



CENTRE OF EXPERTISE
FOR LOCAL GOVERNMENT REFORM



EUROPEAN LABEL OF GOVERNANCE EXCELLENCE



Report on the ELoGE Benchmarking Results - 2017 Basque Region, Spain



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1. INTRODUCTION

In 2017, the EUDEL Regional Platform, which was accredited by the Council of Europe to deliver ELoGE in the Basque region, conducted the pilot programme for nine local councils of the Basque Country, in cooperation with the Council of Europe Centre of Expertise for Local Government Reform. The Consultancy group Betean was selected to help adapt the Benchmark and analyse the results.

In March 2017, the first workshop for municipalities and experts was organised in Bilbao. The European Label of Governance Excellence (ELoGE) Benchmark was thus presented, discussed, and adapted to the conditions of the Basque Country and was implemented by means of the self-assessments against the 12 Principles of Good Governance (including 97 indicators) in each municipality. In addition, the surveys were conducted with citizens and elected officials in order to compare results and thus address the necessary measures to reduce the possible difference.

The self-assessment was finally implemented by the following nine local authorities:

- Basauri Local Council
- Beasain Local Council
- Elgoibar Local Council
- Ermua Local Council
- Galdakao Local Council
- Irún Local Council
- Leioa Local Council
- Urnieta Local Council

The following methodology was applied:

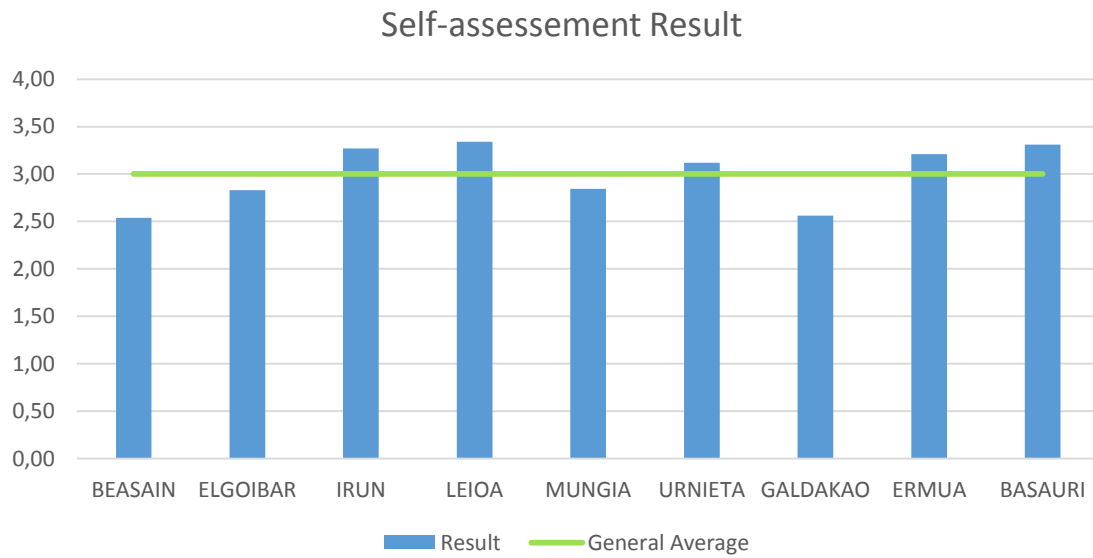
- Self-assessment by means of the Benchmark adapted to the Basque reality*
The relevant values (between 0 and 4) are noted for each indicator contained in a principle. The average score for each principle is the sum of the values for all the indicators divided by the number of indicators. If the average is between 0 and 1.99, the principle is not respected and the Label is not awarded. If the result is higher, it is taken into account for the following step.
The scores for each principle (2 or more scores) are totalled and divided by 12. If the result is 3 or more, the Label is awarded. If the result is under 3, the Label is not awarded.
- Surveys conducted with citizen stakeholders.* The aim is to compare the results with the self-assessment.
- Surveys conducted with elected officials.* The aim is to compare the results with the self-assessment.

The verification of the results was conducted as follows:

- ✓ Verification of the medium and evidence to justify the scores obtained by the authorities.
- ✓ Checking the reasonability of the results obtained in the surveys conducted with elected officials and stakeholders.
- ✓ Reviewing the correlation between answers given in different indicators and principles.

2. RESULTS

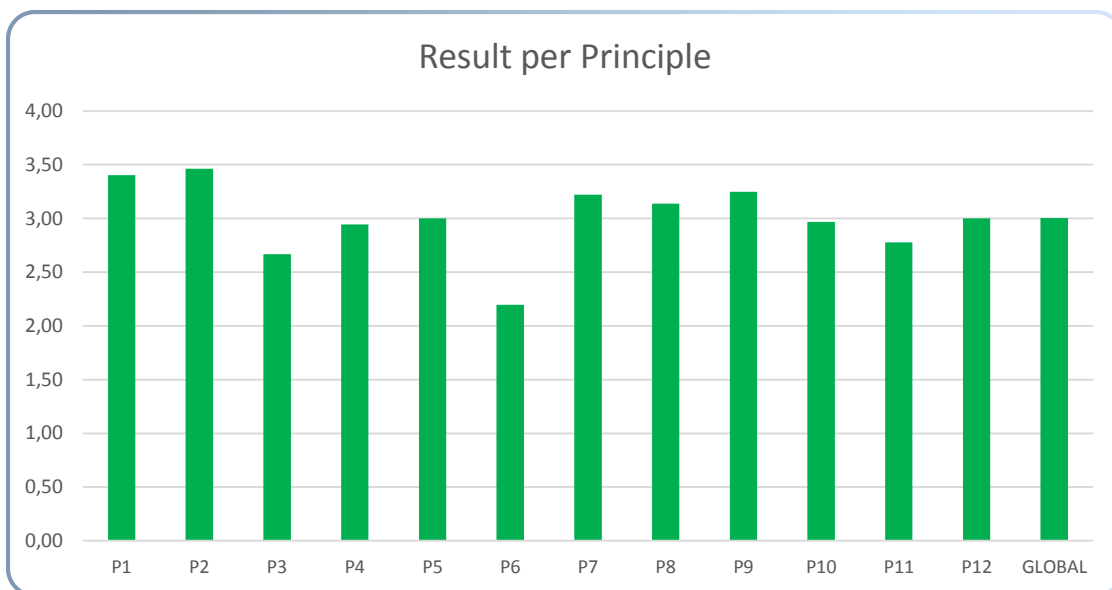
The result of the Benchmark conducted with the 9 Basque Municipalities are summarised in the following graph:



The total average of the group is 3.00 points.

The local councils nominated as candidates to receive the European Label of Governance Excellence are:

- ❖ IRUN LOCAL COUNCIL
- ❖ LEIOA LOCAL COUNCIL
- ❖ URNIETA LOCAL COUNCIL
- ❖ ERMUA LOCAL COUNCIL
- ❖ BASAURI LOCAL COUNCIL



-The principle with the lowest score is Principle 6 - "*Ethical Conduct*".

-The one with the highest score is No. 2 - "*Responsiveness*".

The best scores per principle are set out below:

No.	Principle	Municipality	Maximum Score
1	Fair conduction of elections, representation and participation	Leioa Local Council	3.91
2	Responsiveness	Urnieta Local Council	4.00
3	Effectiveness and efficiency	Irún Local Council Basauri Local Council	3.33
4	Openness and transparency	Leioa Local Council	3.40
5	Rule of Law	Urnieta Local Council	3.75
6	Ethical conduct	Basauri Local Council	2.78
7	Competence and capacity	Irún Local Council	3.88
8	Innovation and openness to change	Leioa Local Council	3.75
9	Sustainability and long term orientation	Elgoibar Local Council	3.78
10	Sound financial management	Leioa Local Council	3.86
11	Human rights, cultural diversity and social cohesion	Mungia Local Council Ermua Local Council	3.33
12	Accountability	Ermua Local Council	3.86

All of the assessed principles scored about 3 points on average and only Principle 6 scored under 3 points.

The results of each of the local authorities, along with the results of their surveys, are set out below.

The following table summarises and compares the results obtained by **Basauri Local Council**:

<i>Principle:</i>	<i>Benchmark</i>	<i>Stakeholders Survey</i>	<i>Elected Officials Survey</i>
1. Fair conduction of elections, representation and participation	3.64	3.17	3.67
2. Responsiveness	3.50	3.17	2.87
3. Effectiveness and efficiency	3.33	2.83	3.13
4. Openness and transparency	3.30	3.50	3.08
5. Rule of Law	3.25	3.18	3.53
6. Ethical conduct	2.78	3.08	3.40
7. Competence and capacity	3.50	3.25	2.80
8. Innovation and openness to change	3.25	3.08	3.13
9. Sustainability and long term orientation	3.11	3.08	3.00
10. Sound financial management	3.36	3.42	3.00
11. Human rights, cultural diversity and social cohesion	3.00	3.42	3.80
12. Accountability	3.71	2.92	3.27
Averages	3.31	3.17	3.22

As Basauri Local Council has passed the self-assessment with a score of 3.31 and scored over 2 points in all of the main values, it was nominated as a candidate to receive the European Label of Governance Excellence - 2017.

The following table summarises and compares the results obtained by **Beasain Local Council**:

<i>Principles:</i>	<i>Benchmark</i>	<i>Stakeholders Survey</i>	<i>Elected Officials Survey</i>
1. Fair conduction of elections, representation and participation	2.73	2.80	3.27
2. Responsiveness	2.83	3.33	3.00
3. Effectiveness and efficiency	2.33	3.33	2.82
4. Openness and transparency	2.40	3.00	2.64
5. Rule of Law	3.00	3.00	3.27
6. Ethical conduct	1.44	3.17	2.82
7. Competence and capacity	2.75	3.00	2.90
8. Innovation and openness to change	2.50	3.33	2.27
9. Sustainability and long term orientation	3.44	2.80	2.45
10. Sound financial management	2.71	2.80	2.36
11. Human rights, cultural diversity and social cohesion	2.17	3.33	3.30
12. Accountability	2.14	2.60	2.60
Averages	2.54	3.04	2.81

As Beasain Local Council did not score 3 points or over in the self-assessment or managed to obtain over 2 points in all its principles, it was not nominated to receive the European Label of Governance Excellence 2017.

The following table summarises and compares the results obtained by **Elgoibar Local Council**:

<i>Principles:</i>	<i>Benchmark</i>	<i>Stakeholders Survey</i>	<i>Elected Officials Survey</i>
1. Fair conduction of elections, representation and participation	3.55	2.60	3.43
2. Responsiveness	3.00	3.27	2.71
3. Effectiveness and efficiency	2.44	3.36	2.86
4. Openness and transparency	2.50	2.91	2.57
5. Rule of Law	2.75	3.30	3.14
6. Ethical conduct	2.56	2.91	3.00
7. Competence and capacity	3.25	3.18	2.57
8. Innovation and openness to change	2.75	2.73	2.83
9. Sustainability and long term orientation	3.78	2.56	2.43
10. Sound financial management	2.57	3.10	2.29
11. Human rights, cultural diversity and social cohesion	2.83	3.50	3.57
12. Accountability	2.00	2.82	2.57
Averages	2.83	3.02	2.83

As Elgoibar Local Council did not score 3 points or over in the self-assessment, even though it scored over 2 points in all its principles, it was not nominated to receive the European Label of Governance Excellence 2017.

The following table summarises and compares the results obtained by **Ermua Local Council**:

<i>Principles:</i>	<i>Benchmark</i>	<i>Stakeholders Survey</i>	<i>Elected Officials Survey</i>
1. Fair conduction of elections, representation and participation	3.00	2.95	3.67
2. Responsiveness	3.50	3.05	3.00
3. Effectiveness and efficiency	3.00	3.16	3.33
4. Openness and transparency	2.90	3.53	3.33
5. Rule of Law	3.25	2.89	4.00
6. Ethical conduct	2.22	3.00	4.00
7. Competence and capacity	3.75	3.16	3.00
8. Innovation and openness to change	3.00	3.21	4.00
9. Sustainability and long term orientation	3.56	3.21	3.33
10. Sound financial management	3.14	3.28	4.00
11. Human rights, cultural diversity and social cohesion	3.33	3.58	4.00
12. Accountability	3.86	3.00	3.33
Averages	3.21	3.17	3.58

As Ermua Local Council has passed the self-assessment with a score of 3.21 and scored over 2 points in all its main values, it was nominated as a candidate to receive the European Label of Governance Excellence 2017.

The following table summarises and compares the results obtained by **Galdakao Local Council**:

<i>Principles:</i>	<i>Benchmark</i>	<i>Stakeholders Survey</i>	<i>Elected Officials Survey</i>
1. Fair conduction of elections, representation and participation	3.36	2.20	3.00
2. Responsiveness	3.00	3.30	1.73
3. Effectiveness and efficiency	2.11	3.10	3.09
4. Openness and transparency	2.80	3.40	2.10
5. Rule of Law	2.25	2.50	2.45
6. Ethical conduct	2.00	2.78	3.00
7. Competence and capacity	2.25	3.60	1.73
8. Innovation and openness to change	3.50	3.20	2.27
9. Sustainability and long term orientation	2.33	2.67	2.18
10. Sound financial management	2.64	2.67	2.00
11. Human rights, cultural diversity and social cohesion	2.33	3.22	3.18
12. Accountability	2.14	2.60	2.36
Averages	2.56	2.94	2.43

As Galdakao Local Council did not score 3 points or over in the self-assessment, even though it scored over 2 points in all principles, it was not nominated to receive the European Label of Governance Excellence 2017.

The following table summarises and compares the results obtained by Irún Local Council:

<i>Principles:</i>	<i>Benchmark</i>	<i>Stakeholders Survey</i>	<i>Elected Officials Survey</i>
1. Fair conduction of elections, representation and participation	3.82	2.90	3.50
2. Responsiveness	3.83	3.30	2.90
3. Effectiveness and efficiency	3.33	3.30	3.30
4. Openness and transparency	3.20	2.89	3.00
5. Rule of Law	2.25	2.50	3.44
6. Ethical conduct	2.33	2.75	3.10
7. Competence and capacity	3.88	3.60	2.80
8. Innovation and openness to change	3.25	3.40	3.00
9. Sustainability and long term orientation	3.56	2.43	2.90
10. Sound financial management	3.43	3.00	3.10
11. Human rights, cultural diversity and social cohesion	2.67	3.56	3.20
12. Accountability	3.71	2.38	3.20
Averages	3.27	3.00	3.12

As Irun Local Council has passed the self-assessment with a score of 3.27 and scored over 2 points in all its main values, it was nominated as a candidate to receive the European Label of Governance Excellence 2017.

The following table summarises and compares the results obtained by **Leioa Local Council**:

<i>Principles:</i>	<i>Benchmark</i>	<i>Stakeholders Survey</i>	<i>Elected Officials Survey</i>
1. Fair conduction of elections, representation and participation	3.91	3.00	3.22
2. Responsiveness	3.83	3.17	3.33
3. Effectiveness and efficiency	2.89	3.40	3.33
4. Openness and transparency	3.40	2.83	3.33
5. Rule of Law	3.25	3.17	3.78
6. Ethical conduct	2.56	3.60	3.67
7. Competence and capacity	3.38	3.33	3.44
8. Innovation and openness to change	3.75	3.17	3.44
9. Sustainability and long term orientation	3.11	3.83	2.78
10. Sound financial management	3.86	3.00	3.11
11. Human rights, cultural diversity and social cohesion	3.00	3.80	3.89
12. Accountability	3.14	3.00	3.22
Averages	3.34	3.28	3.38

As Leioa Local Council has passed the self-assessment with a score of 3.34 and scored over 2 points in all its main values, it was nominated as a candidate to receive the European Label of Governance Excellence 2017.

The following table summarises and compares the results obtained by **Mungia Local Council**:

<i>Principles:</i>	<i>Benchmark</i>	<i>Stakeholders Survey</i>	<i>Elected Officials Survey</i>
1. Fair conduction of elections, representation and participation	3.00	2.47	2.88
2. Responsiveness	3.67	2.44	2.25
3. Effectiveness and efficiency	1.89	2.69	3.27
4. Openness and transparency	3.00	2.82	2.35
5. Rule of Law	3.25	2.24	2.94
6. Ethical conduct	1.78	2.18	2.76
7. Competence and capacity	2.88	2.38	2.47
8. Innovation and openness to change	2.75	2.47	2.19
9. Sustainability and long term orientation	2.78	2.50	2.35
10. Sound financial management	2.21	2.59	2.73
11. Human rights, cultural diversity and social cohesion	3.33	3.12	3.29
12. Accountability	3.57	2.53	2.35
Averages	2.84	2.53	2.65

As Mungia Local Council did not score 3 points or over in the self-assessment nor managed to obtain over 2 points in all its principles, it was not nominated to receive the European Label of Governance Excellence 2017.

The following table summarises and compares the results obtained by **Urnieta Local Council**:

<i>Principles:</i>	<i>Benchmark</i>	<i>Stakeholders Survey</i>	<i>Elected Officials Survey</i>
1. Fair conduction of elections, representation and participation	3.64	2.75	2.62
2. Responsiveness	4.00	2.71	2.62
3. Effectiveness and efficiency	2.67	3.13	2.62
4. Openness and transparency	3.00	2.63	2.42
5. Rule of Law	3.75	2.63	2.83
6. Ethical conduct	2.11	2.63	2.58
7. Competence and capacity	3.38	2.86	2.38
8. Innovation and openness to change	3.50	2.88	2.62
9. Sustainability and long term orientation	3.56	2.63	2.38
10. Sound financial management	2.79	2.75	2.67
11. Human rights, cultural diversity and social cohesion	2.33	3.25	2.70
12. Accountability	2.71	2.50	2.09
Averages	3.12	2.78	2.54

As Urnieta Local Council has passed the self-assessment with a score of 3.12 and scored over 2 points in all its main values, it was nominated as a candidate to receive the European Label of Governance Excellence 2017.

3. IMPROVEMENT PLAN

In general, the following recommendations were provided to the local councils:

- As the objectives, rules and procedures must be adapted to the needs and expectations of the citizens, we recommend developing an internal **Procedures Manual** that is dynamic and is applicable for the whole organisation.
- The procedures implemented by the local authority must be sufficient to assess the performance and allow the efficiency and effectiveness of the services to be improved. One tool to achieve this is the **Management Plan**: the annual document that defines the objectives, projects, actions, activities (even when they have no budgetary provision) and budget, which is reviewed at least annually and develops the Legislature Plan, and is finally disseminated throughout the organisation.
- The local council must implement effective measures to prevent and combat all forms of corruption. The **Code of Conduct** is one such measure. It must be extended to the elected officials and the executive posts and there must be a permanent committee overseeing its compliance.
- The local council must develop as **Training Plan** adapted to its needs and regularly assessed in order to encourage the staff to constantly strive to improve their performance.
- As the citizens should have access to all the reports, to all the information on decision-making, the implementation of the policies and the results obtained in order to be able to monitor and contribute to the local authority, *we recommend ensuring that the local council's website is kept up to date with comprehensive information that is accessible and easily understood by the citizens.*

4. CONCLUSIONS

The results of the project were presented and discussed at the final ELoGE Conference and the Award Ceremony, which was organised in San Sebastian on 20 March 2018. The feedback from the participating municipalities was extremely positive:

“Previously, it was quite chaotic for us ... Now, the ELoGE methodology with exact criteria and indicators make everything clear and help us set and achieve our goals ... It was also very useful to compare our self-evaluations to the opinion of our citizens...”

Mayor of Basauri at the ELoGE Conference, San Sebastian

20 March 2018

The group of local authorities that took part in the project was very varied, with the smallest of all the local councils having 6,000 inhabitants and the largest 60,000 inhabitants. Even so, both of these local authorities have met the standards to be awarded the Label. This demonstrates that the Benchmark can be used regardless of the size of the municipality.

Five of the local councils have been nominated for the Label and four must implement measures in their procedures to be able to receive it in the future.

This is a continuous improvement process and the elected officials are responsible for maintaining the quality requirements of the Label.

The average of the assessed group is 3 points and only one principle – Number 6, *“Ethical Conduct”* – is under this average.

This pilot project is a continuous improvement that must be maintained. The weak points were identified so that the concrete improvement measures could be taken.

In the majority of cases, the survey results are related to the results obtained in the surveys conducted with elected officials and stakeholders. The comparison has therefore been positive.

The recommendations proposed in the Improvement Plan have been widely shared with most of the local authorities of the Basque Region.

Given the success and a very positive feedback from the first round, the second ELoGE round will be organised in the second half of 2018 for another group of municipalities, with the second Award Ceremony scheduled for October- November 2018.

Further references, videos, and links to the media coverage of the event:

HEADLINES: [DIARIO EL PAIS martes 20 de marzo](#)

[BUEN GOBIERNO](#)

Basauri, Ermua, Irún, Leioa y Urnieta, cinco nuevas estrellas en Europa

https://elpais.com/ccaa/2018/03/18/paisvasco/1521389453_813107.html

EUDEL:

<http://noticias.eudel.eus/noticia/irun-urnieta-basauri-ermua-y-leioa-obtienen-el-sello-europeo-de-excelencia-en-gobernanza-2017/>

Videos:

EUDEL President Imanol Landa:



1-[Landa_sello_estimulo_es.mp4](#)



2-[Landa_vanguardia_gobernanza_es.mp4](#)

BASAURI: [Busquet_Basauri_onarpena_eu.mp4](#) (basque)

URNIETA: [Pagola_Urnieta_onarpena_eu.mp4](#) (basque)

IRUN: [Santano_Irun_reconocimiento_es.mp4](#) (spanish)

ERMUA: [Totorika_Ermua_reconocimiento_es.mp4](#) (spanish)

LEIOA: [Urbieta_Leioa_reconocimiento_es.mp4](#) (spanish)