

Guide to the Good Governance Barometer

APRIL 2015



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I. Introduction

What is governance? The World Bank defines it as *“the manner in which power is exercised in the management of a country’s economic and social resources for development.”* Is governance just about government? Civil society and the private sector actively participate and influence public policies affecting people’s lives. Governance comprises all of these actors and their interrelations at all scales.

How does governance impact results across different sectors?

Governance defines the way:

- Development goals and strategy are identified and achieved
- Resources are allocated, managed and controlled;
- Services are designed and delivered.

Governance is the cornerstone of success and sustainability. When governance is weak, even the best-planned interventions fail to have the intended effect.

Governance matters at all levels. Health outcomes in a particular community depend on a strong Ministry of Health, a functioning local health committee, and a well-run local health clinic. Each one of these entities has a governance system specific to its context, and each one needs good governance to achieve its mission.

A. PURPOSE AND HISTORY OF THE GGB

At its core, the Good Governance Barometer (GGB) is both a social accountability tool and a development-planning tool. Through a participatory modeling and evaluation process, the GGB translates the complexities of a specific governance system into locally appropriate indicators and a clear distillation of that system’s strengths and weaknesses. That distillation is used to plan development priorities, measure their effectiveness, and advocate for governance improvement.

The GGB is a tool to:

- Engage a multi-stakeholder group (including government, civil society and private sector) in modeling its governance system;

“Good governance is the single most important way to end poverty and support development.”

- Kofi Annan

- Measure governance performance in a participatory and systemic way;
- Identify the strengths and weaknesses of a governance system and develop action plans to improve it;
- Establish a baseline of governance performance at the outset of a project, then, following the implementation of governance improvement interventions from the action plan, evaluate their effectiveness;
- Communicate governance performance to local stakeholders and advocate to local officials in ways that reflect the values and priorities of stakeholders.

**“If you want it,
measure it. If you
cannot measure it,
forget it”**

- Peter Drucker

GGB is a Senegal-specific iteration of the Local Governance Barometer¹, which was developed in 2006 through the joint efforts of multiple development actors, including Pact, Idasa, SNV and Impact Alliance. Since 2006, the tool has been implemented by a number of organizations in more than 10 countries across the globe. The GGB adaptation was developed in 2010 for the USAID Peace and Governance Program (PGP) in Senegal, implemented by FHI 360. PGP Senegal Chief of Party Jean-Michel Dufils was previously the Director of Pact Madagascar and served as the technical leader of the LGB development team in 2006

B. THE SENEGAL IMPLEMENTATION CONTEXT

In Senegal, the GGB adaptation was designed to fit the Senegalese context and meet the needs of USAID/PGP. PGP objectives align with four main components, one of which is *Strengthened Fiscal Decentralization and Local Governance*. Under that component, PGP works toward an objective of improving local governance at the commune/municipal level. To meet this objective, PGP focused the GGB at the commune/municipal level with 12 partner local governments, which were identified by a multi-party selection committee. The GGB was further adapted to fit PGP’s timeline and budget constraints. In Part III of this guide – *Implementation* – each step of the process is explained, and an illustrative example from the town of Yene describes in further detail how the GGB was adapted in Senegal.



¹ This Guide draws on previous literature developed both for the original Local Governance Barometer concept and for the Senegal-specific GGB.

C. NOTE ON ADAPTATION

The GGB is most effective when adapted appropriately to the specific context in which it's being implemented. Key factors to consider for adaptation include:

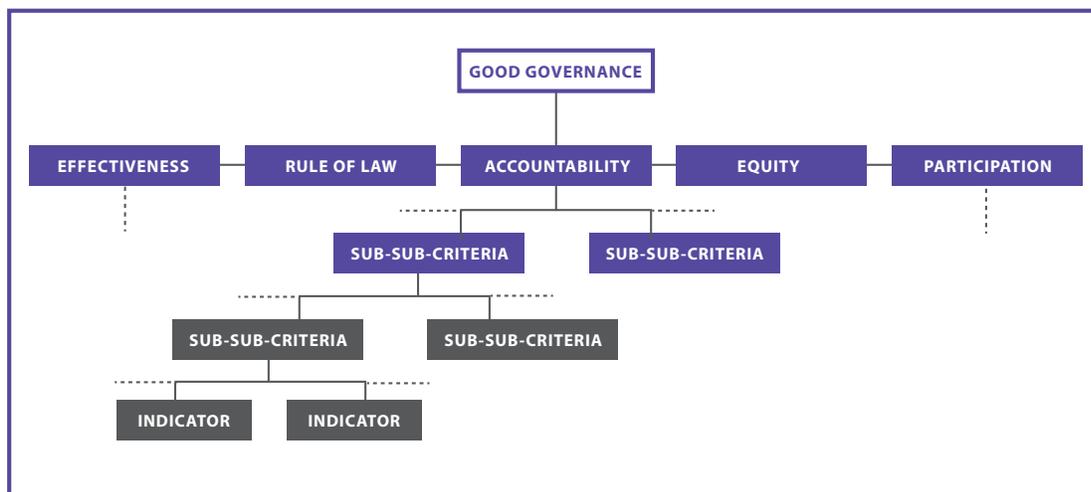
- ***Openness of local government officials to participate in the process*** – the tool is most effective when local government buys in and actively engages in the process. With government buy-in, the GGB produces actionable development plans that, once implemented, can be evaluated for effectiveness. Without government buy-in, the GGB is still useful, but may be limited to providing inputs for advocacy and social accountability efforts. Local government must see the GGB not as a threat, but as a tool for improved communication with and service to their constituents. Civil society and private sector engagement are equally important and are typically easier to secure, as these groups have more to gain from improved governance.
- ***Engagement/capacity of multi-actor stakeholder group*** – though guided by a trained facilitator, the GGB process is owned and driven by a multi-actor stakeholder group composed of representatives of local government, civil society and the private sector. This is one of the tool's major strengths and a prerequisite for sustainability. Some communities have a culture of engagement. Some do not. Participants in different contexts may require different incentives for active participation. Also, different communities and stakeholders have different levels of capacity. Literacy levels vary, as does understanding of government structures and policies. The GGB approach and the materials used must be adapted to that context.
- ***Geographic Scale*** – the GGB can be applied to any scale (from the level of an individual school or health clinic to a municipality, a commune, a region or a national level institution) but the process must be adapted to that scale.
- ***Timing*** – the implementation timeline should be adapted to project and community needs. If the project has a short period of performance, the GGB process and action plan implementation can be condensed.
- ***Resources*** – the GGB can be adapted to the resources available to the implementing organization and the community. For example, the process can be condensed to reduce costs.
- ***Existing Tools*** – the communities in which the GGB is being implemented may have existing tools and mechanisms that can either contribute to or benefit from the GGB process (or both). Mechanisms for community engagement may exist that can be leveraged into GGB participation. Data collection schemes may exist that can feed information to GGB indicators. The point of the GGB is not to recreate the wheel or to replace existing tools and mechanisms, but to add value by integrating them into a systemic modeling, evaluation and planning exercise.

II. GGB Concepts

A. THE MODEL – UNIVERSAL AND SPECIFIC

The GGB measures performance using a combination of broad *universal criteria* and *context-specific local indicators*. The universal criteria allow comparative analysis across time and across context. These are the key elements of governance no matter the scale (i.e. municipal, regional, and national) or sector (e.g. health, education, environment, land tenure, etc.). The Universal criteria of good governance are defined as **Effectiveness, Rule of Law, Accountability, Equity, and Participation**. Each of these has universal sub-criteria. Accountability's sub-criteria, for example, are Checks & Balances, Integrity, Transparency, Mechanism for Recourse, and Government Responsiveness.

The universal sub-criteria manifest in unique ways in each specific context, and so they must be measured using locally defined indicators. The GGB multi-stakeholder group defines context-specific sub-sub criteria for each universal sub-criterion and then local indicators to measure each sub-sub criterion. The context-specific elements and the universal elements combine to form the complete model for the particular local governance system. For each local indicator, the GGB multi-stakeholder group develops its description, a collection method, and a data-recording instrument.



B. SCORING SYSTEM

While other participatory governance evaluation tools exist, they are often limited to qualitative analysis. The GGB methodology turns both qualitative and quantitative inputs into quantitative outputs that are clear and measurable. This quantitative output allows for data-driven, targeted action planning and advocacy, as well as clear measures for monitoring and evaluation.

The scoring system works by establishing a value range for each local indicator with minimum and maximum reference values that corresponds to a standard scale of 0 to 100, where 0 represents the worst possible situation and 100 represents the ideal situation. The standard scale allows for indicator scores to be easily rolled up into overall scores for each sub-criterion, then rolled up into each universal criterion, and finally rolled up into an overall GGB score.

For quantitative indicators, the indicator score is obtained by placing the recorded real value proportionally within the standard scale. For example, under the universal criterion **Effectiveness**, one of the sub-criteria is *Vision and Plan*. The GGB multi-stakeholder group in municipality X identifies *implementation of plan* as a sub-sub criterion. Several local indicators are created to measure the implementation of the plan, including the average rate of implementation of community projects. The group decides an implementation rate of less than 20% is unacceptable, and that an ideal situation would be a rate greater than or equal to 80%. In this case, the minimum reference value is 20%, which will correspond to the score of 0. The maximum reference value is 80%, which will correspond to a score of 100. After data collection, the group measured the average rate of implementation of community projects at 35%. This real value is placed proportionally into the standard scale, and the indicator gets a score of 25/100.

For qualitative indicators, the group creates a scale of the possible categorical outcomes, with each category corresponding to a value between 0 and 100 (the standard scale). For example, if the group creates an indicator defined as “existence of frameworks for community dialogue,” a score of 0 would mean that the mechanism does not exist; a score of 50 would mean that the mechanism exists but is not functional; and a score of 100 would mean that the mechanism exists and is fully functional.

C. DATA PROCESSING AND GGB OUTPUTS

An easy-to-use software program was developed to facilitate data processing and the production of scores. If needed, this tool can be translated into an appropriate language to facilitate use. The specific elements of a particular governance model are easy to customize with simple add and edit features. The resulting complete governance model can be displayed in the software.

Scoring Example

INDICATOR: Average rate of implementation of community projects.

REFERENCE VALUES FOR STANDARD 0-100 POINT SCALE:

- 20% implementation rate (unacceptable) = 0
- 80% implementation rate (ideal) = 100

MEASURED VALUE AFTER DATA COLLECTION AND PROCESSING: 35%

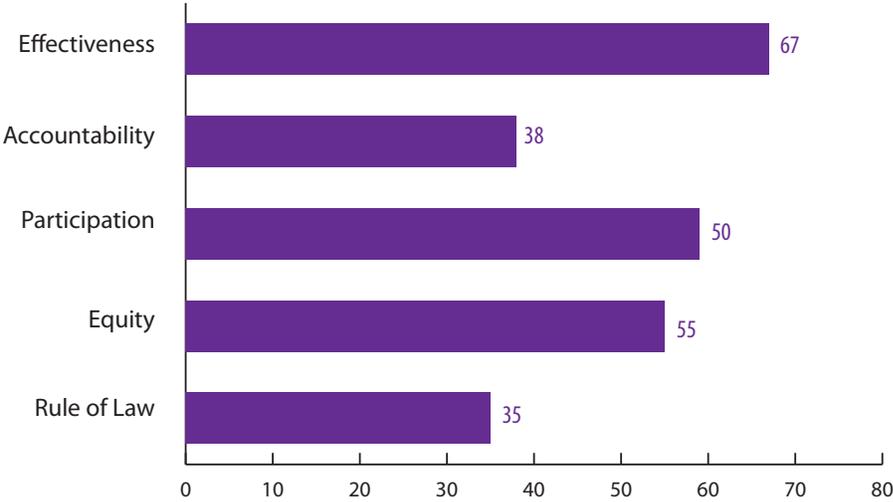
STANDARD SCALE INDICATOR SCORE:

- $80 - 20 = 60$; $35 - 20 = 15$;
 $15 \div 60 = .25$
- Indicator Score = 25/100

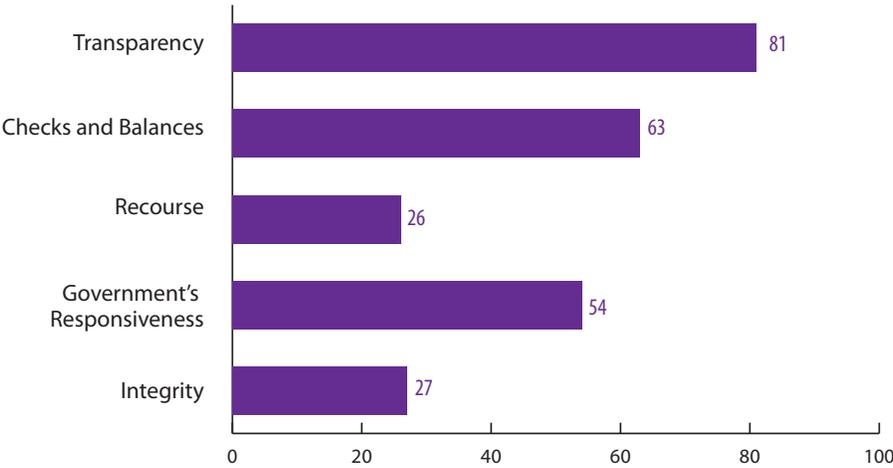
Once data collection and data entry are complete, the software automatically adjusts indicator scores to the standard scale and produces scores for each element of the GGB. It also produces graphs and charts for easy-to-interpret visual representation of results.

The quantitative outputs allow for easy identification of specific strengths and weaknesses in the particular governance system. The results are presented to the GGB multi-stakeholder group for validation and discussion. The group then uses the analysis to develop a targeted action plan designed to address the specific weaknesses and/or play to the specific strengths.

Tivaouane Diacksao GGB Universal Criteria Outputs



Tivaouane Diacksao Accountability Sub-Criteria Outputs



HOW TO IMPLEMENT THE GOOD GOVERNANCE BAROMETER

1

Understanding the Context

2

Preparations

3

Modeling and Scoring

4

**Analysis, Restitution,
and Action Planning**

5

Implementing Action Plan

6

End line Measurement

III. Implementation

The GGB is implemented in six distinct phases as represented in the summary table below. The detailed implementation of each step will vary to some degree depending on the context. This section provides general guidance for implementation with examples from the process used in Senegal.

PHASE	KEY ACTIVITIES	KEY ACTORS/ RESPONSIBILITIES
1. Understanding the Context	- Building community buy-in/ establishing credibility	Lead: Implementing Organization With: Key Actors in Target Community
	- Definition of the main objective of the model: drafting the core question - Identification of issues and problems - Identification of the client's expectations - Evaluation of other existing tools - Identification of full GGB multi-stakeholder group	Lead: Implementing Organization With: Small multi-party stakeholder group
2. Preparations	- Identification, selection and training of local technical partners - Identification of local "subject matter experts" - Sensitization of stakeholders	Lead: Implementing Organization Lead: Implementing Organization/Facilitator(s) With: Full GGB multi-stakeholder group
3. Modeling and Scoring	- Defining the specific model - Data collection: document/records review, surveys, interviews, focus groups	Lead: Implementing Organization/Facilitator(s) With: Full GGB multi-stakeholder group
	- Data processing	Lead: Implementing Organization
4. Analysis, Restitution, and Action Planning	- Restitution of first results - Discussion and validation - Action plan development and prioritization	Lead: Implementing Organization/Facilitator(s) With: Full GGB multi-stakeholder group
5. Implementing Action Plan	- Formation of local technical monitoring committee	Lead: Implementing Organization/Facilitator(s) With: Full GGB multi-stakeholder group
	- Implementation of priority actions	Lead: Technical Monitoring Committee/ Implementing Organization With: Various
6. End line Measure	- Data collection: document/records review, surveys, interviews, focus groups	Lead: Implementing Organization/Facilitator(s) With: Full GGB multi-stakeholder group
	- Data processing	Lead: Implementing Organization
	- Restitution of results	Lead: Implementing Organization/Facilitator(s) With: Full GGB multi-stakeholder group

1

PHASE 1 – UNDERSTANDING THE CONTEXT

The specific context in which the GGB is being implemented determines what governance system should be measured, the degree of utility the GGB may have, and how stakeholders may engage in and own the process. Phase 1 starts with the implementing organization introducing its project and the GGB process to key actors in the target community to build understanding and community buy-in. The rollout of the introduction will vary depending on the context, but could include a series of meetings with key local government, civil society, and community leaders, followed by a joint meeting combining all three. The implementing organization works with those key actors to identify and convene a small, representative multi-party stakeholder group (roughly 20 people, including representatives from government, civil society and the private sector). The implementing organization then holds a workshop with this small stakeholder group to identify:

- **Community expectations for the GGB process** – What do they hope to achieve? How can the GGB process best serve those expectations?
- **The community's main development challenge** – This will inform the main objective of the model and help to define the core question. The implementing organization leads the stakeholder group to consensus on the development challenge on which to focus. Then the core question is constructed as a function of the governance system most implicated in that challenge. Depending on the development challenge selected, the GGB can be targeted at a broader governance system or a specific sector. Examples of core questions include:
 - What is the level of governance performance in the District of Mweda? (Ghana)
 - What is the level of health sector governance performance in the community of Sabodala? (Senegal)
 - What is the level of land management governance performance in the city of Debre Markos? (Ethiopia)
- **The major issues and problems around that development challenge** – This is a pre-analysis of the situation to be explored in-depth through the GGB. The analysis provides direction for defining the context-specific governance model.
- **Existing tools and processes for improved governance** – The GGB is not intended to “recreate the wheel” but to capitalize on and enhance existing tools, processes, mechanisms and data. The goal is to identify precisely how the GGB can be complementary and add value.

Buy-In, Credibility, and Trust

Phases 1 and 2 are critical for establishing the credibility of the implementing organization and building the community trust and buy-in necessary for success. The community must understand the GGB process and perceive it as a community-owned tool for improving the quality of its governance and services.

- *The full GGB multi-party stakeholder group* – The small stakeholder group will identify between 40 and 60 participants (depending on resources, size of community, etc.) to make up the full GGB multi-party stakeholder group that will complete the rest of the GGB process. The full stakeholder group should be composed of equal parts local government, civil society and private sector representatives and should be representative in terms of gender, age, socio-economic status, political affiliation, etc.

Phase 1 in Yene, Senegal

In the rural community of Yene, Senegal, Phase 1 rolled out over the course of several days. First, PGP organized an introductory meeting to present the project and the GGB to key local government, civil society and community leaders. Next, a one-day workshop was organized with a representative group of 20 key actors (identified during the introductory meeting) to identify stakeholder expectations, define the core question around the community's major development challenge,

identify the major issues and challenges with that development challenge, evaluate existing tools, identify 50 participants for the full GGB process (1/3 government, 1/3 civil society, 1/3 private sector; representative in terms of gender, age, neighborhood, etc.), and finalize the full GGB implementation plan. The group defined the core question as "What is the level of land management governance performance in Yene?"

2 PHASE 2 – PREPARATIONS

The GGB is a highly participatory process and relies on the engagement and effectiveness of facilitators and participant stakeholders. The facilitators can be local project staff, local consultants or local NGO staff. Their role is central to GGB success, as they are responsible for leading workshops, mobilizing stakeholders and organizing data collection. Facilitators must know the local context, speak the relevant language, and have a basic understanding of governance and monitoring and evaluation. Most importantly, they must be (and be perceived as) neutral parties. During Phase 2, facilitators are identified and trained in the GGB process. To ensure the quality necessary to maintain credibility throughout the process, experienced GGB implementers should deliver the facilitator training. The training format may vary depending on the capacity and experience of the facilitators. It can include a condensed, mock GGB process and/or a full process in a pilot community.

The members of the full GGB multi-party stakeholder group are identified in Phase 1. During Phase 2, the implementing organization and newly trained facilitators organize a workshop with the full stakeholder group to introduce them to the GGB process, the implementation timeline, and their roles and responsibilities. Members of the multi-party stakeholder group should commit to each other to actively engage in the process. As previously mentioned, different communities have different cultures of engagement and service. Some communities may be intrinsically motivated to participate in the process.

Selecting Facilitators

Good facilitators are central to GGB success. Facilitators must:

- Be credible and neutral
- Know the local context
- Speak the appropriate language
- Understand governance systems
- Understand monitoring/evaluation

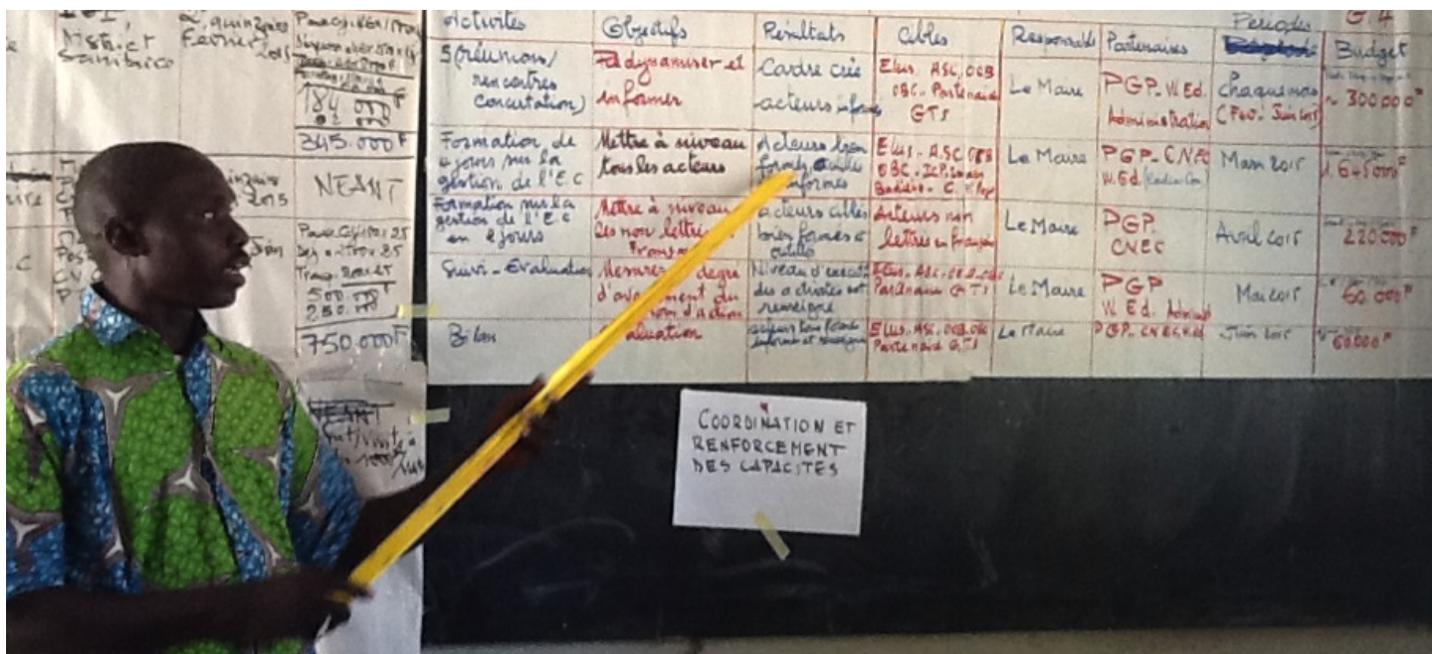
Others may need more incentive. In addition, diverse participants will differ in their ability to give the time and energy required for a successful GGB process. For example, a business owner may not have the same flexibility to participate in multi-day workshops as a local government official or an employee of a community-based organization. Each context will require an assessment of these factors and the design of a transparent incentive structure appropriate to the situation. It may include travel reimbursement, per diem, the provision of meals, etc.

Also during Phase 2, the implementing organization may identify and engage relevant subject matter experts that may be useful for the proceeding phases of the GGB process. These subject matter experts may be present to answer questions and provide guidance as the full stakeholder group defines their context-specific governance model, develops indicators and data collection mechanisms, and develops targeted actions to improve governance performance (Phases 3 and 4). Or they may provide feedback and recommendations at the end of each Phase.

Phase 2 in Yene, Senegal

In Senegal, PGP identified the local NGO Association Conseil pour l'Action (ACA) as a key partner to facilitate the GGB process in local communities. PGP held a two-day workshop to train ACA facilitators on the GGB. To supplement the training, PGP conducted a full GGB process in a pilot community with ACA facilitators as observers. In Yene, PGP and ACA facilitators

organized a one-day workshop with stakeholder participants to present the GGB process, the central question of land management governance, the timeline, and roles and responsibilities. Facilitators presented an example of a full governance model to illustrate the task ahead.



3

PHASE 3 – MODELING AND SCORING

With the Universal Model already established (universal criteria and sub-criteria), the task for the stakeholder group consists of defining sub-sub criteria for each sub-criterion and then local indicators for each sub-sub criterion. To begin, facilitators again present the example of a full governance model in a plenary session. Together, and with the guidance of the facilitator, the group explores several sub-criteria for their own governance system, proposing sub-sub criteria and local indicators. Once the group is comfortable with the exercise, it is divided into five working groups – one for each universal criterion. Each working group develops sub-sub criteria and local indicators for its respective universal criterion. The working group breakdown is presented in the table.

WORKING GROUP <i>(by Universal Criterion)</i>	SUB-CRITERIA
1. Effectiveness	1.1 Vision and plan
	1.2 Financial management
	1.3 Decision and information
	1.4 Satisfaction with services
	1.5 Leadership
2. Rule of Law	2.1 Existence of legal framework
	2.2 Effectiveness of legal framework
	2.3 Citizens' access to justice
	2.4 Incidence of corruption
3. Accountability	3.1 Transparency
	3.2 Checks and balances
	3.3 Recourse
	3.4 Government's responsiveness
	3.5 Integrity
4. Participation	4.1 Institutional framework
	4.2 Citizen engagement
	4.3 Civic engagement
5. Equity	5.1 Legal framework
	5.2 Access to basic services
	5.3 Access to power
	5.4 Access to resources
	5.5 Opportunity for livelihoods

The facilitator plays an important role during this process, helping working groups to reach consensus, and ensuring that each group is asking the right questions, such as:

- Are the sub-sub criteria and indicators clear, concise, and well defined?
- Are they logically relevant to the sub-criterion?
- Are they both necessary and sufficient for measuring the sub-criterion?
- Are they distinct? Is there overlap between sub-sub criteria or indicators?
- Are the indicators measurable, collectable, and defined in time and scope?

For each indicator, the working group provides a clear definition, data sources, a data collection method, and the reference values for scaling to the standard scale. The reference values should be based on laws, standards, existing norms and group consensus. The group should consider what data already exists and the quality of it, as well as what new data needs to be generated. The below table provides an example of the breakdown of sub-criteria, sub-sub criteria and indicators under the universal criteria **Effectiveness**.

NO.	INDICATOR	DESCRIPTION	SOURCE	COLLECTION METHOD	YEAR	NOTATION	REF. VALUE MIN	REAL VALUE	REF. VALUE MAX
1	Criteria: EFFECTIVENESS								
1.1	Sub-Criteria: Vision and Plan								
1.1.1	Sub-Sub Criteria: Local Development Planning Process								
1.1.1.1	Existence of a Development Planning and Management Committee (CCG)	Represents the population in the implementation and monitoring of development actions	Town Hall / Ziguinchor Regional Development Agency	Consultation	2013	Exists	0	100	100
1.1.1.2	Functionality of CCG	Performance in the execution of roles and mission	Town Hall	Focus Group	2013	Satisfactory	10	80	90

Once working groups have completed the model for their individual criterion, the entire group returns to a plenary session. Each working group presents its model for revision and validation. With the full model finalized, data collection proceeds. Three primary data collection methods are employed: existing or secondary data, focus groups, and surveys.

- **Existing or secondary data** includes data collected by the government, NGOs, international organizations, and businesses. Stakeholders should use official data, or data generally recognized as reliable, and make note of any issues with quality or accuracy.
- **Focus groups** provide the qualitative assessment of a representative group of community members. They are used for indicators that do not have quantitative data. The focus groups can consist of a representative subset of the stakeholder participants or can be community members external to the process. The indicator and scoring scale is carefully explained and each focus group member provides a score and an explanation.
- **Surveys** must be designed and implemented in a manner that results in statistically significant scores. Stratified random sampling is the usually recommended sampling method. Surveys are costly in both human and financial resources, and are only recommended when absolutely necessary.

The rollout of the data collection process will vary depending on the context. The implementing organization and facilitators lead the process, but the actual collection may be completed by the implementing organization, facilitators, members of the stakeholder group, or a combination of all three. For example staff from the implementing organization or facilitators may be better able to lead focus groups or implement surveys, and stakeholder participants may be able to access certain secondary data sources. The data collection method and responsible party are identified as the indicator is designed, and should prioritize the quality and integrity of the data, as well as the efficiency of the data collection. The duration of the data collection process will depend on the number and type of indicators, as well as the ease of access to data and the capacity of data collectors. The process could last anywhere from several days to several weeks.

Phase 3 in Yene, Senegal

PGP and ACA facilitators led a two-day workshop to define the full governance model. To speed up the process, PGP and ACA developed a first draft of the sub-sub criteria and indicators to give the multi-party stakeholder group something to react to instead of starting from scratch. The working groups split up to revise and add to the full model for each universal criterion. The group chose to have several plenary session “check-ins” throughout the process.

On day one, the group defined and validated sub-sub criteria, indicators, and indicator definitions. Following day one, PGP and subject matter experts reviewed the sub-sub criteria, indicators and definitions and made suggestions to improve the model’s ability to measure land management governance. On day two, the group incorporated PGP feedback, then defined and validated data sources, collection methods and reference values for each indicator. For speed and efficiency, PGP limited data collection to focus groups

for qualitative indicators and existing or secondary data for quantitative indicators.

With the full governance model finalized, data collection proceeded. The multi-party stakeholder group (already designed to be representative of the community) was used as the focus group. For each qualitative indicator, the facilitator presented the definition and scoring scale, answered questions, and provided forms for each participant to provide their scores anonymously (but identifying public sector, private sector, or civil society). All data for qualitative indicators was collected in a one-day focus group session. For quantitative data, PGP delivered data collection forms for each indicator to the actors best placed to access the data, then provided follow up assistance as needed to ensure the proper collection and recording of the data. As an alternative, PGP and ACA could have collected the data themselves, but at the expense of developing of local ownership and capacity.

4

PHASE 4 – ANALYSIS, RESTITUTION AND ACTION PLANNING

With data collection complete, the implementer must compile and organize the data for each indicator. Some indicators will require calculating an average score from a number of observations. Once a single average value is achieved for each indicator, the data is ready for processing. First, the specific governance model must be defined in the GGB software (adding sub-sub criteria, local indicators, and respective descriptions). Next, scores can be added to each indicator. Simple data processing functions in the software will generate standard scale scores for each indicator, sub-sub criteria, sub-criteria, and universal criteria. It will also generate an overall GGB score.

These outputs are then presented to the GGB multi-party stakeholder group for participatory analysis and action planning. The facilitator presents each element of the governance model, organized by universal criterion, with its score. The larger group discusses the results, identifying elements that surprise them and elements that don't. The larger group then divides back into five working groups to analyze each criterion in detail. The working groups will go through the following steps for each sub-sub criteria under their respective criterion:

- Analyze and discuss indicator scores to define the strengths and weaknesses of each sub-sub criteria.
- Identify the causes of those strengths and weaknesses.
- For each cause of a weakness, develop a recommendation for improvement.

The group returns to a plenary session for each working group to present its analysis, causes and recommendations for validation. The recommendations are organized into distinct axes of intervention, such as *Communication*, *Capacity Building*, *Social Dialogue*, *Institutional Support*, and *Governance Tools and Mechanisms*.

The multi-party stakeholder group is again divided into working groups, one for each axis of intervention. Each working group will convert its list of recommendations into an action plan. Depending on the context and program duration, the working groups can create either a single action plan, or multiple action plans of different timelines — a short-term action plan (e.g. six months to one year) and a long-term action plan (e.g. two to three years). Each action should be planned with as much detail as possible, including a description of the activity, intended results, the responsible party, implementing partners, the timeline, and a proposed budget. Once completed, the working groups come back together in plenary session to present and validate their proposed action plans.

Often, action plans include more than is possible to achieve. In this case, facilitators lead the stakeholder group in a prioritization exercise to select the priority actions for implementation. Elements to consider include severity and importance of the weakness the action is intended to address, size of budget versus anticipated impact, potential difficulty/resistance, etc.

Finally, the multi-stakeholder group will elect a small representative subset (six to nine people) to serve as a *Technical Monitoring Group*, charged with management and oversight of the action plan implementation and coordinating with partners.

Phase 4 in Yene, Senegal

*In Senegal, PGP staff compiled and prepared the collected data and entered it into the GGB software for processing. PGP and the ACA facilitators organized a two-day workshop to present the results and prepare the action plan. On day one, facilitators recapped the process-to-date, presented the results, and led large group discussion. In Yene's land management governance system, **Accountability** was determined to be the weakest universal criterion, and within that criterion, Recourse was the weakest sub-criteria. Participants split into working groups to identify the causes of weaknesses and make recommendations for corrective actions. The Accountability working group determined that no mechanism for recourse existed for*

citizens to register complaints about land management decisions in the community, and they recommended the creation of such a mechanism.

Following day one, PGP staff organized all recommendations into three axes of intervention (communication, capacity building, governance tools and mechanisms). On day two, participants again split into working groups to convert recommendations into short- and long-term action plans for each axis. The governance tools and mechanisms working group proposed the creation by official order of a Land Tenure Board of Appeals, to be established by the local government.

5 PHASE 5 – IMPLEMENTING ACTION PLAN

With the priority actions identified and the *Technical Monitoring Group* created, the community enters into the action plan implementation phase. The group must identify resources available to implement the actions. Those resources may come from local or regional government structures, decentralized technical services, line Ministries, local NGOs or CSOs, international partners, public-private partnerships, etc. In most cases, the GGB implementer has some resources dedicated to the implementation of certain action plan items, though rarely enough to implement all priority items. The GGB implementer may work with the community to identify possible sources of funding, services and materials for other action items. The GGB implementer must also work with the *Technical Monitoring Group* to ensure that it has the capacity and resources it needs to effectively fulfill its role as manager and overseer of action plan implementation. Regular follow-up throughout Phase 5 is important for providing necessary support and continuing to build management and oversight capacity in the community.

Phase 5 in Yene, Senegal

Before starting action plan implementation, PGP conducted a two-day training workshop for the Technical Monitoring Group on effective project management and oversight, including sessions on planning and budgeting, time and budget management, managing partners and service providers, communication, population mobilization, and monitoring and evaluation.

*The **Technical Monitoring Group** conducted a communication campaign to inform the general population of the GGB process and pending action plan*

implementation. PGP then worked with the community to implement a number of action plan items, including creating a Land Tenure Board of Appeals, providing land management capacity building to local government and civil society leaders, ensuring meeting minutes and decisions from Land Commission meetings are accessible to citizens, implementing a participatory budgeting process, training local officials in financial management and local tax policy, instituting mechanisms for coordination between local public services (i.e. treasury, tax and domains), and improving property tax collection.

6 PHASE 6 – ENDLINE MEASURE

After an agreed upon period of action plan implementation (e.g. one year), the community can employ the GGB to measure the impact of those actions. For the implementing organization, this end-line measure is useful for reporting results. More importantly, it serves as an evaluation of the community's current development efforts. Is the current path fruitful? What's working? What's not? The community can evaluate its progress and make course corrections to achieve even greater results. To conduct the end-line measure, the GGB multi-party stakeholder group is reconvened. Starting at the data collection phase, the group collects new measures of the GGB indicators and the data is compiled, prepared and processed to get endline results. Those results are then presented to the multi-party stakeholder group, and the facilitators lead the group through an analysis of the changes from the baseline, and a recalibration, if necessary, of the action plan.

Phase 6 in Yene, Senegal

BIPGP presented the endline measure to the GGB multi-stakeholder group in Yene during a one-day workshop. The end-line measure in Yene showed a global increase in land management governance performance from 56/100 to 71/100, a 30% improvement, with improvement across all five universal criteria.

- **Accountability** saw the most improvement, from an initial score of 45/100 to an end-line score of 82/100. The jump is most attributable to the creation of a mechanism for recourse (the Board

of Appeals), increased transparency and improved citizen access to information.

- **Effectiveness** increased from 71/100 to 83/100, mostly attributable to the improved performance of the Land Commission, the Housing Commission, and the Allocation Commission, all recipients of capacity building in land management.
- Though **Equity** improved from 29/100 to 40/100, the multi-stakeholder recognized that it remained a significant weakness, and modified the action plan to better address those deficiencies.

IV. Follow up and Sustainability

The GGB is an intensive process that relies on strong facilitation and a highly engaged stakeholder group. Because of these characteristics, the aspect of sustainability must be carefully considered and planned in conjunction with the community. Does the community want to continue to implement the GGB process after the implementing organization's project concludes? Do they want to be able to replicate the process exactly? Or do they want to incorporate certain aspects of the tool into existing frameworks? Where will they get the resources needed to implement the process? Who will have ownership? These are important questions to consider when designing a sustainability plan.

In Senegal, PGP worked with each of its 12 partner local governments to develop individual sustainability plans. The Technical Monitoring Group in each community committed to take ownership of the GGB. PGP worked with each community to estimate the resources required for their sustainability plan and to evaluate the availability of those resources. Where possible, partner local governments included GGB sustainability in their annual budget, ensuring the availability of resources for the immediate future.

The GGB process itself plays an important role in sustainability. By nature, it is a capacity building and network building process. It is participatory and group-led throughout. The multi-party stakeholder group works collectively to choose the area of focus and then to define the context-specific local criteria that measure good governance. In effect, the group is mapping their local governance process and defining what successful local governance looks like in their community. Through this exercise the community better understands the different components that together create a functioning governance system. The cross-stakeholder interaction builds appreciation for the different roles and responsibilities in a functioning governance system, strengthens the linkages between them, and builds consensus across stakeholders for priority actions. Completing this process builds the kind of understanding, capacity and networks that lead to sustained progress toward development objectives. When the implementing partner leaves, the knowledge and relationships developed over the course of the process remain to continue the work.

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V. Selected Results from Senegal

Partner communities in Senegal chose a variety of focus subjects, or core questions, for the GGB. Examples include health sector governance, education sector governance, environmental management, land management, conflict management, and financial management. While quantitative scores are easy to digest, improvements in numbers cannot tell the full story of GGB impact in partner communities. Those numbers are tied to tangible improvements in governance, service delivery to citizens, and overall quality of life. Selected results follow.

HEALTH

In the rural community of Sabodala, GGB analysis identified a dysfunctional health committee as a major weakness in health sector governance. The GGB action plan called for the revitalization of a functional and well-trained health committee with members appointed by consensus. This committee facilitated the opening of a new health center in the community with a dedicated bank account and two new nurses. The health committee appointed an independent treasurer in charge of revenue management. This newfound energy and transparency led to new opportunities for partnership and resources. Mining companies active in the area saw the health committee as a responsible partner and invested in the training and hiring of new midwives. They also donated medicines to the health center and agreed on a quarterly grant for the health sector in Sabodala.

In the rural community of Thienaba, GGB analysis identified poor health center management as a major weakness. The GGB action plan called for a complete overhaul of health center procedures. Purchasing and inventory practices were particularly problematic, with little regard for record keeping, budgeting or separation of duties. According to a local official, “People now have steady access to the medicines they need. Our health center managers now consult the health committee before making financial transactions, especially the treasurer. All invoices for purchases are on file and available for review. Our budgeting and record keeping practices are standard. Today, thanks to the support of PGP, our health clinic managers and health committees have new knowledge and management tools. I can say that they have better control of their roles and responsibilities. From my point of view, we’re making a lot of progress in the management of the health sector.”

“Today, thanks to the support of PGP, our health clinic managers and health committees have new knowledge and management tools. I can say that they have better control of their roles and responsibilities.”

- Local official

CONFLICT MANAGEMENT/NATURAL RESOURCE MANAGEMENT

In the rural community of Diende, competition over land and water resources is a major source of conflict. The GGB analysis identified poor or nonexistent resource management mechanisms as a major weakness. The GGB action plan called for the construction of a communal pastoral well dedicated to watering livestock, the clear demarcation of paths for livestock movement, and the creation of a community dialogue commission for the resolution of conflict. Together these conflict management techniques have created the conditions necessary for successful conflict management and sustainable peace.

VI. Limitations of the GGB

The GGB is a participatory, process-oriented tool for development planning and social accountability. Its use of data is crucial for the process, as it provides for better-informed community decision-making and an easily digestible breakdown of the governance system's strengths and weaknesses. However, the GGB is not intended to provide precise measures or statistically significant results for inference and prediction. Statistical research of that nature requires the tight control of professional researchers, and would be incompatible with the participatory and process-oriented nature of the GGB. In addition, the evolution of governance scores from baseline to endline should be interpreted not as a precise degree of change, but as an indicator of the progression and its relative magnitude. The multi-party stakeholder group defines the reference values for each indicator. As their understanding of their governance system evolves, so too might their expectations for what constitutes an unacceptable level of governance and what constitutes an ideal level of governance. While the facilitators and subject matter experts are there to guide the stakeholders to the best possible decision, some level of subjectivity is inevitable.



