



Using Competition to Stimulate Social Change: CAD's Best Practices in Public Management Award Program

Introduction

Since its founding in 2002, *Ciudadanos al Día* (CAD) has sought to revolutionize the relationship between citizens and their government in Peru. CAD's innovative programming and methodology create incentives for social change. Central to the CAD approach is the introduction of competition to generate social change. This report describes CAD's Best Practices in Public Management Award Program, including its methodology, extensive collaboration with the media, and demonstrated impact.

The best way to understand the Award Program is to watch the ceremony in action. An English-subtitled video, filmed during the 2007 Awards Ceremony, can be accessed at <http://www.vimeo.com/6532896>.

An Innovative Solution

CAD's Best Practices in Public Management (BPG) Awards Program is an imaginative solution to a peculiar market failure: the lack of competition in the market for public service provision. The BPG Awards are a unique solution to the problem at hand—they effectively create competition and incentives in a market where none previously existed. By creating the opportunity for different and diverse government agencies at all levels (national, regional, provincial, and district) to compete against each other in a set of broader, cross-cutting categories, they create incentives for self-improvement and innovation. At the same time, showcasing success in public management helps stimulate citizen demand for better governance by helping to alter the negative perception Peruvians have of their government, by showing that change is possible and by offering citizens concrete alternatives that they themselves can demand.

The Awards

These eighteen categories, listed below, intentionally transcend individual organizational missions to focus on broader service goals specifically targeted to foster better governance across a spectrum of deliverables. Their cross-cutting nature allows government agencies to compete against each other, despite the monopolies that they continue to maintain over the particular services they provide.

Best Practices in Government Awards

Accountability and Transparency (Voice)	Procedural Efficiency & Services	Justice & Safety (Rule of Law)	Development Programs (Equity)
<ul style="list-style-type: none"> ☞ Transparency and Access to Information ☞ Citizen Consultation and Participation ☞ Public Interest Campaigns ☞ Collaboration with the Press 	<ul style="list-style-type: none"> ☞ Simplification of Bureaucratic Red Tape ☞ Efficiency in Purchasing and Contracting ☞ Internal Management Systems ☞ Public-Private Cooperation ☞ Citizen Customer Service 	<ul style="list-style-type: none"> ☞ Enforcement and Compliance with the Law ☞ Predictability of Regulatory Practices ☞ Citizen Safety ☞ Transit Safety 	<ul style="list-style-type: none"> ☞ Social Inclusion ☞ Maternal and Infant Health ☞ Promotion of Economic Development ☞ Education ☞ Promotion of Culture and Identity

Any government agency is eligible to submit a best practice for consideration in the Prize. In order to qualify as a Best Practice in Public Management (BPG), the government agency must demonstrate three key characteristics of the practice. First, the applying organization must detail what they have done to improve efficiency, service or accountability in the category for which they are applying. Second, they must show how this improvement actually benefited citizens in a direct and measurable way. Third, their innovation must be able to be replicated in other settings. By identifying and documenting quality practices, we are creating a stable of Best Practices that can be used throughout Peru and other countries as well.

Once the practices have been submitted for consideration, a technical team composed of prominent Peruvian leaders from the private, public, academic, and nonprofit sectors judges the applications, categorizing those that meet the above criteria as Best Practices (BPGs). From amongst those named as BPGs, finalists are selected in each category who will be eligible to be judged for the final award. The Jury, a smaller group of well-known Peruvian leaders, judges the practices and selects the winner in each category, who receives their award in an annual, prestigious award ceremony.

Objectives and Methodology of the BPG Awards

Since our inception in 2002, CAD has led the push for a more transparent, efficient and inclusive public sector in Peru through our innovative approach of creating intra-government competition and targeting both the demand for and supply of better governance. Our research efforts and our projects to promote a more vigilant media have increased citizen demand for higher-quality service provision. The BPG Awards program increases the supply of better governance by recognizing, rewarding, and publicizing best practices throughout all levels of public service. It increases demand by showing citizens that improvements in public management are possible and by offering concrete alternatives that they themselves can demand.

A Proven Need

On the one hand, Peru has benefited from seven years of very high GDP growth, higher than any other country on the continent. Even in the face of the current crisis, Peru is still projected to experience positive growth, despite the negative growth rates plaguing most other Latin American countries. On the other hand, Peruvians have incredibly low levels of trust and confidence in their public officials and institutions. For example, in the 2008 Latinobarómetro survey, only 7% of Peruvians described their public institutions as ‘good’ or ‘very good’,

88% thought that those who governed did so only for their own benefit and not for the public good, and 3 out of every 4 public servants were thought to be corrupt.¹

Consequently, public service is not valorized, and those public officials who are performing well get no recognition, as examples of corruption and poor service dominate the media and the public perception. CAD's Best Practices Prize succeeds in both celebrating those public officials who are performing well and in showing Peruvian citizens that they can begin to trust their public officials and believe that improvement is possible.

A Measurable Impact

The benefits of the Best Practices in Government Program are clearly evident in the short history of the award. In harnessing the power of positive reinforcement, CAD has created a collaborative relationship with the various government agencies and municipalities who have applied for the awards. This model, which eschews the traditional blaming and shaming approach to government reform often used in the past, has created a cooperative effort which has resulted in the documentation of over 600 Best Practices in the brief five-year history of the award. There has been a steady increase in both the quantity and quality of Best Practices identified over the last several years.

Here are a few statistics about the growth of the Prize:

- ⌘ A 147% increase in the number of applications for the BPG Awards over the last four years
- ⌘ The number of institutions submitting applications for the BPG Awards more than doubled from 2006 to 2009
- ⌘ Steady increases every year in the number of Best Practices (147% increase over 4 years) as well as the number of agencies with Best Practices (96% increase over 4 years)
- ⌘ In 2009, 91% of applications were judged to be Best Practices, compared to the first year of the prize in which only 53% of applications were characterized as BPGs, demonstrating the increasing quality of the applications received

The Prestige of the Prize:

To succeed in stimulating the kind of intra-government competition that can ultimately improve government performance, the Prize must be considered a prestigious, distinguished and valid form of recognition. Every year we have succeeded in making the Prize more and more valuable for the winners, for those who submit their practices to be considered, and for the citizens who read and hear about the program. Part of the prestige comes from the Award Ceremony itself. Held in the evening, all the nominees are invited, as well as other distinguished public officials, policy makers, and noted celebrities. For the past two years, the Ceremony has been held at the Residence of the Ambassador of the United Kingdom. The Technical Team and the Jury who judge the applicants and select the final winners are composed of some of the most well-respected Peruvian leaders, including the former President of the Central Bank, a former Minister and former Ombudsman, Deans of the best-known Universities, important Peruvian academics, and CEOs of the biggest companies.

The extensive media coverage of the event, elaborated below, also means that the Prize is an honor for which public officials want to strive. Furthermore, the day after the Prize Ceremony, CAD organizes a full day of Press Conferences with the winners, in which they are interviewed by journalists from around the country.

¹ Latinobarómetro Annual Report 2008, <http://www.latinobarometro.org> (Date accessed: August 20, 2009).

We already have evidence that public officials value the Prize they have won. Within one day of the 2009 Prize Ceremony, seven out of the 18 winners had already modified their websites to publicize their Prize. The Municipal Government of Miraflores, a neighborhood in Lima, has already put up large signs throughout the neighborhood, advertising that it has won, and the neighborhood mayor sent a letter to every resident congratulating the team that implemented the practice, including a copy of the official letter sent by CAD congratulating the Municipality.

Photo taken on a main street in Miraflores. The sign reads “Miraflores, 1st Place Winner, Ciudadanos al Día 2009, Best Practices in Improving Transportation”.



Homepage of the website of the Ministry of Women and Social Development, with a photo of the Prize Winners and an accompanying story.



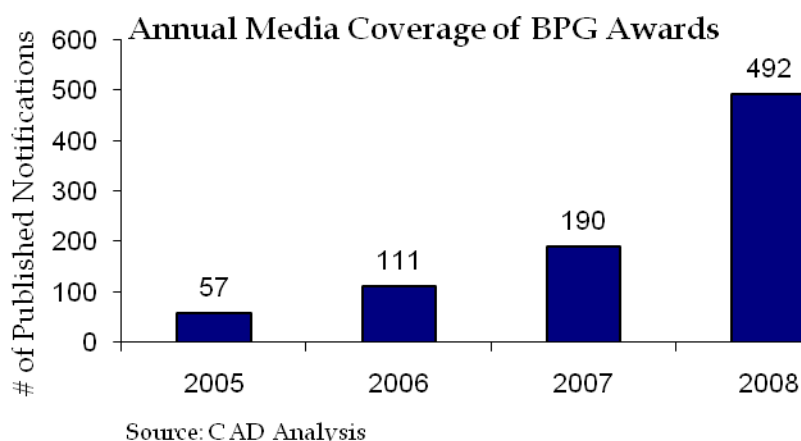
Evolution of Standards

Throughout the four-year history of the BPG Awards Program, we have witnessed a continuous evolution of standards that has raised both the level of competition and, as a direct result, the quality of the services provided to the citizenry. Evidence of this evolution can be seen by examining the winners over time in each award category. For example, the first winner in the category of Transparency and Access to Information, in 2005, was the municipal government of Miraflores, Lima, for a web-page it created to demonstrate greater transparency in its operations. While this was certainly an improvement, in 2006 the municipality of Piura won an award for creating a system of tracking filings for government documents via the internet. In 2007, judges from across Peru came together to put their rulings online; not only did this allow for greater access to information, but it ensured that collective and individual rulings would be more consistent and predictable. In 2008, the Ministry of Fisheries in Peru had not only set up a chat room for fisherman but also were sending SMS text messages to fishermen’s phones, alerting them to differing prices of specific types of fish in various ports along the Peruvian coast. By 2009, the National Election Council won for its INFOgob initiative, unique

in Latin America, through which citizens can access historical and current political data for every province and region in Peru, enabling greater political understanding and participation. The transition from one-way information (2005), to an interactive website (2006), to greater accountability (2007), to government actively reaching out to citizens in providing them a service (2008), to government providing information to generate active citizenship, is a considerable transformation in only five years' time.

Collaboration with the Media

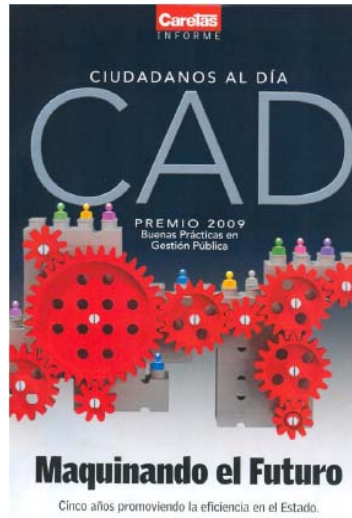
CAD has also cultivated collaborative relationships with the Peruvian media in an effort to promote greater citizen awareness, accountability, and service delivery. The BPG Awards feed into CAD's other media programming, including our workshops and support offered to media campaign partners, who can then disseminate information about the awards and its results in their local communities. This collaborative relationship has led to increasing press coverage of the BPG Awards and has provided a multiplier effect for our efforts. Furthermore, it has led to greater publicity for the Best Practices themselves, which can then be copied and disseminated throughout all levels of government. This also promotes the desirability and prestige of the award and demonstrates to citizens that change is possible and that high quality public servants do exist.



Over time, CAD has been able to cultivate more extensive, in-depth and prestigious media coverage of the Awards Program. In 2009, the magazine *Caretas*, a widely read weekly national news magazine, published a 44-page supplemental edition exclusively about the Awards Program, including photos of the Prize Ceremony and in-depth stories about the winning practices. *El Comercio*, Peru's leading national newspaper, published a full page article in the first section the day after the Ceremony, another full-page story the Monday thereafter, and produced a video that they published on their website.² The official broadcast of Channel 7's popular weekly television series, *Haciendo Peru*, covered the Award Program during its hour-long program.³

² Visit <http://www.elcomercio.com.pe/noticia/333671/se-entrego-premio-2009-buenas-practicas-gestion-publica> to see the video in Spanish.

³ The hour-long special can be viewed in three parts. For coverage of the full-day Journalists training the day of the Prize Ceremony, visit <http://www.youtube.com/user/HACIENDOPERU2009#play/uploads/3/S0AGylSgrm8>. For coverage of the press conferences with winners the day after the Ceremony, visit <http://www.youtube.com/user/HACIENDOPERU2009#play/uploads/0/2Bpa62FR4p4>. For the Prize Ceremony itself, visit <http://www.youtube.com/user/HACIENDOPERU2009#play/uploads/2/6kOr-iaB0G8>.



Advertisement for
Haciendo Peru,
September 6, 2009
“HaciendoPerú, premiers
Sunday the 6th at 9 AM”

Front cover of *Caretas*,
September 3, 2009:
“Constructing the future:
Five years promoting efficiency
in the State”

In 2009, we added an additional media innovation to CAD and the Awards Program: an interactive blog. Led and moderated by Beatriz Boza, the Executive Director of CAD, and hosted on the website of *El Comercio*, the most widely read national newspaper, the blog created a forum where ordinary citizens could discuss the Award Program and the opportunity to provide positive recognition to public officials, and offer feedback about individual finalists during the evaluation process in the months leading up to the Prize Ceremony.⁴

Continuity

While the numbers themselves indicate that general awareness of the award has been raised, they do not capture this publicity’s impact on the media, citizens, and government institutions. Our belief is that the increased publicity of the prizes will lead to greater demand for and implementation of these best practices in other contexts. A perfect illustration comes from the BPG Award won by the municipality of Huaraz in 2005 for their efficient new solid waste processing plant. The photos shown below illustrate the clear improvements that had been made to the facility. In 2006, the nearby region of Trujillo ran two full-page stories using the same photos, questioning why this best practice had not yet been implemented in their region. The connection of best practices in one region to demand for the same level of service in another illustrates the demand for better governance that CAD is actively promoting in Peruvian society.

⁴ The blog can be viewed at <http://blogs.elcomercio.com.pe/ciudadanosaldia/>.



The case of the Municipality of Piura offers another telling example. In 2006, this municipality won a BPG Award for Transparency and Access to Information. However, in 2007, the newly-elected mayor of Piura decided to shut off access to much of the information for which the previous mayor had been recognized. Within weeks, an editorial appeared in the regional newspaper *El Tiempo* denouncing the decision to revert to providing more restricted access to information. In response to this criticism, the mayor restored the previous content of the website, reviving the transparency for which the municipality had won the Prize. It is precisely this kind of vigilance and continuity that CAD is actively promoting in the media and the citizenry. It is our explicit goal to facilitate the shift from progressive individual managers to progressive agencies by altering the organizational culture to one that embraces change, innovation, and continual improvement.



One Year Later

Piura, Peru, February 14, 2007
 “Editorial: On the road to the bad practice of no information”



In line with our focus on positive reinforcement, CAD hopes to gradually shift media focus to highlight examples of success stories in government to create a “market for good news”. By encouraging the media to frame the discussion in a more positive light, we can showcase the many good programs that are being implemented in Peru to publicize and replicate these improvements and help change the negative citizen perception of public servants.

Positive Spillover Effects

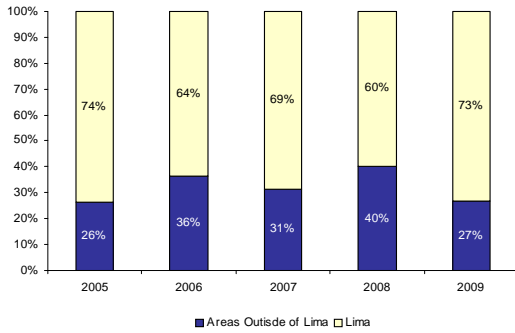
With the constant expansion of the BPG Awards Program, there have been numerous positive spillover effects that have furthered the goals which CAD initially set out to achieve. Within the scope of improved public service, the past few years have witnessed the increasing use of the BPG Award indicators as a set of guidelines, clearer documentation of procedures, and greater transparency of bureaucratic processes by the numerous government organizations who have applied. The indicators developed by CAD to judge the relative merits of the various applications have increasingly been used by these same organizations to document their own internal improvements and increase the quality of the service they provide. Documentation of procedures has also markedly improved via the application process. Previously, many agencies merely listed the legal, step-by-step procedures that were involved, but in the wake of the awards process, many organizations now include a more detailed description of the managerial process and exact roles and accountability for specific functions. The result of this process is a system that citizens can navigate more efficiently to get better and faster service. In the design of our awards, CAD took special care to engender certain values: citizen voice, development, and equality, among many others. It is precisely these values that the participating organizations have internalized, with benefits accruing to the Peruvian people.

In fact, evidence of these spillover effects is shown in the surveys conducted to monitor and evaluate the BPG Award application process. In 2007, when asked if the application process had led to better documentation of internal procedures, 65% responded “a lot” or “very much”. When asked if the application process had led to the identification of opportunities to improve their development or management, 79% responded “a lot” or “very much”. Lastly, when surveyed about whether they believed that the application process would assure the sustainability of the Best Practices in question, over 84% answered “a lot” or “very much”. These results overwhelmingly affirm that not only are the Best Practices themselves improving society, but the mere act of applying for the awards themselves has had an undoubtedly positive spillover effect.

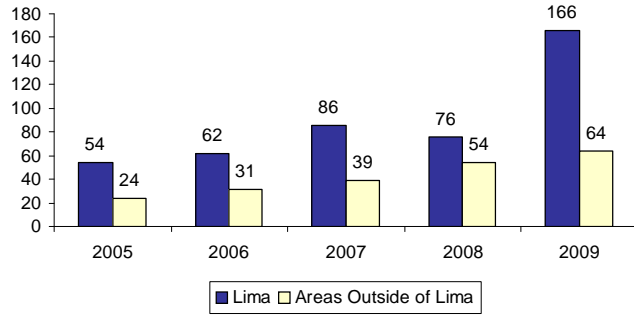
Future Opportunities

While CAD is rightfully proud of our many accomplishments, many challenges yet remain. Over the course of the next several years, we hope to continue to spread our reach to all regions of Peru so that the benefits of our model can be extended to all Peruvian citizens. One of CAD’s primary goals for the 2010 Prize is to expand the regional reach of the BPG Awards to make it a truly national award with a country-wide impact. Over time, we have been able to increase both the applications and practices that qualify as BPGs from outside of Lima, a trend that we hope to see continue.

Applications from Lima vs. Areas Outside of Lima



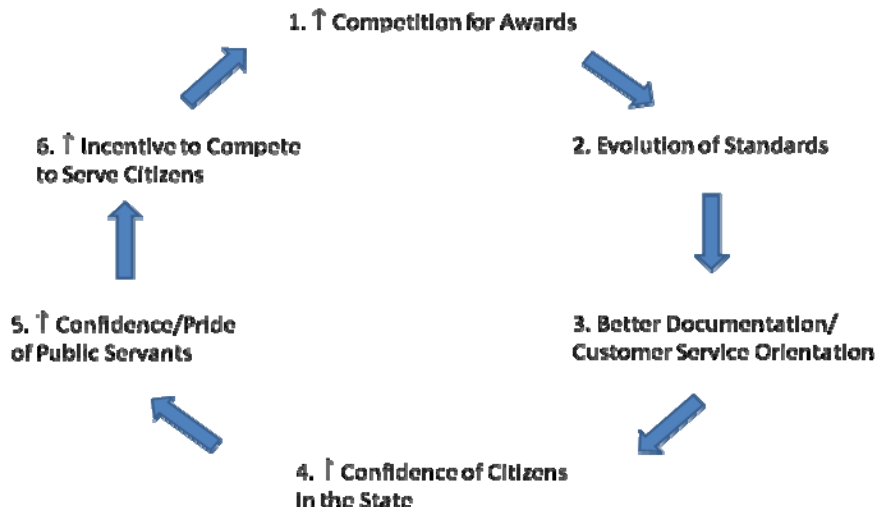
BPG from Lima vs. Areas Outside of Lima



A Contagious Enthusiasm

We at CAD are very excited about the direction that our organization is headed. With our innovative programs, we believe that we have struck upon an exciting, effective, and sustainable model that can and should be scaled up, both nationally and internationally. What we have seen in Peru, we wish to continue and replicate. We have witnessed a contagious enthusiasm within Peruvian government circles to win these increasingly coveted awards. With this increase in the level of competition, there has been a continuous evolution of the standards of the BPG Awards as the bar has been raised every year. This competition has led to better documentation among government organizations, along with a greater citizen service focus. With better quality service provision and greater media publicity of successful public service, the confidence of the citizens in the state has grown and fostered a heightened sense of pride on behalf of public servants. This newfound pride has in turn created greater incentive to compete to provide the best service possible to the citizenry. We have created a core cadre of public servants who excel and are proud to excel, alongside a citizenry that has a series of tangible reference points from which they can demand more of their government. Overall, we are creating a virtuous cycle of improvement in public management.

A Virtuous Cycle of Improvement



Why CAD?

Over the last five years, CAD has had a considerable impact on the way that Peruvian citizens interact with their government. By pioneering an innovative and sustainable approach to the promotion of good governance, CAD enhances the media's ability to act as a catalyst to increase citizen demand for a public sector that is more effective, efficient, and transparent. CAD supplies a unique set of interventions for the citizens of Peru that we are able to provide as a result of our considerable in-country expertise and intimate knowledge of the local context. The positive relationships that we have forged with both the national and local media and all levels of government have promoted a cooperative approach to the gradual but steady promotion of good governance and the creation of an active and informed citizenry.

For more information about the Prize in Best Practices in Public Management, or the other initiatives of CAD Ciudadanos al Día, please visit our website at www.ciudadanosaldia.org or contact our Executive Director, Beatriz Boza, directly at bboza@ciudadanosaldia.org.

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