5. Guide to implementing good governance in multiethnic communities for local public administration

The case studies analysed in this report present good practices and success stories in the Southeast European region in accommodating local diversity. The role of this publication is more than just to present them; rather, the task is to transform these cases into general models that can be applied by local public administration and non-governmental organizations alike in their attempt to promote good governance.

A series of recommendations are offered to those who want to promote good governance principles in the multiethnic communities of the region. Although most of these recommendations target local authorities and organizations, there are certain aspects that may be useful to national authorities, as well.

First of all, in order to reach equity, the state should be balanced towards all groups, instead of being biased in favour of one - usually the majority – or more groups. Furthermore, in order to have rule of law, efficiency and effectiveness, there should be good articulation between all layers of authority, development of appropriate structures to implement legislation, monitoring of the impact of existing legislation, resource allocation and decentralization. For participation of all groups in the decision-making process, we should first have an awareness of the diversity around us, as well as cross-group alliances. Cultural autonomy has proven to be one possible model of promoting good governance at the local level.

5.1 Recommendations

The focus of the present volume is on the models of good governance developed at the local level. Indeed, it includes recommendations that can be put in practice in order to transform the few success stories into widespread institutional practices.

These recommendations are :

- Give minorities at the local level a role in decision-making
- Do not limit their participation to consultation;
- If small minorities are underrepresented, then appropriate mechanisms to improve representation should be developed;
- Ensure genuine representation of all groups in the local representative bodies;
- Empower people;
- Do not limit your approach to minority rights;
- Raise awareness of the existing diversity in the community;
- Promote cross-group alliances in order to support each local ethnocultural community's interests;
- Monitor the impact of the existing legislation through appropriate indicators;
- Ensure participation of the beneficiaries in all stages of implementation of the legislation;
- Ensure resources at the local level as well, in order to implement the national legislation and to respond to the community's needs.

These recommendations should be observed throughout the policy-making process.

5.1.1. Problem definition

When defining an issue to be addressed, information should be collected in order to identify the needs and the problems faced by the local minorities or the majority. The principle of data protection should be respected in this first stage of the policy process.

5.1.2. Agenda setting

After needs identification in the first stage of the process, a prioritization of the needs should follow suit. The minorities should participate in the process so that their problems are included on the agenda. The issue of internal democracy in all minority groups is a relevant aspect for these two stages, since in some cases it is not the lack of participation of the minority that raises problems, but the fact that one single actor represents the community and voices its needs and priorities, ignoring voices which have different opinions. The principle of majority rule should not be misused when deciding on the needs and prioritizing them, either in the community at large, or within the minority groups of the community.

5.1.3. Policy formulation

According to the set agenda, policies should be developed. These policies should be adapted to the diversity of groups and to the diversity within each group in the community. Furthermore, mechanisms should be identified through which participation of minorities has a real impact on the public policies.

Transparency is an important aspect, which ensures access of citizens to information in this process of agenda setting and policy formulation.

5.1.4. Implementation

The participation of all beneficiaries in the process, in all stages of the implementation, is a must for each policy. On top of this, the primary responsibility of the local authorities should be the development of appropriate structures for the implementation of the policy, mainly by building capacities and allocating resources.

5.1.5. Evaluation

Each policy cycle should end with an evaluation of the impact of the policy. Thus, effective monitoring mechanisms should be developed and recommendations should be made according to the findings of the monitoring and impact assessment. This process has to look at the impact the policy has had on all groups, and ensure participation of all community groups. Moreover, assessment of the results provides relevant information and data for the creation of new policies that address the problems not solved by the already existing legislation, as well as their negative unintended effects.

As concerns indicators of good governance, a set of questions will prove helpful to local authorities and civil organizations when evaluating the quality of their governance. The answers to these questions can also suggest actions to take in order to improve local governance.

5.2 Principles of good governance

5.2.1. Accountability

Accountability is a key requirement of good governance. Not only elected local officials, but also the private sector and civil society organizations must be accountable to the public and to their stakeholders. When it comes to good governance in multiethnic communities, an organization or an institution is accountable to those who will be affected by its decisions or actions, regardless of their ethnic background. Accountability cannot be enforced without transparency and the rule of law. Accountability has been defined as those methods, procedures and forces that determine what values will be reflected in administrative decisions.

Main questions	Key indicators	Sources
What do I do to be accountable?	1. Accomplishment of the agenda or platform • What did I promise to deliver to the citizens? • What have I delivered so far? • What is the reason for the differences between the promises and results? • How can I address these differences? • How do citizens evaluate the mandate? 2. Execution of the assumed responsibilities and obligations deriving from the position in the institution • Clear definition of the responsibilities and obligations deriving from the position • Clear delimitation of the hierarchical responsibility • Are there indicators to evaluate internally the accomplishment of responsibilities and obligations?	Job description of the public servant; institutional structure, agenda of the candidate for elected positions, initiatives of the elected officials, indicators to evaluate achievements, activity reports, institutional assessments, public surveys

5.2.2. Rule of law

Good governance requires fair legal frameworks that are enforced impartially. It also requires full protection of human rights, particularly those of minorities. Impartial enforcement of laws requires an independent judiciary, and impartial and incorruptible law enforcement agencies. One of the main issues in the region concerns partial implementation of the legislation promoting minority rights at the local level.

Main questions	Key indicators	Sources
What is the national legislation concerning non-discrimination and minority rights? Is this legislation implemented in my community?	1. Awareness of the public servants of the existing relevant legislation and its provisions. 2. Evaluation of the level of implementation of the legislation • Is the legislation binding for the community? • What are the measures and mechanisms for translating the legislation into practice? • Analysis of the differences between the level of implementation and the required legal level. 3. Capacity to implement the legislation • Are the necessary resources allocated in order to have the legal provisions implemented? • Does the capacity exist to implement the legislation? • Are all the mechanisms required by the law in place and functional? 4. Recognizing situational requirements • How do the community specificities limit or enhance the implementation of the legislation?	Legislation, assessment of the knowledge of legislation, institutional audit and resource analysis.

5.2.3. Transparency

Transparency means that decisions made and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement, that enough information is provided and that it is provided in easily understandable forms, including in the media.

Main questions	Key indicators	Sources
What do I do to be transparent? Are programmes and policies implemented at the local level transparent?	1. Regular information of the citizens about the decisions of the local authorities and about the stages of implementation of policies and programmes • How diverse are the channels for dissemination of information (official newsletter, web page, local media)? • How many people does the public information reach? 2. Access to information • Access of citizens, organizations and the media to local government meetings, hearings, etc. • Are there rules that regulate people's access to local government documents? • How accessible, in fact, is public information for the citizens belonging to a linguistic minority? • Is there public information in minority languages?	Number of copies of official newsletter, number of people accessing the official web page, number of people accessing local government documents, number of people participating in local government meetings and hearings, geographic coverage of the public information.

5.2.4. Participation

Participation could be either direct or through legitimate intermediate institutions or representatives. It is important to point out that representative democracy does not necessarily mean that the concerns of the most vulnerable in society would be taken into consideration in decision-making. Participation needs to be informed and organized.

This means freedom of association and expression on the one hand, and an organized civil society on the other hand. Moreover, all the historic evidence indicates that significant community development only takes place when local community members are committed to investigate themselves and invest their own resources in the effort.

Main questions	Key indicators	Sources
Are the stakeholders involved in resource allocation and management? How do I get them involved?	**1. Mobilization of human, natural and institutional resources** • Different ethnic groups' interests are voiced in local governance • Community assets are managed in a participatory manner • Are there consultative committees whose response is incorporated in decision-making? **2. Promoting an inclusive approach to all local contributors** • Access of citizens, organizations and the media to local government meetings, hearings, etc. • Associations are encouraged to participate by appealing to their interest and finding common ground • Constantly build and rebuild relations between and among local residents, local associations and local institutions, regardless of their ethnic background • The stakeholders are involved in decision-making **3. Implementing a widespread citizen participation mechanism** • Finding capable expertise • Identifying sources of citizen initiatives • Creating a purposeful agenda for citizens' future actions	List of public events organized, stakeholders' analysis, list of participants, the number of stakeholders' initiatives that are on the agenda of the local authorities, indicators to evaluate involvement in decision making, lists of issues, analysis of priority issues

5.2.5. Responsiveness

Good governance requires that institutions and processes try to serve all stakeholders within a reasonable timeframe.

Main questions	Key indicators	Sources
What do I do to be responsive?	**1. Citizens' needs and satisfaction with the local governance.** • Creation of institutional means of communication with all the citizens (office hours set aside for receiving citizens, website forum, official newsletter, official correspondence of the institution). • Analysis of issues brought to public attention by the media. • Are the minority groups and minority related issues included in these evaluations; are the perspectives of different groups of citizens analyzed? **2. Measures to respond to citizens' needs** • Access of citizens, organizations and the media to local government meetings, hearings, etc. • Analyze the differences between the institution's policy-making and the needs of the citizens • Propose actions to overcome these differences where they exist and implement them. **3. Evaluation of the citizens' satisfaction with the local governance** • Evaluate the citizens' satisfaction with the quality of services and programmes provided by the local government • Evaluate the satisfaction of the citizens with the allocation of local resources • Analyze differences between internal evaluations of programmes and services and citizens' evaluations, and propose solutions to reduce the differences.	Public opinion surveys, the media, official correspondence of the institutions, agenda of the institution, internal assessment of public services.

5.2.6. Consensus-seeking

Good governance requires mediation of the different interests in society to reach a broad consensus on what is in the best interest of the whole community, and how this can be achieved. It also requires a long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development. This can only result from an understanding of the historical, cultural and social contexts of a given society or community. There are as many viewpoints as actors in any given society.

Main questions	Key indicators	Sources
Why follow consensus-oriented policies in a multiethnic community? How can the diverse interests and expectations of ethnic groups in a multiethnic community be met?	**1. Community's conflict potential** • What are the relations between the ethnic groups in the community? • What is the historical context of the community and the potential for conflict? • How is ethnocultural diversity accommodated in the community? • Who's taking the role of mediating the different interests/viewpoints/expectations of the ethnic groups in the community? • When a problem appears, do people tend to collaborate to solve the problem? **2. Measures to promote a consensus oriented policy** • Are the public servants trained to accept and respect the diversity of the community? • Is there a map of potential conflicts at the local level? • Do the ethnic groups in the community have some things in common that can be used to hold the larger community together? • Do the local institutions consider this potential in the policy making process?	Stakeholders' analysis, analysis of the local communities' potential, resources, and interests, background of the community –historical, cultural and economic information.

5.2.7. Equity and inclusiveness

A society's well being depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream society. This requires that all groups, but particularly the most vulnerable, have opportunities to improve or maintain their well-being.

Main questions	Key indicators	Sources
Is access to resources in the community equitable? Do the local policies address the needs of all local communities?	**1. Do the local minorities benefit from the local policies?** • Do the local decisions affect anyone because of their ethnicity, race or any other attribute? • To what extent are the measures taken to foster the diversity of the community translated into policies? • Are the local authorities trained in working with culturally diverse communities? • Is access to programmes in minority languages ensured? • Are minority languages taught in schools attended by minority children? • Is equal access to public services granted for all the members of the community? **2. Are the minorities' access to local services and programmes based according to their needs?** • To what extent do the local programmes and services meet minority needs? • How are the needs of the community identified? • Is there direct or indirect participation of the members of the community in decision-making? • Are programme implementation costs and benefits distributed to all groups in the community according to their needs? • How many such programmes are there, and what are the expected outcomes? • Are there programmes that encourage dialogue between the majority and the minorities, and between the minorities and the state? • Are resources allocated to advance and support these programmes?	Public opinion surveys, evaluations of the programmes and services, profile of the beneficiaries of these programmes and services, impact analysis of the local policies, community needs assessment, legal provisions.

5.2.8. Effectiveness and efficiency

Good governance means that processes and institutions produce results that meet the needs of society, while making the best use of resources at their disposal. The primary challenge of a local government leader is to effectively manage people and resources. The terms that conjure up images of leadership in local government circles these days include initiative and inventiveness, risk-taking, high energy level, persistence, entrepreneurship and innovation, and vision. The concept of efficiency, in the context of good governance, also covers the sustainable use of natural resources and the protection of the environment. For local authorities to deliver effective services to the public, it is important that they are well run and can react to changing demands.

Main questions	Key indicators	Sources
Can I improve the effectiveness with which the local resources are brought to bear on critical problems? How do I use managerial resources in promoting effectiveness and efficiency? What sources and resources are appropriate for solving community issues?	1. Equitable resource allocation for programmes/initiatives promoting political, ethnic, religious and moral tolerance, fostering community relations with community groups • Do the local decisions affect anyone because of their ethnicity, race or any other attribute? • What community groups, organizations and interests are important for the success of local government initiatives? • How can I get their support? • How does the political landscape in the community limit or enhance my community relations' capabilities? 2. Performance and results-oriented management • Involve people in productive activity through shared performance targets and work processes • Set goals, objectives, and priorities in terms of available resources and results to be accomplished in a set time • Develop plans to accomplish results • Assign well-defined responsibilities and delegate authority • Look at how tasks and responsibilities are delineated • Quality standards (including factors such as timeliness, errors, unique services) • Reacting to changing demands.	List of stakeholders, stakeholders' analysis, list of participants, regular assessments, developed plans, official documents.

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King Baudouin
Foundation

King Baudouin Foundation
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The King Baudouin Foundation supports projects and citizens with a commitment to build a better society. We look for sustainable ways of bringing about justice, democracy and respect for diversity.

The King Baudouin Foundation is independent and pluralistic. Working from our base in Brussels, we are engaged in activities in Belgium, in Europe and internationally. In Belgium the Foundation has local, regional and federal projects. The King Baudouin Foundation was founded in 1976 to mark the 25th anniversary of King Baudouin's reign.

To achieve our aim we use a number of different working methods. We support third party projects, develop our own projects, organise workshops and round-table discussions with experts and citizens, set up groups to reflect on current and future issues, bring together people with very different perspectives to sit around the table, distribute the results through (free) publications etc. The King Baudouin Foundation works with government bodies, associations, non-governmental organisations, research centres, businesses and other foundations. We have a strategic partnership with the European Policy Centre, a thinktank in Brussels.

Our activities are focused on the following issues:
Migration & a multicultural society - promoting integration and a multicultural society in Belgium and Europe

Poverty & social justice - identifying new forms of social injustice and poverty; supporting projects that build greater solidarity between the generations
Civil society & social commitment - encouraging social commitment; promoting democratic values among young people; supporting neighbourhood and local projects
Health - promoting a healthy way of life; helping to build an accessible and socially acceptable healthcare system
Philanthropy - helping to make philanthropy more efficient in Belgium and Europe
The Balkans - protecting the rights of minorities and the victims of human trafficking; setting up a visa system for students
Central Africa - supporting projects in the field of AIDS prevention and offering guidance to AIDS patients

The Board of Governors of the King Baudouin Foundation outlines the main areas of policy. A staff of sixty - men and women, Belgian natives and ethnic minorities – is in charge of the implementation.

We have total annual expenditures of some 40 million euro. In addition to our own capital and the significant grant from the National Lottery there are also Funds set up by individuals, associations and companies. The King Baudouin Foundation is happy to accept donations and legacies.

You can find more information on our projects and publications at www.kbs-frb.be
An e-newsletter will keep you informed. If you have any questions, please contact us at info@kbs-frb.be or on 070-233 728.

ETHNOCULTURAL DIVERSITY RESOURCE CENTER

Ethnocultural Diversity Resource Center (EDRC) is a non profit, non governmental organization aiming to contribute to the construction of democracy in Romania, by improving the country's interethnic climate and promoting the principles of ethnocultural peace and justice.

EDRC strives: to provide a more favorable climate for interethnic relations in Romania; increase participation and visibility of ethnic minorities in the public sphere; provide support and assistance for minority NGOs; support interethnic partnerships; promote interethnic dialogue; promote public policies that accommodate the ethnocultural diversity of Romania; provide research and documentation, and to monitor ethnic relations in the country; cooperate with local authorities in promoting the interests of ethnic minorities; initiate programs in partnership with the public authorities with a view to accommodating ethnocultural diversity and promote the principles of good governance in multiethnic communities.

EDRC currently develops programmes focusing on: Good Governance in Multiethnic Communities, Community Development in Multiethnic Communities, Multicultural Education;
Research and Documentation on Ethnic Minorities, European Integration and Promoting Interethnic Dialogue.

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Notes

Notes

Good Governance in Multiethnic Communities

Conditions, instruments, best practices, ways to achieve and measure good governance at the local level

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