to affect,
- Cohesion between policies and processes with set goals are controlled,
- Resource availability is monitored,
- Value creation performance is evaluated,
- Decisions are made in an inclusive and participatory manner.

The integrated good governance approach helps create common goals for internal and external stakeholders that all parties could work on. This approach improves 'solidarity' in the organization. Integrated good governance helps manage and avoid unintended interactions and impacts. This practice improves the dissemination of good performance standards. Collective decision making, solution development, innovation, and evaluation are parts of the integrated good governance implementation of this approach.

The integrated good governance approach supports effective allocation and utilization of resources. The approach recommends using materiality analysis before resource allocation

The material issues of a municipality include all risks and opportunities that affect achievement of its goals. Materiality is key for effective risk management, allocating necessary resources, and taking necessary measures for effectively dealing with risks.

The integrated good governance approach encourages the adoption of a holistic perspective in the decision-making processes. This approach allows participants to consider and evaluate each decision with different perspectives and from various dimensions. Such an approach enables the inclusion of all related stakeholders in decision making processes for better decision-making quality.

All six capitals explained in the integrated thinking box are critical in the adoption of a good governance culture. Each principle needs to be analyzed to understand the effect on utilization of these capitals.

The integrated good governance approach is a continuous loop where previous experiences and lessons learned are always utilized to improve good governance practices.

The adoption of an integrated good governance approach at each level of the municipality ensures effective, inclusive, sustainable activities by municipalities.

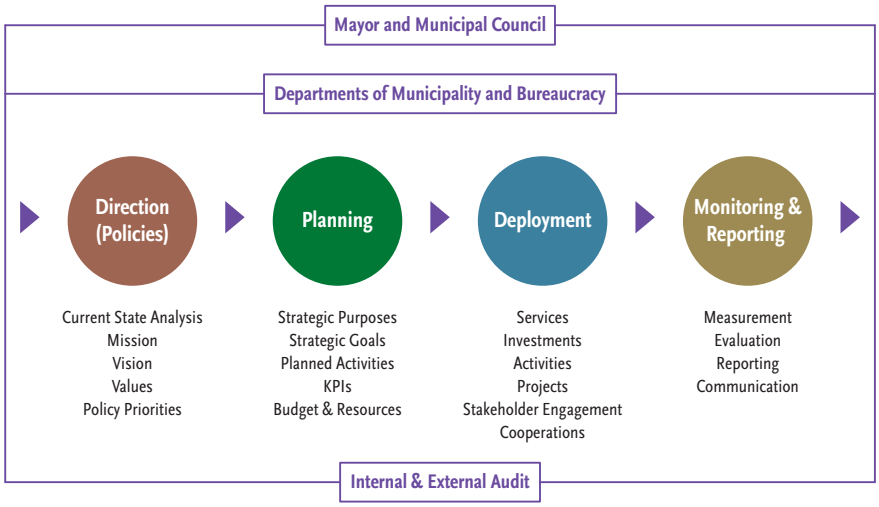
The Argüden Governance Academy has included an integrated thinking perspective and 12 good governance principles of CoE in its projects of *the Municipality Governance Scorecard* in 2018 and *Metropolitan Governance Scorecard* in 2022. The adoption of good governance principles in municipal structures, mechanisms, and operational processes have been analyzed with a citizen centric perspective in an evidence-based manner. The Municipality Governance Scorecard model has been considered a good practice by the United Nations and OECD.

# 2. Deployment of Integrated Good Governance Practices to Municipal Structures and Governing Processes

Municipal structures, administrative, and operational processes are regulated. When the structures of municipalities are analyzed, three components in the structure interact.

***When the structures of municipalities are analyzed, three components in the structure interact: Mayor and Municipal Council, Municipal Bureaucracy, Internal and External Audit.***

The first component contains elected municipal council members and the mayor who represents the political wing. This group is the main decision-making body of the municipality. They identify policy priorities and endorse the municipality's strategy and action plans. The municipal council evaluates the performance of the bureaucracy and the mayor at the end of each period. The political body has a responsibility for political, administrative, and fiscal matters. The municipal council has the responsibility to conduct a financial audit at the end of each financial year.




The Integrated Municipal Governance Model needs to be owned by the political body to be disseminated in the entire municipal structure, mechanisms, and processes. If this dissemination is successful, it could be operationalized in the entire system. The role and ownership of the leadership will be key for acceptance by the system. When the leaders adopt twelve principles in their decision-making processes, such decisions would be more inclusive, more transparent through high quality information sharing, and those decisions would improve the effectiveness and efficiency of municipal structures, mechanisms, and processes that better the quality of municipal processes.

The second component is the auditing bodies. These bodies control if the operations, activities, processes have been conducted in compliance with the rules, regulations, values, and principles through audits. They provide an important opportunity to identify improvement areas. Therefore, audits are part of the continuous development process.

Two types of audits are common: internal and external audit(s) by the central authority. Another component could be added to the audit perspective which would be the voluntary civil audit processes. A civil audit could provide improvement opportunities based on the civil society's perspective and could keep the municipal system under control against corruption. When audit processes and good governance culture are run in harmony, the implementation of good governance practices in all processes of municipalities is strengthened. Two tools for understanding the quality of adoption of twelve principles, one for the internal audit and one for the civil audit, have been developed and provided in the following sections.

**See:** Appendix B. Surveys, page 79

The third component is the municipal bureaucracy. They make decisions and plans and perform activities based on decisions taken by the political body. The adoption of a good governance culture into their processes would help them more effectively conduct their day-to-day operations. Adoption would also enable institutionalization of good governance culture in municipal structures, mechanisms, and processes.

When the administrative processes of a municipality are analyzed, there are four steps of activities:

*When the administrative processes of a municipality are analyzed, there are four steps of activities: Direction and Policies, Planning, Deployment, Monitoring and Reporting.*

## A. Direction and Policies

A detailed current state analysis should be conducted before determining direction and policies. Current state analysis needs to contain an understanding of local conditions, needs, demands, and expectations of stakeholders through a participatory and evidence-based manner. Current state analysis would form the base and be useful in determining goals and policy priorities. The quality of participation, information, and municipal processes as well as an integrated thinking perspective and adoption of good governance culture are important for the quality of the activities at this stage.

## B. Planning

The strategic plan of the municipality is prepared at this step. Strategic purposes and goals are identified in line with municipal policy priorities. Activities and a road map for reaching goals are accordingly prepared. Key Performance Indicators (KPIs) are formed to monitor the performance of strategy implementation.

Strategic purposes and goals can be achieved if resource allocation is in line with strategic priorities. Therefore, the budget of the municipality must be prepared based on capabilities, capacities, and the attainable resource pool of the organization.

The adoption of the quality of participation, information, municipal processes as well as an integrated thinking perspective and good governance approach improves the quality of the planning process. Effective planning enables improving the quality of life and supports sustainable development efforts. Strategic planning and the relationship with quality of life is explained in The Council of Europe's Strategic Planning Tool.

*Effective planning enables improving the quality of life and supports sustainable development efforts.*

### C. Deployment

The delivery of planned services, projects, and investments are accomplished by the municipal bureaucracy at this step. The support of external stakeholders can be utilized in some of these activities. There may be planning updates based on experienced challenges during the deployment processes. Good governance culture enables a holistic, inclusive, effective, and resilient deployment process. The quality of municipal processes is critical for the success of deployment.

*Good governance culture enables a holistic, inclusive, effective, and resilient deployment process.*

### D. Monitoring and Reporting

The performance of the municipality is understood at this stage. KPIs are reviewed and the performance according to each KPI is identified. Resource use and financial results are analyzed and compared with the budget. The results are compared with previous periods to understand the trends in each key financial and operational issue. If municipalities have subsidiaries, they need to prepare consolidated financials to show the real picture of the municipality. The collected data regarding operations and financial position is reported to internal and external stakeholders. The quality of information provided through reporting is an important determinant of trust level. The information provided needs to be clear, understandable, and in line with the accountability perspective.

## 3. Continuous Development of Integrated Good Governance Practices

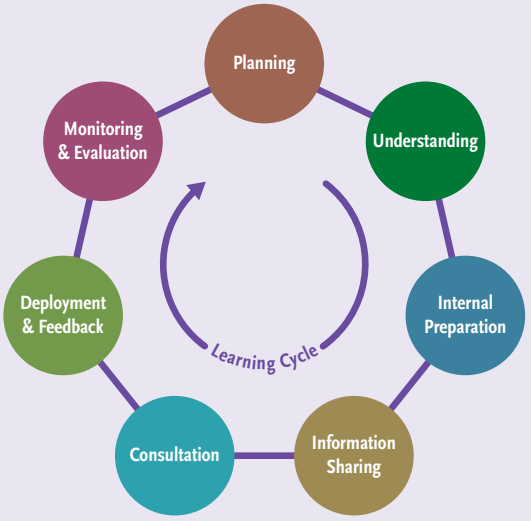
Municipalities need to continuously develop good governance practices to deal with changing ecosystems and challenges. Continuous development can be successful if based on measurements, performance evaluations, and previous experiences. Continuous development is an enabler of trust to the municipality. Continuous development improves the capability of the municipality in finding holistic, inclusive, effective, and sustainable solutions for changing problems. It ensures public value creation in the short, medium, and long term.

## Quality of Participation

The quality of participation is related to how the participation process is conducted and the outcomes of the process. A good quality participation process needs to:

- Ensure participation of all related and key stakeholders,
- Use engagement methods of workshops, one to one interview, and focus groups in addition to surveys since these methods allow direct engagement with stakeholders,
- Inform and give feedback to all related stakeholders throughout the participation and implementation processes,
- Affect the final decisions on targeted issues,
- Be conducted in line with a meaningful participation process.

A meaningful participation contains seven steps




**Planning:** The purpose of participation, what are the issues that would be discussed and who will participate in the process are determined at the planning stage. The stakeholders would be determined according to the following steps:

- takeholders are people or groups who are directly or indirectly affected and have the capability to affect the issue.
- How the issue of participation affecting stakeholders is understood.
- A stakeholder map is prepared.
- Segments have been formed based on the needs, demographics, and so on of the stakeholders.
- Methods and tools for reaching each segment are discussed.

**Understanding:** Research needs to be conducted to understand their needs and wants as well as how these issues are related to the municipality's plans and policy priorities. The research includes understanding the motivation of parties for engagement. This research is mapped and aligned to the stakeholder map. The correlation of stakeholders' expectations with municipal plans and policies is discussed at this step.

**Internal Preparation:** Time, human resources, and financial resource planning are made at this step. Possible commonalities between stakeholders' expectations and municipality are identified to form win – win cases. The materiality of the processes from the municipality's perspective is discussed at this stage as well. People who will participate in the stakeholder engagement process are trained to develop a mutual understanding in the municipality.

**Information Sharing:** Each stakeholder group has a different trust level. Therefore, information sharing regarding the engagement process is important for preparation. The shared information format must be in line with capabilities of each participating group, such as preparing documents in a foreign language for immigrants. The information kit is shared with stakeholders by invitation. If stakeholders use this information and prepare themselves for the engagement, the process will be more fruitful and efficient. Participants must represent all related groups. Inclusion is critical for the success of the process.

**Consultation:** Preparation of the proposal according to findings of previous studies can be useful for preparing a proposal in line with the expectations of stakeholders. Such a move may have a positive impact on the atmosphere. Providing contextual and complete background information is useful. Negotiations must be realistic, and commitments must be in line with capabilities. The process must be conducted on material issues for both municipality and stakeholder. There must be a two-way communication during consultation. None of the parties dominate the consultation process.

**Deployment and Feedback:** Policy proposals have been prepared according to the results of the consultation process. The proposals must be fair, inclusive, evidence based and holistic in line with integrated thinking perspective. The proposal must consider the needs and expectations of stakeholders. The municipal decision maker makes the final decision according to the prepared proposals, the municipality's capabilities, and policy priorities. After the decision is taken, all stakeholders must be informed regarding the decision. This information must contain:

- the decision,
- who participated in the consultation,
- what are the views and recommendations received during the process,
- which of these views and recommendations have been considered in preparation of the proposals; why have some views been considered and recommendations included in the proposals; why others not?

Such information sharing improves trust in the municipality by stakeholders.

**Monitoring and Evaluation:** Activities related to decisions taken are monitored and evaluated at the municipality. Transparency is important at this step. Regular information sharing to the stakeholders is important for transparency as well as gaining and preserving trust. Stakeholders can monitor the performance of the municipality and understand the reasons for positive and negative deviations from planned goals.

Meaningful participation enables informed inclusive stakeholder engagement. The stakeholders' trust improves with continuous information sharing. Meaningful stakeholder engagement ensures and motivates participation of stakeholders to the following engagement processes.

## Quality of Municipal Processes

The deployment of performance management systems and tools are important for the continuous development of human resources. This system motivates people if used in a fair manner.

The transparency of decision-making processes is a requirement of the integrated good governance approach. Transparency ensures trust; trust in turn enables communication and discussion of views, ideas, and recommendations by employees in the organization. Such an environment can enable innovation of administrative and operational processes.

The improvement of municipal capacity on good governance practices, human resources, financial processes, data management, and institutional structuring can improve the resilience and sustainability of the municipality. Strengthened capacity can improve effectiveness and efficiency, key enablers for producing public value.

Data management is significant for the measurement of performance of activities. Performance measurement shows if any improvement areas exist. Data management is key for complaint management as well. Complaint management helps to identify which processes must be improved or redesigned according to changing needs and expectations. Complaint management improves relations with stakeholders and improves the perception of the municipality, both of which are highly correlated with satisfaction levels.

The quality management perspective is important for the effective and efficient management of municipal processes. A good example for this perspective is the EFQM2020 model. The model aims to measure where the organization is positioned at the value creation journey and shows the areas for improvement to reach proposed value. This perspective creates an understanding of how to continue the journey to successfully achieve value creation targets. The model significantly improves the performance of an organization.

The EFQM model recommends adopting a citizen centric long-term perspective to create for all stakeholders. The EFQM model has been founded on three simple questions:

- "Why" does this organization exist? What Purpose does it fulfill? Why this particular Strategy? (Direction)
- "How" does it intend to deliver on its Purpose and its Strategy? (Execution)
- "What" has it actually achieved to date? "What" does it intend to achieve tomorrow? (Results).

This logic helps to build an effective, efficient organization in line with the requirements of good governance culture.

Characteristics of quality of municipal processes are:

- Adopting citizen centric perspective for value creation through supporting sustainable development efforts and improving quality of life of citizens,
- Evidence based decision making processes,
- Implementation of meaningful stakeholder participation in all relevant processes,
- Providing high quality information in internal and external communications and relations,
- Having strong capacity in human resources, intellectual capital, technology, and financial processes,
- Possessing learning and development capability based on measurement, comparison, experiences, and best practices of other municipalities.

Employees possess a key role regarding the coming into existence of the municipality in the daily life of its citizens. The quality of municipal processes directly relates to the technological, financial and human resources capabilities of each municipality. The capability of the municipality needs to be developed to deal with challenges. The development of capacity can improve the value creation capability of the municipality in an inclusive, effective, and sustainable manner.

## Quality of Information

The quality of information is related to provided information. Provided information needs to include:

- All dimensions of social, economic, environmental, and institution related information,
- Impacts on each stakeholder group for the time horizon of the short, medium, and long term,
- Evidence based detailed content for each dimension,
- Supporting evidence for continuous development such as measurement, comparison, data, and cases for improving learning capability
- All material information from the municipality's and stakeholders' perspective(s),
- Balanced information which means sharing both successes and uncompleted goals with reasons,
- Information including comparisons with budget, previous periods, and peers,
- Consolidated financials if the municipality has subsidiaries to see the complete picture,
- Information in line with a transparency perspective.

As stated above, all information—both financial and nonfinancial—must be evidence based and needs to contain comparisons so that the performance of the municipality can be monitored rather than just exist as narratives. If there are deviations from targeted goals, the reasons for deviations and corrective action plans must be shared with stakeholders.

The quality of information sharing with internal stakeholders improves the quality of municipal processes. Information needs to be shared in a meaningful, regular, and comparable manner. Regular information sharing assists in early identification of risks and development of measures to manage them. An integrated good governance approach requires cooperation and cooperation between different levels and units of the municipality. Information sharing to internal stakeholders improves the performance of cooperation and coordination. If regular and quality information sharing do not exist, trust between internal stakeholders is very low. Trust in the organization must be high for an effective and efficient organization.

## Continuous Development

Continuous development means the improvement of performance and quality of implementation of good governance practices through previous experiences gained in decision making and service delivery processes, performance evaluations, benchmarks, and the responses of stakeholders such as complaints. Each experience is a source for learning. Continuous development improves efficiency and effectiveness of municipal processes.

The performance of municipal processes needs to be measured and evaluated. This can be achieved by an effective performance evaluation system. Performance measurement helps to determine the performance of each process and to identify improvement opportunities that can be acted upon. The prioritization of improvement actions is needed to allocate resources effectively and efficiently. Policy priorities could guide the prioritization process.

Continuous development improves readiness in dealing with risks. It improves the resilience of the municipality. Continuous development improves trust by the stakeholders.

An integrated good governance approach could be improved according to the following cycle.

The municipality's current state regarding good governance practices can be analyzed by using the 97 indicators of the Council of Europe's 12 good governance principles. Indicators need to be mapped to each municipal process and each performance of processes, then measured to understand the maturity level of implementation of good governance practices. This analysis would identify improvement areas in agenda setting and decision-making stage.

Prioritization and planning for improvement actions are made at the planning stage. The quality of participation is important since the stakeholders' views and recommendations provide data for planning improvement actions. The quality of information is important since information regarding performance and information from internal stakeholders complements each other. Such information disclosure could provide valuable data for evidence-based decision making and planning. The quality of municipal processes determines how improvement activities need to be planned. The responsibilities for improvement actions are assigned to leaders and units.

Improvement actions are brought into action and improved upon at the deployment stage. Improvement activities must be monitored and measured and evaluated in a continuous manner. An institutional structure to monitor the improvement actions could be formed. Improvement activities can contain both political and administrative structures according to the findings of current state analysis. Sometimes municipal councils can be part of improvement processes as well. The support of leaders and council members is key since change starts from the top. Such support would walk the talk.

The measurement and evaluation step starts in deployment and continues through this step. All processes need to be measured and evaluated with a good governance perspective to understand the improvement areas. Identifying the right KPIs is key for an effective performance evaluation process. The findings of the performance evaluation need to be discussed with top management so that required actions can be planned.

The main aim of this step is to enable the adoption of a good governance culture in all structures, mechanisms, and processes of municipality. The evaluation processes need to be conducted at regular intervals with the participation of internal and external stakeholders. These processes help to develop steps for improvement. Actions can be activated with the approval of top management. This approval is critical for allocation of required resources (time, human, financial, peer learning, etc.).

Integrated good governance practices can be improved by using the toolkit below. This toolkit contains four points of action which aim at the adoption of good governance practices in a municipality. The four points have been implemented as a pilot during the Integrated Municipality Governance Project in two municipalities. Two municipalities have improved their governance practices by implementing the toolkit; they have been awarded with ELoGE.

**See:** Pilot Implementation and Its Results, page 55

## Integrated Municipality Governance Model Improvement Toolkit

| Evaluation | Improvement Planning | Institutionalization | Continuous Development |
|---|---|---|---|
| Preliminary evaluation by internal and external experts<br>Deep interviews with municipal management and top management team<br>Survey with municipal employees<br>Internal stakeholder workshop<br>External stakeholder workshop<br>Gap analysis and current state analysis report | Meeting with top management and leadership to discuss improvement proposals<br>Internal stakeholder workshop to discuss improvement proposals<br>Evaluation of final improvement proposals<br>Finalization of improvement plan<br>Preparation of action plan | Implementation of action plan<br>ELoGE training<br>Forming good governance committee / team<br>Identification of KPIs for each department | Evaluation of action plan results with evidence<br>Application to ELoGE<br>Developing processes for continuous development of good governance practices<br>Capacity building<br>Internal audit<br>External civil audit<br>Preparation of annual good governance practices report |

Forming a good governance committee/team whose members can be representatives of different municipal departments can be useful for effective implementation of the toolkit. The committee/team can expedite the dissemination of a good governance culture and gain the acceptance of leadership, the management team, and employees. This is a circular process and needs to be conducted at regular intervals such as annually. Leadership and their ownership will increase effectiveness and efficiency of the improvement processes.

***This is a circular process and needs to be conducted at regular intervals such as annually.***

### Evaluation:

- Founding a committee or team can be greatly beneficial to conduct these toolkit actions. Committee members need to include members from different units and different levels, including the top management and management team.
- The municipality conducts a self-assessment based on ELoGE indicators.
- The objectivity of self-assessment can be improved with a review by external experts.
- Conducting deep interviews with top management and a management team of the municipality regarding governance practices.
- Conducting a survey with municipal council members on governance practices.
- Conducting a survey with citizens on governance practices.
- Conducting a survey with employees on governance practices.
- Workshops with internal and external stakeholders to collect their views on good governance practices.

- Review and evaluation of self-evaluation, surveys, workshops, and interview findings which are the basis for current state analysis and report.
- Identification of the targeted level for good governance practices.
- Conducting gap analysis

### Improvement Planning

- Current state analysis findings and a proposal for improvement of good governance practices are communicated to the top management team for their comments on the improvement of the proposal.
- Current state analysis findings are communicated to internal stakeholders. After communication, a workshop is conducted to discuss findings and improvement proposals. This workshop can be useful for their support.
- The proposal for improvement is finalized by a committee/team based on the views and recommendations of the top management team and internal stakeholders. A draft action plan is prepared for the implementation of the proposal.
- The final proposal and draft action plan are presented to the top management team for their approval.
- After approval, the action plan is finalized. The action plan sets targets for each unit with specific time intervals.

### Institutionalization

- Implementation of the action plan starts.
- ELoGE training is conducted for the top management team, management team and employees.
- Seminars are conducted for municipal council members, the top management team, management team and key personnel for further explaining the importance of good governance practices.
- KPIs for departments are set and assigned. The performance of each department is evaluated based on this criterion.
- A committee can become a permanent structure for monitoring good governance practices. Regular meetings could be conducted for the improvement of good governance practices in day-to-day operations.

### Continuous Development

- Performance evaluation findings are reviewed and the areas for improvement are identified.
- If the goals are achieved, then the municipality can apply to the ELoGE.
- The performance evaluation system for monitoring good governance practices is finalized.
- Good governance practices are audited by the internal audit department under the annual audit plan. Internal audit and performance evaluation systems are considered as two components of the monitoring system.
- A civil audit can be implemented since an outside perspective can be useful in identifying improvement actions.
- An annual good governance report can be prepared for internal and external stakeholders. The report needs to be prepared in a concise and understandable manner.

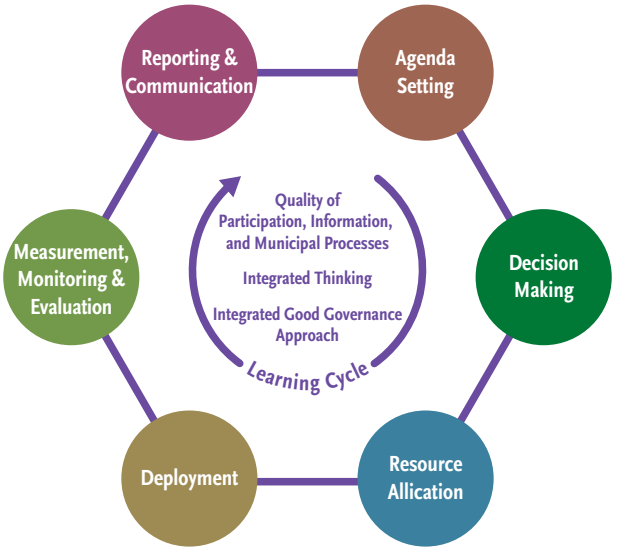
The above toolkit can be implemented annually to institutionalize and improve good governance practices in a continuous manner. The municipality can keep its ELoGE standing in the future. Trust in the municipality can be improved with the improvement of good governance practices.

## Recommendations for the Implementation of the Model

The model helps to adopt good governance culture in municipal structures, mechanisms, and processes. The implementation of good governance practices directly affects the trust of stakeholders. Good governance practices ensure inclusive, effective, sustainable policy development, and service delivery by municipalities, which are the key enablers for improving the quality of life for its citizens.

### The Implementation of the Integrated Municipality Governance Model in Municipal Processes

Each municipal action has six successive processes. The quality of these processes affects the quality of good governance practices of the municipality. The implementation of integrated good governance culture guarantees high quality processes.




### A. Agenda Setting

The prioritization of issues occurs at this process. Prioritized issues are placed on the agenda of decision makers. An integrated thinking perspective is important during prioritization since interactions must be considered for an effective and meaningful prioritization. For example, a critical balance between economic development and protection of the environment must be considered during the agenda setting process. The quality of participation plays a key role in agenda setting. The quality of participation enables all related stakeholders to participate in the process in an inclusive manner. Stakeholders' expectations, needs, and demands must be considered at this stage. A meaningful agenda setting can be made if meaningful stakeholder participation is realized. Participation process supports identifying priorities in a fair, responsive, and inclusive manner.

The quality of municipal processes matters at this stage as well. If the quality of municipal processes is good, the administration can prepare a detailed analysis of proposals before presenting them to the decision makers. This analysis contains a detailed current state analysis considering ecosystem, trends, capabilities, capacities, and expectations of stakeholders. Sometimes issues can be brought by municipal decision makers to the bureaucracy for analysis. Again, institutional capacity is critical for correct evaluation and prioritization.

The agenda contains the list of issues to be considered in the decision making process.

### B. Decision Making

Decisions are made according to policy priorities and the strategy of the municipality. Data from meaningful participation (Quality of participation) processes is significant in decision making at each level of the municipality. Decision makers need to match the expectations of stakeholders with the capabilities of the municipality. Decision making processes must be transparently conducted so that the reasoning behind each decision can be communicated to stakeholders.

Integrated thinking perspective must be implemented in decision making. A decision must be considered and analyzed from different perspectives and impacts must be evaluated prior to the final decision. Integrated thinking can be termed as cost benefit analysis. This mindset ensures considering all perspectives.

### C. Resource Allocation

Decisions can be implemented by the utilization of resources. Resources include human, financial, technology, intellectual, and relationship resources. Data from meaningful stakeholder participation (Quality of participation) can help to shape resource allocation.

The Integrated thinking perspective is key in resource allocation since interaction between resources and between units needs to be understood and considered in the resource allocation processes. Effective management of expectations of stakeholders in the short, medium, and long term can be achieved through the adoption of an integrated thinking perspective.

The quality of municipal processes is crucial for effective and efficient allocation and utilization of resources.

### D. Deployment

Decisions are implemented based on resource allocation. This process includes service delivery, investment making, and project implementation. Integrated thinking is key in deployment since teams containing members from different units of municipality can be more effective for the implementation of projects and making investments. Integrated thinking enables eliminating silo-based thinking, an act which improves effectiveness and makes the organization agile and resilient. The quality of municipal processes is necessary for the effective and efficient operation of municipalities. The quality of municipal processes improves coordination and cooperation between different units.

### E. Measurement and Evaluation

The performance of each process is measured and evaluated at this stage. Comparison with peers is conducted as well. The effectiveness of performance is reviewed through analyzing the resources used and goals achieved in terms of planned targets. The evaluation process enhances understanding where the integrated thinking and integrated good governance practices are implemented and in what quality. For example, the performance of implemented social policy processes can be measured according to inclusiveness (reaching all targeted groups), fairness (supporting each targeted group according to their needs and expectations), effectiveness (if the set targets are achieved and each group is covered), efficiency (if the process is completed in line with budget, at the specified time and with planned commitments), and, lastly, impacts created (if the processes is created predefined and targeted impacts). The quality of municipal processes enables effective and efficient operation of performance measurement and evaluation systems.

The integrated good governance approach is key for transparency and accountability of the process. The quality of information enables communicating appropriate messages to internal stakeholders to encourage them to plan and implement improvement activities.

### F. Reporting

The final process is reporting to the internal and external stakeholders. This stage needs to include information regarding activities, performance according to KPIs, and resource usage. The reporting must transparently communicate understandable, meaningful, comparable information in regular intervals. Reporting is a tool for communicating the performance of a municipality to internal and external stakeholders. This tool is useful for understanding the improvement areas and can be applied as a guide for planning improvement actions. Transparency and accountability are two key features of good governance principles. The quality of information is the most important variable at this stage.

In summary, a good governance principle must be adopted, and good governance practices implemented in all structures, mechanisms, and processes of municipalities. Implementation of good governance practices is an enabler of better performance.

*In summary, a good governance principle must be adopted, and good governance practices implemented in all structures, mechanisms, and processes of municipalities. Implementation of good governance practices is an enabler of better performance.*

Five issues are key and must be prioritized for adoption, implementation, and continuous development of good governance culture in the municipalities.

1. Understanding and adoption of an integrated thinking perspective by all decision makers in the municipality,
2. Adoption and implementation of an integrated good governance approach in all structures, mechanisms, and processes of municipality,
3. Improvement of the quality of participation in the decision-making processes of the municipality,
4. The improvement of the quality of information provided to the internal and external stakeholders,
5. Taking necessary measures to implement continuous development of good governance practices.

The following activities can be performed to enable five priorities:

- Ownership of a good governance culture by all layers of the municipality (starting from mayor and municipal council members) and all political, administrative, and fiscal process owners through understanding the benefits of adopting the culture,
- Adoption and mapping of good governance principles to all municipal processes and inclusion of these principles in the job description of departments and KPIs,
- The utilization of an integrated thinking perspective in decision making resource allocation and service delivery processes,
- Considering the ecosystems where the municipality has been operating; its effects on the municipal business model; the processes, and activities during the decision making and planning stages; and understanding the interaction between internal and external factors,
- Considering the quality of information as an enabler of building trust, improving effectiveness, and the levels of efficiency and satisfaction,
- Enabling the quality of participation in all management and decision-making processes for encouraging a diversity of mind, a collective mind, and working for common goals,

- The segmentation of stakeholders based on their demands, geography, demography; their capability of affecting or being affected to enable inclusive and fair high-quality participation and policy prioritization and development processes
- The implementation of a good governance approach to monitor the performance of the implementation of good governance practices at the department level based on mapping to their job descriptions,
- The utilization of a quality management approach for improving effectiveness and the quality of municipal processes and supporting the improvement of human resources management, fiscal management, resource management, technology management, and innovation management through a good governance lens,
- Considering internal and external audits as a tool for improving the effectiveness and efficiency of quality of municipal processes and for supporting continuous development efforts
- Setting an institutional mechanism responsible for deployment, dissemination, and continuous development of good governance culture and practices at layers of municipality, so as to facilitate the adoption of integrated good governance approach in the municipal system.

IMGM is a new generation local governance perspective in dealing with the new challenges of a changing world. The model is open to development. The model can be improved and strengthened with new experiences gained through implementation of the model in municipalities.

***IMGM is a new generation local governance perspective in dealing with the new challenges of a changing world.***

# EUROPEAN LABEL OF GOVERNANCE EXCELLENCE

During the development of the Integrated Municipality Governance Model (IMGM, aka the Model), the internationally recognized European Label of Governance Excellence (ELoGE) benchmark served as the main reference framework. The ELoGE's principles and indicators provide a flexible, local good governance framework for international use. Taking the ELoGE as a foundation, IMGM aims to constitute, operationalize, and sustain an integrated governance approach at the municipal level. The model also supports municipalities in the acquisition process of the ELoGE.

The ELoGE was developed by the Council of Europe (CoE) for the purpose of raising awareness, standardizing the quality of governance, and promoting good governance at the local government level. The Label is managed by the Centre of Expertise for Good Governance (CEGG) which develops standards and tools under the control of the CoE's European Committee on Democracy and Governance. Agenda for the requirement that good governance be a necessary feature of all public institutions was first entered with the 2007 Valencia Declaration. Thereafter, the ELoGE was introduced by the CoE as a tool for "Strategy for Innovation and Good Governance at the Local Level". This strategy also allows the adoption of a good governance approach at regional and national public institutions.

***Agenda for the requirement that good governance be a necessary feature of all public institutions was first entered with the 2007 Valencia Declaration.***

The CEGG undertakes activities for good governance improvement and promotion through policy advice, independent evaluation, tools for capacity building, and establishing an expert network. For supporting the reforms in democratic governance, the CEGG has a learning pool consisting of 25 capacity building and training tools in 5 areas such as democratic participation, effective human resource management, institutional capacity, and public service quality, sound financial management, and regional and cross-border cooperation. This learning pool directly relates with the Model which in turn connects good governance principles with the components of the IMGM.

**See:** Appendix C. IMGM–ELoGE Relation Table, page 81

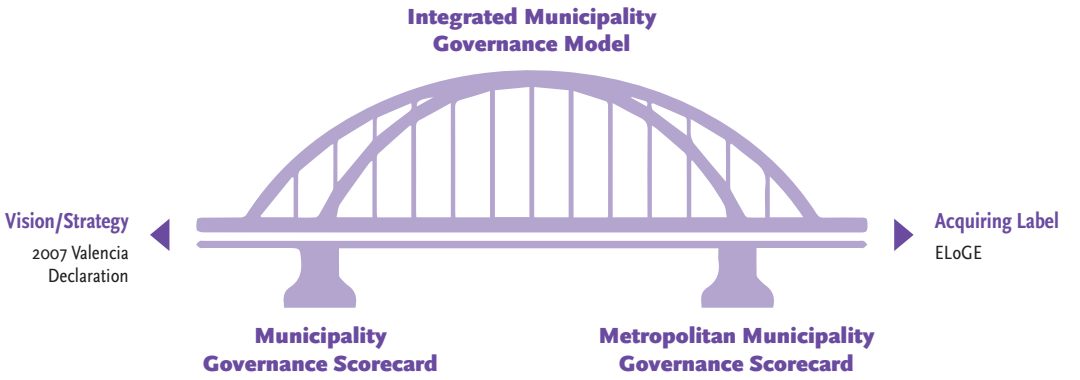
Currently, the ELoGE actively assesses the implementation of good governance principles at the local level in the 23 (out of 46) member countries of the CoE. The experience and lessons generated from these countries are compiled by the CEGG and shared at a platform of good practices which supports inter-municipal learning processes.

## The Benefits of the Label

The ELoGE essentially facilitates the standardization of good and democratic governance by local governments. Local governments holding the Label or who are in the process of acquiring it are recognized as those entities taking steps to improve in the field of good governance. These steps contribute to institutional development but also take visible strides in the quality of decision-making, resource use, and service delivery. The resultant gains directly impact the lives of citizens; at the same time, these gains increase the trust and satisfaction of internal stakeholders, namely the employees of local governments. A trust-based social environment increases both the sense of belonging as well as social harmony. Such an environment also helps solve long-term issues such as climate change, services to the aging population, as well as the problems characteristic of disadvantageous groups. In this setting, an improved and more inclusive relationship can emerge between the municipality and its citizens. Furthermore, the identification of the strengths and weaknesses of a governance relying on principles stands to increase institutional resilience and the quality of services to its citizens.

***The identification of the strengths and weaknesses of a governance relying on principles stands to increase institutional resilience and the quality of services to its citizens.***

Acquiring the Label and the sustaining process associated with the acquisition institutionalize the standard of the quality of good governance. This process also helps implement legislation and effectively manages operational risks. While minimizing risks, the process enables the production of the most inclusive, fair, and effective public value through improving the quality of decision-making and resource use. As shown at the preceding chapters, the expected benefits of the IMGM and ELoGE greatly overlap.



The Centre of Expertise for Good Governance (CEGG) provides an online platform for local governments to share good practices and generate international cooperation. The development of inter-municipal cooperation facilitates peer learning for local governments facing similar problems in urban governance.

The ELoGE functions as a tool for learning and improvement for local governments, a mechanism which is mostly in line with domestic legislation and the United Nations (UN) Sustainable Development Goals (SDGs). Although the Label is in line with this legislation, the Label opens the avenue for the implementation of good governance principles where a regulatory gap exists. By being in accordance with the SDG 16 and 17, the ELoGE allows local governments to contextualize and realize the concept of good governance.

***Although the Label is in line with this legislation, the Label opens the avenue for the implementation of good governance principles where a regulatory gap exists.***

## 12 Good Governance Principles

The Council of Europe expects its member states to implement the following good governance principles.

European Label of Governance Excellence (ELoGE)

### Principle 1. Participation, Fair Conduct of Elections, and Representation

- Local elections are conducted freely and fairly, according to international standards and national legislation, and without any fraud.
- Citizens are at the center of public activity and are involved in clearly defined ways in public life at the local level.
- All men and women have a voice in decision-making, either directly or through legitimate intermediate bodies that represent their interests. Such broad participation is built on the freedoms of expression, assembly, and association.

*The Council of Europe expects its member states to implement the following good governance principles.*

- All voices, including those of the less privileged and most vulnerable, are heard and taken into account in decision-making, including over the allocation of resources.
- There is always an honest attempt to mediate between various legitimate interests and to reach a broad consensus on what is in the best interest of the whole community and on how this objective can be achieved
- Decisions are taken according to the will of the many, while the rights and legitimate interests of the few are respected.

### Principle 2. Responsiveness

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

### Principle 3. Efficiency and Effectiveness

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

### Principle 4. Openness and Transparency

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

### Principle 5. Rule of Law

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

### Principle 6. Ethical Conduct

- The public good is placed before individual interests.
- There are effective measures to prevent and combat all forms of corruption.
- Conflicts of interest are declared in a timely manner and the persons involved must abstain from participating in relevant decisions.

### Principle 7. Competence and Capacity

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

### Principle 8. Innovation and Openness to Change

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

### Principle 9. Sustainability and Long-Term Orientation

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

### Principle 10. Sound Financial Management

- Charges do not exceed the cost of services provided and do not excessively reduce demand, particularly in the case of important public services.
- Prudence is observed in financial management, including in the contracting and use of loans, in the estimation of resources, revenues and reserves, and in the use of exceptional revenue.

- Multi-annual budget plans are prepared with the consultation of the public.
- Risks are properly estimated and managed, including the publication of consolidated accounts and, in the case of public-private partnerships, by realistically sharing risks.
- The local authority takes part in arrangements for inter-municipal solidarity, fair sharing of burdens and benefits, and reduction of risks (equalization systems, inter-municipal co-operation, mutualization of risks, and so on).

### Principle 11. Human Rights, Cultural Diversity and Social Cohesion

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

### Principle 12. Accountability

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

## Acquiring Process of the Label

Any member state of the Council of Europe and signatory of the Strategy for Innovation and Good Governance at the Local Level is eligible to apply for the ELoGE. Municipalities which are the closest to respecting all (or most) of the principles are therefore eligible for receiving the ELoGE. Any association or institution which has the relevant authority and capacity, may apply for ELoGE accreditation at the Council of Europe, to thus be able to award the Label in a respective country.

***Any member state of the Council of Europe and signatory of the Strategy for Innovation and Good Governance at the Local Level is eligible to apply for the ELoGE.***

The accredited entity is responsible for managing the process for awarding the Label, and for any actions and consequences as a result thereof. The entity commits itself to promoting the Label and the 12 Principles of Good Democratic Governance

as well as to implementing the ELoGE in a meaningful number of municipalities within the period of its accreditation. Accredited entities on a regular basis, or at the latest before the end of their accreditation, should provide a narrative report describing their activities in relation to the ELoGE

Local governments who wish to apply for the Label are evaluated against the 12 Principles of Good Governance and the relevant benchmark which contains 97 indicators. The assessment allows local governments to understand their strengths and their weaknesses when providing public services to the local community and exercising public authority. The ELoGE is awarded for one year by the national/ regional body for the local government which has qualified for the Label with relevant evidence.

## Assessment Tools

Local governments are assessed with the three tools in respect to the 12 principles. These tools are self-assessment benchmark, citizen, and councilor surveys. With the self-assessment benchmark, local governments evaluate their strengths and weaknesses. The questionnaires are used for cross-checking the results of the self-assessment conducted by a local government. The aim of the self-assessment benchmark is the adoption of practical arrangements of the good governance principles and a holistic assessment of institutions in respect to these arrangements. These abstract concepts become practical in the cycle of planning, implementation (activity or service), measurement, assessment, and learning. Additionally, the benchmark allows users to see the entirety of the institution and thus more accurately evaluate it.

### The Self-Evaluation Benchmark

The 12 principles and relevant 97 indicators are defined and their expected practical measurements are provided in detail at the benchmark. With this tool, the local government is expected to identify its maturity for a specific principle with the relevant evidence. The level of maturity matrix is assessed according to the following definitions:

***The 12 principles and relevant 97 indicators are defined and their expected practical measurements are provided in detail at the benchmark.***

- **Not applicable (0)** Not applicable, do not know or hold no opinion about the indicator.
- **Very poorly (1)** The local government is aware of the key issues to be addressed but currently has no or very few approaches or activities developed to address them.

- **Quite poorly (2)** The local government recognizes key issues and develops approaches or activities to address them, although there has been limited practical implementation so far.
- **Quite well (3)** The local government has well developed plans and activities to address key issues with significant examples of implementation.
- **Very well (4)** The local government can show clear evidence of good practice which can be shared and is further developing an approach to ensure long-term and sustainable improvement.

The maturity matrix is used to determine if a municipality meets the criteria for the Label by totalling the individual scores for each Principle. (a) For each indicator in a given Principle, boxes are ticked and corresponding values (between 0 and 4) are noted. The average score for each Principle is the sum of values for all indicators divided by the number of indicators. If the resulting average is between 0 and 1.99, the Principle is not implemented and the Label shall not be awarded. If the result is 2 or more, this score is taken into account for the next step. (b) The scores for each Principle (2 or more) are summed up and divided by 12. If the result is 3 or more, the Label is awarded. If the result is lower than 3, the Label is not awarded. All scores will be calculated only on the indicators of the benchmark, not on the statements or the citizens and councilors' surveys.

### Citizen Survey

**See:** Appendix B. Surveys, page 79

It is expected that the citizen survey required as part of the ELoGE assessment will provide a useful source of evidence to support self-assessment. The survey contains 12 questions corresponding to each of the principles in the benchmark. For instance, the survey evaluates the opportunities for citizen participation in local government decisions, a practice which is formulated at the principle(s) of Participation, Fair Conduct of Elections and Representation. The survey acts as a tool for evaluation and awareness raising among citizens regarding the ELoGE. Because earning the Label is not a one-time award, but an annual process, with the same procedures, by responding to the same questions, citizens will become familiarized with the 12 principles. Additionally, it is expected that the citizens will become more sensitive and observant of the level of good governance prevailing at the local governments. The citizen survey provides an opportunity to prioritize the integrated perspective, inclusive participation, quality of information sharing, and quality of institutional workings, all of which is incorporated in the IMGM. Furthermore, annual administration of the citizen survey is expected to increase the number of participants and thus create a data pool for comparative evaluation at local level.

### Councilors Survey

The survey contains 12 questions corresponding to each of the principles in the benchmark for the assessment of councilors' views. The survey functions as a way of cross-checking the quality of self-assessment made by a local government as well as awareness raising among counselors regarding good governance principles. In this way, the survey supports the strengthening of good governance implementation at the local government level and its delivery of services delivery.

## Application to the Label and Assessment

The duration of ELoGE recognition is one year and municipalities need to apply annually to the National Platform (accredited body). The application process and consequent assessment take place in the following steps.

### Steps of Application Process

The application process starts with the call made by the National Platform for inviting applications for the Label.

The National Platform organizes an event which promotes the process, i.e., where the details of the Label and application process are shared with municipal representatives. The event needs to be published on an official web site.

Upon the request of municipal mayors, councilors, and officials, training sessions are organized by the ELoGE certified trainers, focusing on the benchmark and its application. After reviewing the details of application, municipalities start to prepare the necessary documents and evidence. A citizen survey is to be conducted among the residents. Lastly, councilors complete the survey according to their views.

*The duration of ELoGE recognition is one year and municipalities need to apply annually to the National Platform.*

After completing these steps, municipalities apply to the National Platform with supporting evidence in accordance with the standards of the Council of Europe.

### Steps of Assessment Process

The assessment process starts with the appropriate application of municipalities to the National Platform and submission of the relevant documents. The National Platform evaluates the applications according to the fulfillment of the administrative requirements and proceeds with the completed applications. At this stage, ELoGE trainers and relevant experts examine the supporting evidence and prepare preliminary reports for the jury. These reports are then assessed by each member of the jury and decisions are reached at a meeting. The municipalities that gain the right to hold the Label receive their ELoGE at a ceremony. Lastly, a country report is prepared for the Council of Europe by the National Platform.

The Integrated Municipality Governance Model incorporates the roadmap, processes, and steps of acquiring the Label. Implementation of the Model thus increases the likelihood of acquiring the ELoGE. This approach also supports the renewal process of the Label holders and continuous improvement towards governance excellence.

*IMGM incorporates the roadmap, processes, and steps of acquiring the Label. Implementation of the Model thus increases the likelihood of acquiring the ELoGE.*

# PILOT IMPLEMENTATION AND ITS RESULTS

As explained in detail in the previous chapter delineating the Model, the Integrated Municipality Governance Model (IMGM) was piloted at the Sultanbeyli and Şişli Municipality within the same structures of the titled project. The European Label of Governance Excellence (ELoGE) and good governance principles were converted into holistically practical and applicable models. During the piloting period, the adoption and operationalization of an integrated governance approach by municipal structures, its administration, and services were prioritized. Throughout this period, the infrastructures for the continuous development of good governance were installed at the two municipalities.

Essentially, two main processes were followed by the pilot municipalities for the evaluation and improvement of good governance. The evaluation process began with the administration of a gap analysis from the perspective of good governance. Relying on the ELoGE self-assessment benchmark attached to Appendix A, the municipalities carried out their own self-assessments. After analyzing these assessments, the stages and steps defined within the IMGM were implemented. In this scope, questions were prepared for survey, interviews, and workshops. Consequently, for deeper analysis, semi-structured interviews were conducted with the managers of the directorates. In-person interviews were completed with 16 managers of the Sultanbeyli Municipality and 17 managers of the Şişli Municipality. After the initial findings, details, a survey was implemented with 228 personnel of the Sultanbeyli Municipality and 511 of Şişli Municipality with the purpose of obtaining further details. Relying on the results of self-assessments, the data elicited from interviews and surveys, the general assessment and findings towards improvement were produced.

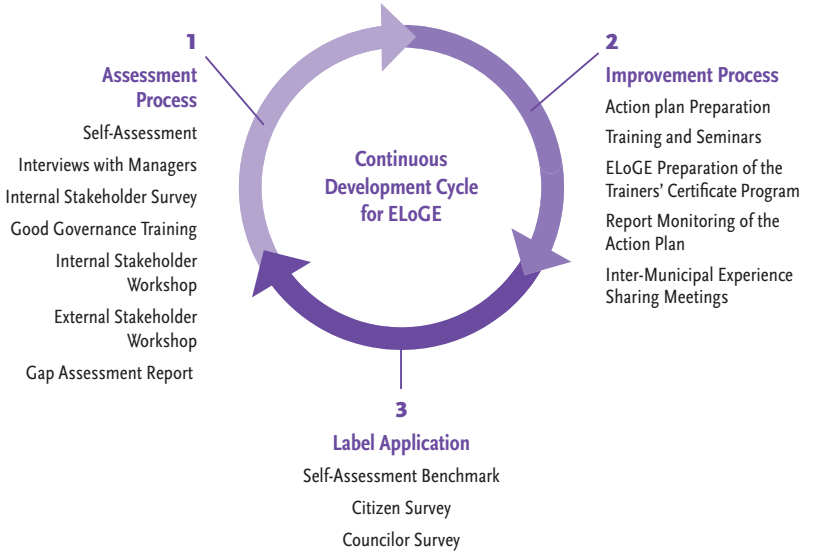
**See:** Appendix A. ELoGE Benchmark, page 71

The Council of Europe certified trainers of ELoGE provided training to the municipal council members, vice mayors, managers, and key personnel on good governance at local level. In this manner, the level of attention and awareness about good governance and the ELoGE were raised among the key municipal actors at different levels. The workshops followed this stage. 27 people from Sultanbeyli Municipality and 39 people from Şişli Municipality took part at the internal stakeholder workshops. In these workshops, the current situation and improvement suggestions regarding good governance were collected from internal stakeholders. Following the internal stakeholder workshops, a similar process was put in effect with the external stakeholders. In total, 66 participants took part and

provided views at the two workshops which were held. The external stakeholders consisted of the representatives from other public institutions, civil society organizations, and the neighborhood heads of the two municipalities. Following these stages and steps, the project team prepared Gap Assessment Reports for each municipality by taking the IMGM and ELoGE as reference. These reports then were presented to the members of Project Advisory Board and their views and suggestions were collected.

The Gap Report Reports presented short, medium, and long-term improvement points for each municipality. The project team prepared action plans in consultation with the municipalities' implementation committees. The municipalities implemented the short-term actions within a scheduled timeline. The short-term actions were taken with the intention to acquire the ELoGE while the medium and long-term actions aimed at the implementation of the IMGM. The municipalities successfully implemented the short-term actions within two months. The project team monitored the implementation process and issued reports detailing the progress made. During this period, the municipalities gathered for experience sharing and exchange of views. Inter-municipal learning was supported with the sharing of the various implementation practices. After successfully completing the action plans, both municipalities submitted applications for acquiring the ELoGE and gained the right to use the Label for the first time in Türkiye. At the same time, they declared the commitment to continue to implement the medium and long-term actions with a view to improve a culture of continuous development.

***After successfully completing the action plans, both Sultanbeyli and Şişli Municipalities submitted applications for acquiring the ELoGE and gained the right to use the Label for the first time in Türkiye.***



During the implementation of the Integrated Municipal Governance Model Project, piloting the Model at the municipalities' level(s) indicates the immediate gains acquired and established the usefulness of the Model. Following this process, Sultanbeyli and Şişli Municipalities shared the concrete gains and the results. Following statements summarized by these and authored by the municipal representatives.

## Benefits of Sultanbeyli Municipality

- A better opportunity gained in holistically evaluating the institution from a good governance perspective.
- In the world, there are various shared and similar objectives and principles such as achieving a child-friendly city, climate adaption plans, and so on. However, no clear method exists for achieving these objectives synchronically. With the Model, a learning process took place in terms of indicating what can feasibly be done for this purpose. Examining from an institutional perspective serves to convert the abstract concept into practical actions for the embodiment of good governance.
- The process contributed to the institutional capacity of the municipality.
- In addition to the short-term action, the preparation of the medium- and long-term actions provided perspective and experience to make the Model sustainable.
- Undertaking the project activities in a participatory manner strengthened the ownership of good governance among other stakeholders in the district.
- The experience of the project provided an opportunity to directly and honestly hear the views, suggestion, and needs of the stakeholders.
- Improved inter-municipal communication and cooperation.
- Contributed to the formation of cooperative work culture.

The IMGM proved its usefulness at the piloting stage in terms of holistically operationalizing good governance at the municipalities as well as installing a culture of continuous measurement and improvement culture. The piloting also supported Argüden Governance Academy in testing its own models and tools with this new model. The process provides clear insights about how the Model can be practically implemented, by whom, and where.

## Benefits of Şişli Municipality

- An important step was taken towards the installation of continuous learning at the municipality.
- The process provided incentives for the formation of a sustainable, innovative, and trustworthy database system. It also offered an opportunity for increasing the access to data.
- Provided different perspectives for the use of information and technology infrastructure.
- Contributed to the development of sustainable resource management.
- Strengthened the institutional cooperative culture between managers and personnel.
- Improved the transformation capacity of the municipality.
- Facilitated the permeation of a perspective geared towards innovation across the municipality.

In conclusion, with the piloting process, the model and the benefits of good governance became more applicable for other countries and cities. The acquired results also provided a rich knowledge source in preparing this publication.

# INTERNAL AND CIVIL AUDIT TOOLS

Through measurement of the good governance approach provided by the European Label of Governance Excellence (ELoGE), the Integrated Municipal Governance Model (IMGM) has been developed to operationalize and continuously improve municipal structures, processes, and activities. Use of the Model aims to support the acquisition of the ELoGE and contribute to the process of continuous development of the standards of the quality of good governance. The Model is expected to enable municipalities to provide more integrated, inclusive, fair, effective, and trustworthy activities for supporting the acceleration of sustainable development and improving the quality of life.

The diffusion and development of an integrated governance approach at the municipal level can be enhanced with effective internal and civic auditing mechanisms. An internal audit is an auditing tool as well as a mechanism for the effective management of institutional risks. Similarly, civic auditing is valuable not only for contributing to the development of good governance at municipalities but also for increasing the level of trust for civic actors (e.g., citizens assembly, civil society organizations CSOs). Therefore, within the IMGM project, internal and civic audit tools were developed.

At the tables, both internal audit and external civic audit indicators are defined. Municipal internal auditors and civic society actors can contribute the improvement of good governance quality at local governments through monitoring and evaluation with this table.

### The Benefits of AuditingTools for the European Label of Governance Excellence

- Supports the diffusion of sustainable, inclusive, and democratic local good governance,
- Helps the adoption and implementation of good governance principles in the municipal structures, workings, and activities,
- Provides the opportunity for increasing the quality of decision-making and resource allocation by the municipality,
- Contributes to the development of good governance monitoring and assessment culture among civil society actors,
- Helps the enhancement of trust between the municipality and CSOs,
- Provides an opportunity to identify the strengths and weaknesses of good governance in the municipality,
- Supports the quality of institutional workings at the municipality.

## *Principle 1. Citizen Participation, Fair Conduct of Elections, and Representation*

| INTERNAL AUDIT TOOL INDICATORS | CIVIL AUDIT TOOL INDICATORS |
|---|---|
| Is there a policy for stakeholder participation at the municipality? | Is there a systematic, inclusive, and official consultation mechanism for municipal councilors and municipal directorates? If yes, is it regularly observed? |
| Is there a stakeholder map of the municipality? Does the map include all social groups? Have the stakeholders been prioritized according to policy areas? | Is there an inclusive policy of the municipality regarding relations and engagements with the citizens assembly and CSOs? If yes, is it regularly observed? |
| Did the municipality conduct preliminary research about the expectations, needs, and demands of the identified stakeholders? | Are the citizens assembly and CSOs consulted at the early stages of the decision-making processes? |
| Are the targeted stakeholders for participation informed with a note regarding the topic to which they will participate? Is there a diversified information sharing for various groups (e.g., illiterate, immigrants)? | Are the citizens assembly and CSOs provided with relevant information in prior participation processes? |
| What kind of tools are used for stakeholder participation? Are interactive tools systematically used such as workshops, interviews, focus groups etc. | As key stakeholders, are the citizens assembly and CSOs called upon for participation at all of the governing processes? |
| In which areas do stakeholder participation take place? Are participation areas in tandem with policy issues aiming at participation? | Did the municipality form its stakeholder list according to location, population, age, gender, income, impairment, and employment status as well as fragile social groups? |
| Despite those proposed in the policy area, is there any service provision and planning that takes place without participation? Why has this happened? | Is there a current list and data base of policies and plans prepared through participation? |
| Are good governance principles incorporated into the competences of relevant units? Are they applied in everyday processes? | Are there standards and rules for civic engagement and participation for municipal directorates? |
| Did the stakeholders receive feedback with explanations regarding the suggestions made, the ones adopted, and which participator methods were used? | Does the municipality publish regular, data based, and integrated reports about civic engagements and participation? |

## *Principle 2. Responsiveness*

| INTERNAL AUDIT TOOL INDICATORS | CIVIL AUDIT TOOL INDICATORS |
|---|---|
| Did the municipality act in accordance with internal regulations and rules when reaching decisions? If not, what were the reasons? | Are there clear regulations and rules for citizen assemblies and CSOs to monitor the actions of all managers and counselors taking part in decision-making processes? |
| Does the municipality take decisions according to the evaluations based on data, research findings, reports etc.? If there were discrepancies, what were the reasons? | If there is a need for the revision of policy and service delivery, are these revisions made on the basis of the research, reports, and consultation provided by citizens assembly and CSOs? |
| Is there an integrated system for monitoring the demands, complaints, and suggestions received? Are the demands, complaints, and suggestions regularly and meaningfully reported by the relevant units and also monitored? | Does the municipality respond to the lawful needs of the citizens assembly and CSOs within a reasonable time? |
| Does the municipality respond to the demands in a timely fashion? What is the rate of response? If there are discrepancies, what were the reasons? | Do the citizens assembly and CSOs avail themselves of the complaint mechanism used by the municipality and receive response? |

## *Principle 3. Efficiency and Effectiveness*

| INTERNAL AUDIT TOOL INDICATORS | CIVIL AUDIT TOOL INDICATORS |
|---|---|
| What are the completion rates of the objectives set out in the strategic plan and performance program? What are the reasons for the differences? Have there been any precautionary actions for improvement? What are these improvement actions? | Can the citizens assembly and CSOs easily follow up on the objectives and results of municipality? In this regard, can they access meaningful and quality driven information? |
| Were the budget and expenditure comparatively assessed? What are the differences? Have there been any precautionary actions for improvement? | Does the municipality cooperate with the citizens assembly and CSOs for the implementation of prospective public policies? |
| Does the municipality's performance management system operate in compliance with the regulations? | Does the municipality exchange with the citizens assembly and CSOs on national and international good practices? Does it share information with the public on this practice? |
| Is there a municipal monitoring system for the good practices done by other municipalities? Did the municipality adapt any good practice from other municipalities? | Does the municipality spend money for more effective and efficient working with the citizens assembly and CSOs? |
| Does the municipality annually perform an assessment of its capabilities and resources based on the results? After the assessment, did the municipality identify its improvement points? Is there a plan for these improvements? | Does the municipality possess a protocol for cooperation and partnerships with CSOs? |
| Is there an annual training plan? Are the training topics in line with the identified improvement points? | |
| Is the municipality's information and technology system working according to internally accepted standards? Is there a gap in the data protection system? | |

## *Principle 4. Openness and Transparency*

| INTERNAL AUDIT TOOL INDICATORS | CIVIL AUDIT TOOL INDICATORS |
|---|---|
| Are the decisions of the municipal council published at the municipality's website? Are the reports, research findings, and data used for decision-making published? | Are there processes and mechanisms which are understandable and widely available for the citizens assembly and CSOs to object to the decisions of the municipality? |
| Are the reports of municipal council commissions published on the municipality's website? | Are there opportunities and tools for regular and easy communication between the citizen assembly, CSOs, and municipality? |
| At what rate does the municipality respond to the applications for information requests? Are there reasons for non-disclosure? Are the explanations provided for non-disclosure? | Does the municipality actively inform the citizens assembly and CSOs about the relevant issues? |
| Does the municipality publish a citizen scorecard? | Do the citizens assembly and CSOs receive information about the municipality's annual work program? |

## *Principle 5. Rule of Law*

| INTERNAL AUDIT TOOL INDICATORS | CIVIL AUDIT TOOL INDICATORS |
|---|---|
| What are the reasons for the current lawsuits against the municipality? | Are the type and number of pending lawsuits between CSOs and the municipality annually published? |
| What are the rates of positive and negative results of the lawsuits? | Do the citizens assembly and CSOs have information about the complaints and requests for information made to the municipality? |
| Are there new lawsuits arising from past ones with negative judgements? What are the number of current lawsuits? | |

## *Principle 6. Ethical Conduct*

| INTERNAL AUDIT TOOL INDICATORS | CIVIL AUDIT TOOL INDICATORS |
|---|---|
| Have the ethical rules been shared with citizens? | Is there any mechanism available for the citizens assembly and CSOs to apply in the instances of corruption cases and public interest protection? |
| Is there an ethics commission? Is there a report by the ethics commission? | Are there defined ethical principles and processes regarding the relationship between the municipality and civil society? Is there a fair and impartial engagement system with civil society? |
| How many times has the ethics commission been gathered annually? Have there been any corruption controls and investigations made recently? Was the evidence gathered, defenses made, the complainant, and witnesses heard throughout the investigation? What were the outcomes of the investigation(s)? Have the relevant authorities been informed? | Is the information shared regarding the complaints made by citizens and other stakeholders about ethical matters as well as their results? |
| Was there any public interest damage claim in the audit of the Court of Accounts? If there were such a claim(s), were any actions taken towards the person(s) involved? | Are there ethical standards and rules for the functioning of municipal units? Can civil society actors easily access them? |
| Have there been any cases of corruption related lawsuits against the municipality as a result of a complaint? How were the lawsuits ended? | |
| Has there been any case of investigation conducted by the central administration at municipality on the basis of ethical grounds? | |

## *Principle 7. Competence and Capacity*

| INTERNAL AUDIT TOOL INDICATORS | CIVIL AUDIT TOOL INDICATORS |
|---|---|
| At the beginning of every year, are training programs prepared for the personnel's development? At these programs, are the training defined for the personnel at different units? Is the training schedule drawn up? | Does the municipality support the capacity building of the citizens assembly and CSOs? |
| Have the promotion and postings, rewarding, and sanctions been made according to legislation and regulations? | Does the municipality conduct training, seminars, etc. for its personnel in civil society relations? |
| Are recruitments made according to legislation, competencies, and skills required? | |
| Is there a job description for each position at the municipality? | |
| Has a personnel satisfaction survey been made at the municipality? Have development and action plans been prepared according to the results? | |

## *Principle 8. Innovation and Openness to Change*

| INTERNAL AUDIT TOOL INDICATORS | CIVIL AUDIT TOOL INDICATORS |
|---|---|
| Is there an innovation policy of the municipality? | Does the municipality transfer innovative practices from the citizens assembly and CSOs? |
| Is there a unit responsible for research and development at the municipality? Does this unit report its annual activities and share what areas it has developed suggestions and to whom it has forwarded? | Does the municipality run research and development activities in cooperation with civil society actors? Are innovations made according to these activities? |
| Does the municipality assess its research activities every year according to a strategy? | Does the municipality use information and communication technologies for making civil society relations more integrated, effective, and efficient? |
| Does the municipality have a smart city strategy? Is the strategy implemented according to a plan? If there are differences and deviations, what are the reasons for these? | |

## *Principle 9. Sustainability and Long Term Orientation*

| INTERNAL AUDIT TOOL INDICATORS | CIVIL AUDIT TOOL INDICATORS |
|---|---|
| Have municipal units been informed about what sustainability means as well as how to plan and implement activities? | Does the municipality assess the needs of future generations with civil society actors at its planning processes? |
| Did the municipality harmonize its planning of development activities with upper scale policies and plans? (e.g., sustainable development goals, national development plan) Is there a system of coordination with relevant institutions working on the same issues? | Are there cooperation and partnerships with CSOs in the area of sustainable development? Has information shared about the joint activities and projects been implemented? |
| Does the municipality take into consideration the issues of climate change, biodiversity, immigration, demographic change, economic area development, city development etc. when planning its infrastructure investments? | |
| Does the municipality assess the city's historical heritage, ecological, social, cultural, education, and employment issues in its planning and activities? | |

## *Principle 10. Sound Financial Management*

| INTERNAL AUDIT TOOL INDICATORS | CIVIL AUDIT TOOL INDICATORS |
|---|---|
| Is there an internal audit unit at the municipality? | Does the municipality prepare service pricing relying on the research and inputs of civil society actors as well as protecting public interest? |
| Is there an internal control system at the municipality? Is it working effectively? | Is the municipal budget prepared with the participation of the citizens assembly and CSOs? Is there a participatory budgeting practice? |
| Are procurement, tender, and payment actions implemented in accordance with existing regulations? | Does the municipality publish information about the budget allocations and expenditure for civil society relations and cooperation? |
| Are financial reports prepared in comparison with budget spending and past periods? Are differences and deviations in these explained? Are corrective actions determined and shared publicly? | Does the municipality receive grants or in-kind support from national and international CSOs? If yes, is the information shared regarding their type and amounts? |
| Are the reports of Court Accounts shared to the relevant stakeholders? | Is there a citizen budget or similar practice regarding financial affairs that informs civil society? |
| Are the reports of the municipal council's audit commission accessible to stakeholders? | |
| Is there citizen budget practice? Is it effectively implemented? | |
| Are there mechanisms to prevent the municipality's short- and long-term borrowings which may jeopardize future investments and services? Are they effectively implemented? | |
| Does the municipality publish consolidated financial reports consisting of the accounts of municipal companies? Are the past differences explained with the reasons and relevant corrective actions are shared? | |

## *Principle 11. Human Rights, Cultural Diversity and Social Cohesion*

| INTERNAL AUDIT TOOL INDICATORS | CIVIL AUDIT TOOL INDICATORS |
|---|---|
| Are the planning and activities of the municipality inclusive of all social groups? Are the activities, services, and investments of the municipality fairly distributed for all social groups? | Does the municipality carry out activities in cooperation with civil society actors for the protection of all citizens from discrimination and exclusion? |
| Is there an integrated social policy of the municipality? Are the services, investments, services, and activities planned, implemented, and controlled in accordance with this policy's objectives? Are deviations assessed, corrective actions formulated and implemented? | Does the municipality deploy the local cultural and social assets in support of the activities of civil society actors? |
| Are there policies, activities, and investments for the protection, assistance, and development of children, women, and other disadvantageous groups? | Does the municipality act in cooperation with civil society actors for intercultural cohesion and engagements in order to enhance social solidarity? |
| Are there integrated policies and plans for the empowerment of disadvantageous groups? Are investments, services, and activities prepared in accordance with this policy? Are the implementation results comparatively assessed with the objectives of this policy? | Does the municipality prepare policy and plans for disadvantageous social groups with the participation of civil society actors? |
| Are there municipal council commissions or working groups on equality, human rights, and cultural diversity? | Does the municipality promote dialogue and cooperation among various social groups for the purpose of increasing diversity and cohesion? |

## *Principle 12. Accountability*

| INTERNAL AUDIT TOOL INDICATORS | CIVIL AUDIT TOOL INDICATORS |
|---|---|
| Are the decisions of the municipal council published on the website? Are the reports, research, and data for decision-making shared? | Does the municipality regularly prepare integrated, data based, and comparable reports for the activities carried out with citizens assembly and CSOs? |
| Are the reports of municipal council commissions published on their website? | Can the citizens assembly and CSOs access the relevant reports and documents of the municipality? |
| At what rate does the municipality respond to applications requesting information? What are the reasons for non-disclosure? | Do the citizens assembly and CSOs regularly undertake activities for monitoring and evaluation? If yes, does the municipality support this process with practical steps? |
| Does the municipality publish a citizen budget? | |
| Does the citizens assembly publish an annual activities report? | |

## Data and Information Sources for Civil Audit

There are various document and data sources for the use of civil society actors in monitoring and evaluating the activities of municipalities. Some of these sources are listed below:

- Laws, regulations, and guides
- Municipal website and social media accounts
- Municipal council decisions
- Reports of municipal council commissions
- Strategic plan, performance program, and annual activities report
- Budget and other financial documents
- Institutional documents on the tasks and responsibilities of municipal directorates
- The right to information mechanisms
- The report of the Court of Accounts

Citizens assembly and CSOs can use the above documents, information, and data sources for the purpose of the civil auditing of municipalities. These groups can share the results of this audit with municipal council members and the public at large.

On behalf of citizens, the processes of monitoring, evaluation, and influencing the decisions and activities of municipal actors by the citizen assembly and CSOs would improve the quality of good governance, support continuous development, and increase the level of trust between the municipality and civil society.

***On behalf of citizens, the processes of monitoring, evaluation, and influencing the decisions and activities of municipal actors by the citizen assembly and CSOs would improve the quality of good governance, support continuous development, and increase the level of trust between the municipality and civil society.***

# CONCLUSION

We are experiencing an age where the need for good governance grows daily. Countries, large and small, grapple with challenges and risks of varying degrees, all while attempting to protect and further sustainable development as well as the overall quality of life. At this juncture, the significance of cities and the role of municipalities are becoming more critical in addressing these issues. Cities, for example, directly feel the effects of global environmental, economic, and social changes. Expanded roles and responsibilities fall upon the shoulders of municipalities as they deal with climate change, protecting natural resources and human lives as these institutions ensure sustainable development and increase the quality of life for its citizens. This claim is supported by the fact that according to an estimate by the Organization for Economic Co-operation and Development (OECD), achieving the Sustainable Development Vision of 2030 depends upon the implementation of subnational (regional and local) authorities at a 65% rate[1]. Additionally, the position of local authorities has gained prominence in reducing social inequalities, the prevention of social polarization, and the protection and furthering of democracy. These responsibilities have primarily fallen on municipalities to formulate holistic, inclusive, and effective local solutions appropriate to local conditions and opportunities. Therefore, the improvement of good governance on the municipal level is anticipated to contribute to increases in sustainable development and quality of life in the city, country, and worldwide.

***The improvement of good governance on the municipal level is anticipated to contribute to increases in sustainable development and quality of life in the city, country, and worldwide.***

By taking this reality as a reference point, Argüden Governance Academy has developed the Integrated Municipality Governance Model (IMGM). With this tool, the Academy aims to approach good governance at municipalities in a holistic manner, implement, and continuously improve governance practices. The Council of Europe's (CoE) good governance improvement vision promulgated in 2008 and the European Label of Governance Excellence (ELoGE) was taken as the foundation for the IMGM. The development of the Model incorporated the approaches of the United Nations (UN, the OECD, the European Foundation of Quality Management (EFQM), and other international organizations as well as the Argüden Governance Academy's models and publications such as the Municipality Governance Scorecard.

All these efforts are expected to support the strengthening of good governance at the local level in the member countries of the CoE. Under the leadership of the Argüden Governance Academy and partnership of the CoE, the Marmara Municipalities Union, the Sultanbeyli and Şişli Municipalities, the Integrated Municipality Governance Model was piloted within the scope of a joint project. During this project, the Model was tested in terms of where it can be implemented, how, and by whom. IMGM proved its use value and delivered the expected benefits at the conclusion of the piloting period.

***Under the leadership of the Argüden Governance Academy and partnership of the CoE, the Marmara Municipalities Union, the Sultanbeyli and Şişli Municipalities, the Integrated Municipality Governance Model was piloted within the scope of a joint project.***

1 https://www.oecd.org/about/impact/achieving-sdgs-in-cities-and-regions.htm

IMGM was designed and developed for the use of local governments in different countries. The implementation of the Model in various settings is expected to contribute to further sustainable development and quality of life for all throughout the globe. Working as a center of excellence, Argüden Governance Academy has broken new ground in the area of good governance through its application of the Model as an innovative tool. The Academy has put forward a model for governance measurement, integrated institutionalization, and continuous improvement at the local level. Furthermore, during the piloting process at the Sultanbeyli and Şişli Municipalities, the Academy has proved the usefulness of the Model.

***The Academy has put forward a model for governance measurement, integrated institutionalization, and continuous improvement at the local level.***

In conclusion, the Academy maintains the premise that good governance at municipalities would improve with the implementation of this model in different countries, a process which will contribute to better governance of local environmental, economic, and social risks and opportunities through a holistic, inclusive, and effective manner. The implementation of the Model within different countries would also serve to the promotion and adoption of the European Label of Governance Excellence at different locales and countries. Through this process, we believe that the benefits of good governance strengthen the efforts for building a more sustainable and liveable future.

***The implementation of the Model within different countries would also serve to the promotion and adoption of the European Label of Governance Excellence at different locales and countries.***

Upon the adoption and implementation of the Model, the inclusion of new experiences and lessons seeks to update the Model as it relies upon new experiences and lessons that will increase its applicability to changing conditions and producing more effective results. The attributes of the Model are designed to enable it to be open to continuous improvement. Argüden Governance Academy's main mission is to improve the quality of governance at public, private, and civil society sectors at local, national, and global levels. Hence, the Academy has adopted an agenda to develop new partnerships and projects for improving local governance in the near future.

# REFERENCES


Argüden, Dr. Y., Ilgaz, P., Kilitçioğlu, H., & Erimez, Dr. E. (2021). *Sustainable Success Model©*. İstanbul: ARGE Consulting Publications.

Argüden, Dr. Y., Toksöz, F., Göymen, Prof. Dr. K., Kalaycıoğlu, Prof. Dr. E., Salihoğlu, E., Şen, Dr. F., & İzci, İ. (2018). *From a Citizen's Perspective: Governance Scorecard of Municipalities for İstanbul Districts*. İstanbul: Argüden Governance Academy Publications.

Centre of Expertise for Good Governance. (2022). *Centre of Expertise for Good Governance Strategic Plan 2022–2025*. https://rm.coe.int/centre-of-expertise-strategic-plan-2017-2022/1680766281

Centre of Expertise for Good Governance. (2020). *Civil Participation In Decision-Making Toolkit*.

Centre of Expertise for Good Governance. (2021). *Activity Report 2021*. https://rm.coe.int/centre-of-expertise-for-good-governance-activity-report-2021/1680a523c3

Centre of Expertise for Good Governance. (2022). *Centre of Expertise for Good Governance*. https://www.coe.int/en/web/good-governance/centre-of-expertise

Council of Europe. (2007). *Valencia Decleration*. https://www.ftr-bg.org/wp-content/uploads/2019/10/Valencia_Declaration_MCL-1520075final_EN.pdf

Council of Europe. (2022). *12 Principles of Good Governance*. https://www.coe.int/en/web/good-governance/12-principles

Council of Europe. (2022). *Intermunicipal Cooperation*. https://www.coe.int/en/web/good-governance/imc-eap

Erimez, Dr. E., & İzci, İ. (2020). *Dayanıklı Kent İçin Bütüncül Sosyal Hizmet Yönetişimi*. İstanbul: Argüden Yönetişim Akademisi Yayınları.

Erimez, Dr. E., & İzci, İ. (2020). *Local Development Guide for Business*. İstanbul: Argüden Governance Academy Publications; TÜRKONFED.

Integrated Reporting. (2016). *Focusing on Value Creation in the Public Sector*. World Bank Group.

İzci, Dr. İ., Erimez, Dr. E., & Eren, Dr. M. (2022). *Metropolitan Municipality Governance Scorecard*. İstanbul: Argüden Governance Academy Publications.

Jeffery, N., Argüden, Dr. Y., Erimez, Dr. E., & Şen, Dr. F. (2017). *İstişare: Paydaşların Kararlara Katılımı*. İstanbul: Argüden Yönetişim Akademisi Yayınları.

Kaşıkırık, A., & İzci, İ. (2019). *Kapsayıcı Belediye Yönetişim Karnesi*. İstanbul: Argüden Yönetişim Akademisi Yayınları.

Kaşıkırık, A., Erimez, Dr. E., & İzci, İ. (2019). *Belediyeler İçin Entegre ve Kapsayıcı Stratejik Plan Hazırlama Rehberi*. İstanbul: Argüden Yönetişim Akademisi Yayınları.

King, M., & Roberts, L. (2017).
*Entegre Düşünce*.
İstanbul: Argüden Yönetişim Akademisi Yayınları.

OECD. (2021).
*Trust in Government*.
https://www.oecd.org/governance/trust-in-government/

OECD/European Commission. (2020).
*Cities in the World:*
*A New Perspective on Urbanisation*.
Paris: OECD Publishing.

Trutkowski, C., Odzimek, W., & Żarkowski, R. (2022).
*Strategic Municipal Planning*.
Centre of Expertise for Good Governance.

United Nations. (2022).
*The Sustainable Development Goals Report 2022*.
https://unstats.un.org/sdgs/report/2022/The-Sustainable-Development-Goals-Report-2022.pdf

United Nations Development Program. (2022).
*Human Development Report 2021-22*
https://www.undp.org/egypt/publications/human-development-report-2021-22-uncertain-times-unsettled-lives-shaping-our-future-transforming-world

Scan the QR code with the camera of your phone to open the references in your web browser.

*APPENDIX A.*

# ELoGE BENCHMARK

## *Principle 1. Citizen Participation, Fair Conduct of Elections, and Representation*

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

## *Principle 2. Responsiveness*

| DESCRIPTION OF ACTIVITY | INDICATORS |
|---|---|
| 1. Objectives, rules, structures, and procedures are adapted to the legitimate expectations and needs of citizens. | 1. Clear guidelines and procedures for officials and elected representatives exist in all decision-making processes. |
| | 2. Municipalities ensure that all elected representatives have the interests of local people at heart. |
| 2. Public services are delivered, and requests and complaints are responded to within a reasonable timeframe. | 3. An individual complaints procedure regarding the functioning of local public services and authorities, with response time targets, has been developed and implemented and there is evidence that it is being used. |
| | 4. Information relating to complaints made about the municipality and responses to the complaints including any resulting change is made available to employees, elected representatives and citizens. |
| | 5. If changes in policy and service delivery are required, they are made in response to research, reports, consultations, complaints and other methods of input. The changes made are publicised. |
| | 6. The municipality provides good 'customer' care by ensuring that services are provided by knowledgeable and well-trained staff who understand the needs of their population. |

## *Principle 3. Efficiency and Effectiveness*

| DESCRIPTION OF ACTIVITY | INDICATORS |
|---|---|
| 1. Results meet the agreed objectives. | 1. The municipality plans its activities and budget according to its strategic guidance plans at a strategic and an operational level. |
| 2. Best possible use is made of the resources available. | 2. Performance information is regularly collected and reviewed. The municipality acts to deal with gaps between expected and actual performance. |
| 3. Performance management systems make it possible to evaluate and enhance the efficiency and effectiveness of services. | 3. The municipality develops and implements a performance management framework that covers all of its objectives, services and functions including appropriate indicators and reports regularly on its performance and its progress. |
| | 4. The municipality exchanges good practises with other municipalities and uses this information to improve its own efficiency and effectiveness. |
| | 5. The municipality develops a strategic and operational evaluation document for the evaluation of public policies. |
| | 6. The municipality takes into account the results of its evaluations on order to implement its future public policies. |
| 4. Audits are carried out at regular intervals to assess and improve performance (audit refers to audits to improve the working of municipality). | 7. Procedures, performance reports and information systems are independently audited and the results reported to the councillors. |
| | 8. All major services and functions are regularly reviewed at appropriate intervals, to evaluate their performance and impact. |
| | 9. Municipalities keep appropriate records to ensure patterns can be identified and efficiency and effectiveness increased. |

## *Principle 4. Openness and Transparency*

| DESCRIPTION OF ACTIVITY | INDICATORS |
|---|---|
| 1. Decisions are taken and enforced in accordance with rules and regulations. | 1. The municipality has a clear and well understood legal framework which is widely publicised. |
| | 2. The municipality's legal framework includes a clear decision making scheme of delegation, setting out who has the responsibility for taking each decision, and how decisions will be taken, enforced and publicised. |
| | 3. The municipality takes and enforces decisions in a manner which is open, transparent, accountable and timely, and in accordance with rules and regulations and which matches international standards of best practice. |
| | 4. There is a process for appealing against decisions which is widely available and understood. |
| | 5. The opposition has the right to introduce propositions, amendments, and interpellations. The opposition also has the right to request meetings of committees of inquiry on certain topics and it has the right to be represented in some bodies of the local authority. |
| 2. There is public access to all information which is not classified for well-specified reasons as provided for by law (such as the protection of privacy or ensuring the fairness of procurement procedures). | 6. Municipalities ensure regular and easy contact between citizens with elected representatives. |
| | 7. Municipalities actively inform the population. |
| | 8. Municipality meetings are open to the public and media and agendas and documents are publically available. |
| 3. Information on decisions, implementation of policies and results is made available to the public in such a way as to enable it to effectively follow and contribute to the work of the local authority. | 9. The municipality has a 12 month rolling forward work programme that has received input from citizens and elected representatives, and is publicised widely. |
| | 10. The elected representatives show openness towards the media, and a willingness to provide the media with information. |

## *Principle 5. Rule of Law*

| DESCRIPTION OF ACTIVITY | INDICATORS |
|---|---|
| 1. The local authorities abide by the law and judicial decisions. | 1. The municipality complies with all applicable laws and regulations. |
| | 2. The municipality publicly reports any judicial decisions or sanctions taken under law of all offenses it has committed. |
| 2. Rules and regulations are adopted in accordance with procedures provided for by law and are enforced impartially. | 3. Rules and regulations are adopted in accordance with procedures provided for by law. |
| | 4. Rules and regulations are enforced impartially. |

## *Principle 6. Ethical Conduct*

| DESCRIPTION OF ACTIVITY | INDICATORS |
|---|---|
| 1. The public good is placed before individual interests. | 1. Public policies are decided taking in account the general welfare role of the municipality. |
| | 2. The local public interest guides the allocation of budgetary resources of the municipality. |
| 2. There are effective measures to prevent and combat all forms of corruption. | 3. Codes of conduct specify the ethical standards expected of elected representatives and officials. These include a requirement for interests, gifts and hospitality to be recorded in publicly available registers. |
| | 4. Specific procedures have been adopted for decisions in areas that are vulnerable to corruption including procurement, selling municipal assets and awarding permits and licences. |
| | 5. An annual review of anti-corruption arrangements is undertaken, for example by internal or external audit. |
| | 6. Personnel policies require staff to be appointed, promoted and rewarded on merit, and/or disciplined only in accordance with approved procedures. |
| 3. Conflicts of interest are declared in a timely manner and persons involved must abstain from taking part in relevant decisions. | 7. Elected representatives and staff are required to declare any potential conflict of interest that could impact on decision taking and to abstain from taking part in relevant decisions making. |
| | 8. Municipalities ensure an effective and efficient procurement and it uses pre-set selection criteria. |
| | 9. Municipalities ensure free access to public procurement documents and decisions with regard to the awarding of the contract. |

## *Principle 7. Competence and Capacity*

| DESCRIPTION OF ACTIVITY | INDICATORS |
|---|---|
| 1. The professional skills of those who deliver governance are continuously maintained and strengthened in order to improve their output and impact. | 1. The municipality identifies the skills needed to deliver its services effectively and undertakes a skills audit to identify any gaps as part of a strategic workforce plan. |
| | 2. The municipality operates a system to implement personal development plans for its staff. |
| 2. Public officials are motivated continuously improve their performance. | 3. Arrangements are in place to reward good performance and improve poor performance. |
| | 4. The municipality has a recruitment and selection policy and procedures that are made public and implemented consistently. |
| | 5. A training plan is developed, implemented and monitored to ensure that training needs are fully met, and professional skills continually developed before that become an obstacle for the service delivery and take evasive action hat the lack of training does not interfere with the efficiency of service delivery. |
| | 6. Municipalities review the implementation and outcomes of recruitment, training and promotion procedures and makes improvements based on that. |
| 3. Practical methods and procedures are created and used in order to transform skills into capacity and to produce better results. | 7. Selection criteria are defined for each post and communicated to all applicants. The criteria reflect the essential requirements of the job and do not exclude any social groups. |
| | 8. Staff receives regular appraisals of their performance and development as part of a systematic approach to performance appraisal and career development. |

## *Principle 8. Innovation and Openness to Change*

| DESCRIPTION OF ACTIVITY | INDICATORS |
|---|---|
| 1. New and efficient solutions to problems are sought and advantage is taken of modern methods of service provision. | 1. The municipality has a structured approach to innovation, research and development. |
| | 2. Municipalities take action to identify and implement examples of good practice and new solutions. |
| 2. There is readiness to pilot and experiment new programmes and to learn from the experience of others. | 3. The municipality is actively involved in a good-governance pilot project. |
| 3. A climate favourable to change is created in the interest of achieving better results. | 4. Elected representatives and staff are clearly committed to taking action to ensure that benefit is derived from new solutions and good practices. |

## *Principle 9. Sustainability and Long Term Orientation*

| DESCRIPTION OF ACTIVITY | INDICATORS |
|---|---|
| 1. The needs of future generations are taken into account in current policies. | 1. The municipality has a structured approach to long term development. |
| | 2. The needs of the future generation is taken into account routinely in the planning process. |
| 2. The sustainability of the community is constantly taken into account. Decisions strive to internalise all costs and not to transfer problems and tensions, be they environmental, structural, financial, economic or social, to future generations. | 3. There is a clearly demonstrated high level commitment from politicians and senior management to achieving corporate sustainability. |
| | 4. Ensuring sustainability is an integral part of policy and strategy development, action planning and target setting within all departments, functions and service areas. |
| | 5. Specific resources and responsibility are affected to mainstream sustainability (for example, in a multi-functional working group). |
| | 6. It is routinely ensured that the municipality's processes such as performance management, audit and scrutiny provide mechanisms for feedback and challenge on sustainability in practice and performance. |
| 3. There is a broad and long-term perspective on the future of the local community along with a sense of what is needed for such development. | 7. There is a participatory approach to decision making for a sustainable development. |
| | 8. A capital financing plan exists that ensures the long term viability of the infrastructure and assets of the municipality. |
| 4. There is an understanding of the historical, cultural and social complexities in which this perspective is grounded. | 9. There is a structured approach on how to preserve historical, cultural and social aspect of the municipality. |

## *Principle 10. Sound Financial Management*

| DESCRIPTION OF ACTIVITY | INDICATORS |
|---|---|
| 1. Charges do not exceed the cost of services provided and do not reduce demand excessively, particularly in the case of important public services. | 1. Elected officials are clear about the rationale and the basis for charges for services. |
| 2. Prudence is observed in financial management, including in the contracting and use of loans, in the estimation of resources, revenues and reserves, and in the use of exceptional revenue. | 2. Standing financial instructions identify the financial responsibilities that apply to everyone working for the municipality. |
| | 3. An internal audit function reviews financial transactions to ensure compliance with approved internal procedures. |
| | 4. Regular reports are presented to officials and elected representatives comparing actual income and expenditure with budget. |
| | 5. The accounts are audited by persons independent of the municipality. |
| | 6. The external audits and the annual audits are made public. |
| | 7. The annual audit includes a review of value money in the provision of services by the municipality. |
| 3. Multi-annual budget plans are prepared, with consultation of the public. | 8. Annual and multiyear budgets are adopted before the start of the relevant period. The budgets should outline key provisions of resources and its commitments. |
| | 9. The budget preparation process includes extensive consultation with external stakeholders. |
| | 10. Approved budgets, tax rates and an annual report including information on service outputs and outcomes, are made publically available. |
| | 11. A summary of the budget and taxes is made available to all citizens. |
| 4. Risks are properly estimated and managed, including by the publication of consolidated accounts and, in the case of public-private partnerships, by sharing the risks realistically. | 12. The municipality identifies and manages its financial and service delivery risks by either:<br>• accepting and recognising the risks;<br>• avoiding the risks (e.g. by transferring an activity to another entity);<br>• transferring the risks (e.g. by means of a public-private partnerships or obtaining commercial insurance); or<br>• sharing the risks (e.g. working collaboratively with another municipality). |
| 5. The local authority takes part in arrangements for inter-municipal solidarity, fair sharing of burdens and benefits and reduction of risks (equalisation systems, inter-municipal co-operation, and mutualisation of risks). | 13. Belediyeler arası yaklaşım, belediye yönetiminde bir gelişme faktörüdür. |
| | 14. Belediye, performansını ve vatandaşlara sunduğu hizmetleri geliştirmek için belediye birliklerine üyedir ve bundan faydalanır. |

## *Principle 11. Human Rights, Cultural Diversity and Social Cohesion*

| DESCRIPTION OF ACTIVITY | INDICATORS |
|---|---|
| 1. Within the local authority's sphere of influence, human rights are respected, protected and implemented, and discrimination on any grounds is combated. | 1. The municipality ensures that all different groups are involved and has implemented anti-discrimination measures and has defined targets which are put in the place in all policy areas. |
| | 2. Municipalities take action to protect all citizens from discrimination and exclusion. |
| 2. Cultural diversity is treated as an asset, and continuous efforts are made to ensure that all have a stake in the local community, identify with it and do not feel excluded. | 3. The municipality actively promotes diversity and cohesion as being in the best interests of all citizens by making resources available, supporting and subsidising the activities of non-governmental actors, promoting dialogue and encouraging partnerships between various key social actors. |
| 3. Social cohesion and the integration of disadvantaged areas are promoted. | 4. The municipality has set clear objectives to improve social cohesion and maximise the potential of cultural diversity by encouraging greater inter-cultural mixing and interaction. |
| | 5. The municipality has adopted individual plans for specific disadvantaged groups (i.e. Plan for self-sufficiency, Plan for the rights of the children and the youth, others). |
| 4. Access to essential services is preserved, in particular for the most disadvantaged sections of the population. | 6. Politicians and staff ensure, together with all strategic partners, that the equality targets are embedded in and translated into strategies, spatial plans, and public service delivery. |

## *Principle 12. Accountability*

| DESCRIPTION OF ACTIVITY | INDICATORS |
|---|---|
| 1. All decision-makers, collective and individual, take responsibility for their decisions. | 1. All decision makers are clear about their collective and individual responsibilities for the decisions they take and these are clearly set out in a legal framework and in their job descriptions. |
| 2. Decisions are reported on, explained and can be sanctioned. | 2. The council prepare regular public reports (at least annually) to account for the decisions they have taken. |
| | 3. The municipality's legal framework includes details of reporting, explaining and sanctioning decisions which is well understood by elected representatives, officials and citizens. |
| | 4. Reports and other documents will be accessible and made available. |
| 3. There are effective remedies against maladministration and against actions of local authorities which infringe civil rights. | 5. The municipality has a transparent and independent audit arrangement, as set out in the legal framework. The scrutiny arrangements are respected and considered as independent and are undertaken without fear or favour. |
| | 6. Auditors are clear who to hold to account for each decision and the relevant decision takers willingly present themselves for public scrutiny. |
| | 7. The municipality has a robust process as set out in its legal framework, to remedy against maladministration and against actions of local authorities which infringe civil rights, in accordance with rules, regulations and best practice. |

*APPENDIX B.*

# SURVEYS

## 12 PRINCIPLES OF GOOD DEMOCRATIC GOVERNANCE CITIZENS SURVEY

| | Please indicate to what extent the following statements correspond to your own experience as a citizen. | | Not Applicable (0) | Very Poorly (1) | Quite Poorly (2) | Quite Well (3) | Very Well (4) |
|---|---|---|---|---|---|---|---|
| 1 | **Citizen Participation, Fair Conduct of Elections, and Representation**, to ensure real possibilities for all citizens to have their say in local public affairs | I am satisfied with the opportunities I have to influence municipal decisions which are of interest to me. | | | | | |
| 2 | **Responsiveness**, to ensure that the local authority meets the legitimate expectations and needs of citizens | In this municipality complaints over service provision are handled in a professional manner. | | | | | |
| 3 | **Efficiency and Effectiveness**, to ensure that objectives are met while making the best use of resources | On the whole, I am quite satisfied with the services offered by the municipality. | | | | | |
| 4 | **Openness and Transparency**, to ensure public access to information and facilitate understanding of how local public affairs are conducted | This municipality does a good job in informing citizens about issues on the local political agenda. | | | | | |
| 5 | **Rule of Law**, to ensure fairness, impartiality and predictability | In this municipality, common interests of all residents prevail, not the special interests. | | | | | |
| 6 | **Ethical Conduct**, to ensure that the public interest is put before private ones | In this municipality, all persons enjoy equal treatment irrespective of their connections with elected representatives and officials. | | | | | |
| 7 | **Competence and Capacity**, to ensure that local representatives and officials are well able to carry out their duties | Most public officials in this municipality are competent people who (usually) know what they are doing. | | | | | |
| 8 | **Innovation and Openness to Change**, to ensure that benefit is derived from new solutions and good practices | In this municipality there are good procedures for handling citizen suggestions to improve public service delivery. | | | | | |
| 9 | **Sustainability and Long-term Orientation**, to take the interests of future generations into account | In this municipality decision-makers involve citizens in attempts to find solutions to local problems. | | | | | |
| 10 | **Sound Financial Management**, to ensure prudent and productive use of public funds | This municipality does a good job in informing citizens about what taxpayers get for their money. | | | | | |
| 11 | **Human rights, Cultural Diversity and Social Cohesion**, to ensure that all citizens are protected and respected and that no one is either discriminated against or excluded | In this municipality human rights are observed and their implementation progresses for all segments of the population. | | | | | |
| 12 | **Accountability**, to ensure that local representatives and officials take responsibility and are held responsible for their actions | In this municipality elected officials are good at explaining their decisions to residents. | | | | | |

## 12 PRINCIPLES OF GOOD DEMOCRATIC GOVERNANCE COUNCILORS SURVEY

| | Please indicate to what extent the following statements correspond to your own experience as an elected official. | | Not Applicable (0) | Very Poorly (1) | Quite Poorly (2) | Quite Well (3) | Very Well (4) |
|---|---|---|---|---|---|---|---|
| 1 | **Citizen Participation, Fair Conduct of Elections, and Representation**, to ensure real possibilities for all citizens to have their say in local public affairs | In my function as an elected official I am in touch with individual citizens on a weekly basis. | | | | | |
| 2 | **Responsiveness**, to ensure that the local authority meets the legitimate expectations and needs of citizens | On the whole, I am quite satisfied with the services the municipality can offer our residents. | | | | | |
| 3 | **Efficiency and Effectiveness**, to ensure that objectives are met while making the best use of resources | I feel that I am doing something useful as an elected official. | | | | | |
| 4 | **Openness and Transparency**, to ensure public access to information and facilitate understanding of how local public affairs are conducted | This municipality does a good job in informing citizens about issues on the local political agenda. | | | | | |
| 5 | **Rule of Law**, to ensure fairness, impartiality and predictability | In this municipality, common interests of all residents prevail, not the special interests. | | | | | |
| 6 | **Ethical Conduct**, to ensure that the public interest is put before private ones | In this municipality, all persons enjoy equal treatment irrespective of their connections with elected representatives and officials. | | | | | |
| 7 | **Competence and Capacity**, to ensure that local representatives and officials are well able to carry out their duties | The administration is quite attentive to political signals from elected officials. | | | | | |
| 8 | **Innovation and Openness to Change**, to ensure that benefit is derived from new solutions and good practices | In this municipality there are good procedures for handling citizen complaints and suggestions to improve public service delivery. | | | | | |
| 9 | **Sustainability and Long-term Orientation**, to take the interests of future generations into account | In this municipality decision-makers involve citizens in attempts to find solutions to local problems. | | | | | |
| 10 | **Sound Financial Management**, to ensure prudent and productive use of public funds | This municipality does a good job in informing citizens about what taxpayers get for their money. | | | | | |
| 11 | **Human rights, Cultural Diversity and Social Cohesion**, to ensure that all citizens are protected and respected and that no one is either discriminated against or excluded | In this municipality human rights are observed and their implementation progresses for all segments of the population. | | | | | |
| 12 | **Accountability**, to ensure that local representatives and officials take responsibility and are held responsible for their actions | In this municipality my colleagues are good at explaining their decisions to residents. | | | | | |

*APPENDIX C.*

# IMGM–ELoGE RELATION TABLE

**ACADEMY TOOLS**

METROPOLITAN MUNICIPALITY GOVERNANCE SCORECARD

Municipality centric

LEARNING PROCESSES PRINCIPLES CYCLE

MUNICIPALITY GOVERNANCE SCORECARD

District centric

| 12 PRINCIPLES OF GOOD GOVERNANCE | COUNCIL OF EUROPE TOOLS |
|---|---|
| 1. Citizen Participation, Fair Conduct of Elections, and Representation | Civil Participation |
| 2. Responsiveness | Leadership Academy Program |
| 3. Efficiency and Effectiveness | Municipal Strategic Planning and Local Perfomance Management |
| 4. Openness and Transparency | Public Ethics Benchmark<br>Leadership Academy Program |
| 5. Rule of Law | |
| 6. Ethical Conduct | Public Ethics Benchmark |
| 7. Competence and Capacity | Leadership Academy Program<br>Modern & Effective HR Management |
| 8. Innovation and Openness to Change | Transborder Cooperation<br>Leadership Academy Program |
| 9. Sustainability and Long-Term Orientation | Resilience Development Strategies |
| 10. Sound Financial Management | Local Finance Benchmark |
| 11. Human Rights, Cultural Diversity and Social Cohesion | Intercultural Index and Benchmark |
| 12. Accountability | Leadership Academy Program |

Both of the above given tools (MGS and MMGS) were developed for citizens and civil society organizations to monitor and evaluate the principles of good governance at district and metropolitan municipalities in data-based manner.

# ABOUT THE AUTHORS

## Dr. İnan İzci

Completed BSc. Economic and Social Policy at the University of London (Birkbeck College) in 2005. Continued his studies with MSc. European Public Policy at the University of London (UCL). His master thesis focused on Europeanisation of Istanbul Special Provincial Administration from the perspective of democratic governance. At the Free University of Brussel, he earned his doctorate with a research thesis on "Metropolitan Governance in Digital Age: the case of Istanbul".

Dr. Izci started his career at London Citizens Advice Bureau as Generalist Advice in 2001. Provided advice and advocacy to the citizens in the areas of accommodation, debt, employment relations and social rights. During this period, gained experience in legal process management, problem solving, interpersonal relations and legal-administrative affairs.

In Türkiye, his career started at Istanbul Special Provincial Administration as the EU and Foreign Affairs Expert in 2007. Between the period of 2009 and 2013, he led the EU and Foreign Affairs Unit of the Sarıyer Municipality. He managed the activities on local government–the EU relations, project development and management as well as local participatory development. During the years of 2013–2017, he worked as consultant in the areas of sustainability strategy development, corporate social responsibility and project management for the private sector.

In 2017, undertook the role of governance researcher for Argüden Governance Academy. In this period, he carried out research and model development activities in the fields such as governance scorecard, inclusive governance and sustainable urban development. Additionally, in 2019, acted as consultant at the World Bank's project on Municipal Fiscal Governance. Lately, Dr. Izci took responsibility in model development on sustainable development vision and governance at cities for business associations.

Dr. Izci has been invited as a speaker to global events organised by the United Nations, OECD and the World Bank and made contributions. He has got various publications on good governance, local governance and sustainable development. Currently, he is on the Academic Board of Argüden Governance Academy and also acts as a consultant for the Academy.

## Dr. Erkin Erimez

He gradutaed from Boğaziçi University Electronics Engineering Department in 1986. He obtained MBA from Boğaziçi University in 1989 and completed his PhD in Strategic Alliances in Boğaziçi University in 1998.

He served as a teaching assistant in Boğaziçi University Math Department between 1987–1990. He started to work in Borusan Holding in 1990 where he served in for 23 years. He conducted top management roles and had responsibilities on Finance, Treasury, Corporate Governance, Sustainability, Government Relations, Corporate Law, Board Processes, International Investments and Shareholder Relations.

He joined ARGE Consulting in 2013 and is a Managing Partner in ARGE. He conducts and manages projects on boards, board evaluation, governance, integrated reporting, strategy, risk management, and sustainability with Turkish and international companies.

He is an academic board member of Argüden Governance Academy since 2014. He was part of the projects on inclusive governance, sustainable local development, and participated in the Metropolitan Municipality Governance Scorecard project between 2021–2022.

He provides recommendations to policy development processes in UN, EU, OECD, CoE, IFC, EBRD, and IFRS. He serves in B20 task forces since 2015. He is a member of UN Global Compact Türkiye Network, and also a member of Tax, Environment, Financial Markets, New Generation Industry work streams in Turkish Industry & Business Association.

## Melis Türker

Completed Political Science and Public Administration undergraduate degree at Istanbul University in 2015. Türker did her master's degree on Local Government, Urban and Environmental Studies at Istanbul University and wrote her thesis on "Evaluating Smart City Performance within the Framework of the Sustainability Concept: The Case of Istanbul" in 2021.

After graduation, she served three years at the East Marmara Development Agency. During this time, Türker successfully completed a one-year training program of Cluster Based Change Management at the European Foundation for Cluster Excellence (EFCE). As part of the main output of the program's fieldwork, she prepared the report titled "Composite Material Cluster in East Marmara Region".

Between 2019-2021, she coordinated the works of the Smart City and Urban Mobility and the Urban Diplomacy and Local Governance Committees with 200 members at the United Citizens and Local Governments-Middle East and West Africa (UCLG-MEWA). Türker was one of the authors of the joint report of UCLG-MEWA and UITP titled Urban Mobility Report 2020. She undertook many works in the area of designing training programs, lastly designed Entrepreneurship Training Program of the International Centre for Migration Policy Development (ICMPD).

Also, she worked on the South-South Cooperation in the Urbanization Portfolio at the UNDP's initiative of the Istanbul International Center for Private Sector in Development (IICPSD). She prepared knowledge exchange and training programs for international delegations. Actively contributed to the development of the Waste Management Assessment Tool.

In 2019, Türker participated in the World Economic Forum's Youth Summit and took part in the action committee aiming to solve urban mobility issues. Also, she runs activities as Impact Officer of the Global Shapers Community at Istanbul which is a youth initiative of the World Economic Forum. Since 2021, she has been working at the Argüden Governance Academy within the scopes of Integrated Municipality Governance Model and Sustainability Governance Scorecard projects.

ARGÜDEN
GOVERNANCE
ACADEMY

Good Governance for
Quality of Life

Argüden Governance Academy is a foundation dedicated to improve the quality of "governance" by increasing trust for the institutions to build a better quality of life and a sustainable future.

The purpose of the Academy is improving quality of life and sustainability of the future. With improving quality of governance to improve trust for organizations mission and being 'a center of excellence' for development and widespread adoption of good governance culture vision; the Academy conducts education, research, and communication activities. Individuals from all age groups (including children and young leaders) and institutions from all sectors (public, civil society, private sector, and global actors) are main partners and target audience of the Academy.

Argüden Governance Academy is committed to play a pioneering role by adopting "Integrated Thinking" and "Good Governance Principles" (CRAFTED: Consistency, Responsibility, Accountability, Fairness, Transparency, Effectiveness, and Deployment) to all its work and stakeholder relationships.

The Academy aims to:

- Ensure that good governance is adopted as a culture,
- Raise the understanding of "the key role of good governance in improving quality of life and sustainability of the planet",
- Guide the institutions by developing methods to ease the implementation of good governance principles,
- Inspire future leaders by promoting "Best Practices" of good governance,
- Increase the next generation leaders' experience of good governance,
- Disseminate global knowledge and experience at all levels of the society with a holistic approach,
- Become "the right cooperation partner" for the leading institutions in the world by creating common solutions for global issues.

The Academy advocated "Integrated Thinking" during Türkiye's presidency of the G20 and adopts this culture in all its activities.

Argüden Governance Academy became the first non-governmental institution in the world to report its work as an Integrated Report since its founding.

For any further questions on the Integrated Municipality Governance Model project please contact us.

**Argüden Governance Academy**

Akasya Caddesi No: 2
Göztepe Mah., Göksu
Anadolu Hisarı, 34815
İstanbul, Türkiye

Phone:
+90 (216) 280 51 14

E-mail:
info@argudenacademy.org

NOTES

# Good governance for quality of life

## DONORS

TIRSAN
Türkiye'nin Taşıyıcı Gücü

Garanti BBVA

AKKÖK
HOLDİNG

BORUSAN

ÇALIK HOLDİNG

İSTANBUL AU ALTINBAŞ ÜNİVERSİTESİ

ARGE
Helping You Succeed

Argüden Governance Academy is a foundation dedicated to improve quality of governance.

www.argudenacademy.org

ArgudenAcd
ArgüdenGovernanceAcademy
arguden-governance-academy
argudenakademi

ISBN: 978-605-2288-25-2