

# WELCOME TO THE UNDP WORLD OF DEMOCRATIC GOVERNANCE!

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**W**ith activities in more than 130 countries as well as regional and global programmes, it is not easy to explain UNDP's world of democratic governance in a simple way. Since joining UNDP as Director of the Democratic Governance Practice in early 2009, I have travelled widely and met with government representatives, bilateral donors, civil society organizations and many others. Often I have been asked to provide a quick overview of what UNDP does in democratic governance.

The easy solution of course is to present the statistics of where the money is going — this much to elections, that much for public administration, this amount to justice, etc. But while the money is an important aspect of our work and reflects what countries demand from us, this is not good enough to tell the important story of **why** we do what we do, and **how** we do it.

I therefore felt it would be useful to provide an easy-to-read guide like the one you are now reading. It provides some of the answers, but not **all** the answers. In particular it does not tell you what UNDP is doing in specific countries. If this is what you need, you have to visit the official UNDP website, which will guide you to the country you want to learn more about. But hopefully the guide will give you a good beginning about:

- ☑ **Policies and strategies** that guide our work;
- ☑ **Examples** that will give you a taste of work on the ground;
- ☑ **Resources** where you can find more information.

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## Democratic Governance and the State

Today there is a renewed interest in discussing the role of the State in development, especially in countries in conflict and crisis. While there is no clear agreement about the exact size, scope, form and influence of the State, there seems to be a consensus that the discourse of recent decades, which relegated the State to a marginal position behind or after the market and civil society, is not well founded.

This was recognized before the global economic crisis hit the world, but there can be no doubt that the challenges created by the financial crisis — resulting from lack of regulation, transparency and oversight in the developed countries in particular — have reinforced the focus on the role of the State, and on the ways and means of building what we in UNDP have termed an ‘inclusive, responsive and capable state’.

Emphasizing the role of the State does not mean de-emphasizing civil society and markets. Both states and citizens/people need to play their role in ensuring that human development becomes a reality for all. The State alone cannot be expected to deliver in an equitable, pro-poor and gender-sensitive manner — but neither can citizens play their role effectively without an ‘inclusive, responsive and capable state’.

While it is possible to establish some generic elements needed for the effective and capable State globally, each country needs to embed the generic elements in the context of their own historical developments, cultural and religious manifestations, geographical position, natural resource base, geopolitical importance, as well as the particular development challenges facing the country at any given time. UNDP is not offering a blueprint for democratic governance or a one-size-fits-all approach.

## Democratic Governance and the MDGs

And let me then explain why we do this work in democratic governance! First it is critical to state that for UNDP as the leading development agency of the United Nations, there is nothing more important than supporting countries in achieving the **Millennium Development Goals** [MDGs] by 2015. We realize that this is not going to be easy, and in some cases most likely impossible, but we embrace this as a core part of our mission.

While it is true that democratic governance is not part of the system of indicators the international community has agreed upon to monitor progress of the MDGs, it is important to remember that the **Millennium Declaration**

presents a forceful argument for the inclusion of democracy and democratic governance processes and institutions as well as internationally recognized principles of human rights, gender equality and women's empowerment.

So in this way democratic governance should be seen as an important vehicle for our ability to deliver on poverty reduction in a sustainable and equitable manner, in addition to democratic governance being an important end in itself.

The importance of democratic governance is clearly recognized in the UNDP Strategic Plan for 2008–2013, approved by the Executive Board. This strategy outlines the 'architecture' of UNDP's way of working with democratic governance, focusing on three areas:

- ☑ **Fostering inclusive participation;**
- ☑ **Strengthening responsive governing institutions;**
- ☑ **Basing democratic governance on international principles.**

You can read more about the Strategic Plan in the first section of the Guide, and here you can also read about how the particular UNDP approach to democratic governance is defined by the broad vision of 'human development', which has been a trademark of UNDP since the first Human Development Report was published in 1990.

The importance attached to democratic governance by UNDP reflects the fact that more than 130 UNDP Country Offices have democratic governance programming in one or more forms as part of the country programme, requested by and agreed with the government. When you accumulate all of the resources invested nationally, regionally and globally in democratic governance, this ends up being the largest single area of investment for UNDP.

I hope the Guide will be seen as a good entry point for further engagement with UNDP's world of democratic governance.

*Sincerely,*

*Geraldine Fraser-Moleketi*









# SECTION 1

## INTRODUCTION TO DEMOCRATIC GOVERNANCE

For UNDP the ‘D’ represents Development, but as expressed in the Millennium Declaration from 2000, democracy and democratic governance [DG] are critical requirements if the MDGs are to be achieved in an equitable and sustainable manner. This has also been part of UNDP thinking ever since the publication of the first Human Development Report in 1990, emphasizing that human development is about expanding capabilities and enlarging the choices people have of fulfilling their lives. This section will present:

- ☑ DG OVERVIEW: STRUCTURE AND FACTS
- ☑ UNDP STRATEGIC PLAN 2008–2013
- ☑ DEMOCRATIC GOVERNANCE FOR HUMAN DEVELOPMENT

## INTRODUCTION

# DG Overview: Structure and Facts

**UNDP** — the United Nations Development Programme — is the major development programme of the UN. It has offices in more than 130 countries, and activities at country level are supported from six Regional Service Centres [RSCs] as well as from Headquarters [HQ] in New York. DG is one of the largest areas of the UNDP, with over one third of UNDP's programmatic resources being allocated in this area globally. The Democratic Governance Group [DGG] is situated within the Bureau for Development Policy, whose role is to develop policy and content for advocacy and support on global development priorities and emerging issues.



## Role of Headquarters

The Bureau for Development Policy [BDP] is composed of four **practice areas** [poverty reduction and the MDGs; HIV/AIDS; energy and environment; and DG] and two **cross-cutting areas** [capacity development and gender]. It is the responsibility of BDP to lead the strategic planning on corporate issues through the implementation of the Strategic Plan. It is also the custodian of Thematic Trust Funds, whereby the relevant practices manage, administer and mobilize resources for the respective Funds. There are also several thematic centres, which are part of the relevant practice. For instance, the Oslo Governance Centre [OGC] is based in Oslo but is part of the DG Practice.

On a global level, the DG Practice contributes to policy development in this particular area, by contributing to global debates — in the OECD-Development Advisory Committee, in conferences with bilateral donors, and in research undertaken by academic institutions. It develops and disseminates knowledge products that help to position the DG Practice, and are based on the field level experiences of UNDP.

A key role of the DG Practice is also to contribute to the development of policy through the design and implementation of global programmes in specific thematic areas. At the moment, there are six global programmes in the areas of Electoral Cycle Support, Access to Justice, Human Rights Strengthening, Parliamentary Development, Anti-Corruption and Governance Assessments.

Support to the Country Offices [COs] is another responsibility of the DG Practice, and it does so by providing technical guidance and advisory services for programming and policy support. In this regards, global policy advisors work closely with DG colleagues who are based in the Regional Bureaux and in the RSCs.

In sum, the DG Practice provides qualified and articulated global and regional policy guidance and technical support; knowledge products, tools and best practices covering a variety of governance dimensions emerging from UNDP's extensive experiences and lessons learned in the field; a dynamic network and a worldwide community of practice [CoP] on relevant



issues to face DG challenges; and innovative and catalytic strategies and projects through its Global Programmes and the Democratic Governance Thematic Trust Fund [DGTTF].

The DGTTF was created in 2001 to promote a thematic focus around UNDP's DG Practice. Its main function is to provide COs with discretionary funds to explore innovative approaches and address issues in politically sensitive areas.

## Role of RSCs

The establishment of the RSCs is an effort to shift UNDP, and the Bureau for Development Policy in particular towards a more decentralized organizational set-up, making it possible to respond more effectively to the needs of COs.

There are now six RSCs operating from five regional bases: in Bangkok, Colombo and Fiji for the Asia and the Pacific region; in Bratislava for Eastern Europe and the CIS region; in Cairo for the Arab States region; in Dakar for West and Central Africa; in Johannesburg for East and Southern Africa; and in Panama City and Port-of-Spain for the Latin America and the Caribbean region. Each of the RSCs has a DG Team Leader, supported by a team of experts and specialists in those areas of the DG agenda that are most appropriate for the particular region.

In essence, the RSCs serve as the interface between the country level and HQ in responding to CO requests for support.

A key priority is to provide COs in the region with easy access to high quality advisory services to support the processes at the country level in policy development, or for programming support, from design to implementation and evaluation — in other words, technical backstopping. The RSC is also a knowledge hub for the region as it undertakes policy research and analysis, produces country and regional reports, and codifies lessons learned. The RSC also produces knowledge products and promotes the exchange of knowledge through various networks and regionally based communities of practice.

As part of the same architecture, the teams based in the RSC and HQ work closely together in fulfilling the demands coming from COs.

## Role of the CO

The CO is the core entity within the UNDP structure. With 136 COs spread across the five regions and serving 166 countries, COs are at the forefront of UNDP's contribution to delivering on the MDGs. COs are responsible for delivering on the key results areas of the Strategic Plan, by focusing on the four focus areas of DG, Poverty Reduction and MDGs, Crisis Prevention and Recovery, and Environment and Sustainable Development.

Furthermore, as part of the UN Country Team, the UNDP CO is also responsible for taking the lead in the coordination of the overall UN system activities at the country level. This is done through the UNDAF — the UN Development Assistance Framework. The UNDAF is a document developed together with government authorities and other national stakeholders, and support in the area of DG can also be reflected in the UNDAF.

All UNDP programmes and initiatives in DG and other areas, as well as the resources needed to implement them, are presented in a formal Country Programme document, approved by the government, and also approved by the UNDP Executive Board which draws its membership from UN Member States. This programme is finally translated into a Country Programme Action Plan.

## UNDP Resources for DG

The DG area is the largest area of investment for UNDP. The distribution for DG and the other practice areas in 2009 looks like this:

Looking at the amount invested in DG alone, the distribution among the different areas in 2009 looks like this:



- ▶ 37% Democratic Governance
- ▶ 29% Poverty Reduction and MDGs
- ▶ 15% Crisis Prevention and Recovery
- ▶ 12% Environment and Sustainable Development
- ▶ 7% Other



- ▶ 17% Inclusive Participation
- ▶ 74% Responsive Institutions
- ▶ 9% International Principles

## INTRODUCTION

# UNDP Strategic Plan 2008–2013

**T**he Strategic Plan is a document approved by the Executive Board. It states that UNDP provides policy and technical support in areas of poverty reduction, DG, crisis prevention and recovery, and energy and environment. UNDP's work in those areas, and in promoting gender equality and women's empowerment, supports countries in strengthening their own capacities to design and implement development strategies that reflect national circumstances and objectives, within the overall framework of the internationally agreed development goals. The following extract from the Strategic Plan covers all of the sections that present the UNDP strategy on DG.





To consolidate and deepen democracy, free and fair elections must go hand-in-hand with efforts to support all people in attaining the opportunity to participate in the decisions affecting their lives. Local, regional and national governments must use their capacity and resources to deliver effective economic and social policies that promote human development and manage the public services that citizens expect. Moreover, governance needs to be grounded in the principles of human rights, transparency and honesty, and gender equality embodied in the United Nations Charter and internationally agreed mandates.

At the request of programme countries, UNDP supports DG goals through strengthening core institutions at all levels: national, regional and local/decentralized. The general challenges of consolidating and deepening democracy apply to developed as well as developing countries. They are most urgent in states emerging from conflict, where violence has contaminated the reservoir of social trust needed for social cohesion and mutual tolerance. UNDP collaborates with other UN entities such as the United Nations Department of Peacekeeping Operations [DPKO] and the Peacebuilding Commission, which have related but distinct mandates, to support countries in developing transitional governance structures.

## Fostering Inclusive Participation

UNDP supports national authorities in strengthening civic engagement at the local, regional and national levels. Mechanisms and opportunities for this engagement include electoral laws, institutions and processes, mobilization channels [such as political parties and civil society organizations (CSOs)], and communications channels [access to information networks, e-governance and independent media]. UNDP DG initiatives are designed to support the efforts of programme countries to enhance participation in public policy dialogues and decision-making. Collaboration with United Nations Capital Development Fund [UNCDF] and United Nations Volunteers is strong in this area, along with many other UN organizations and external partners.

UNDP supports governments in the identification of effective interventions strengthening participation by the poorest social sectors, as well as by women, youth, persons living with disabilities, and indigenous people. Low or eroding civic participation is of concern for many countries, raising questions about public confidence and government legitimacy. Support to mobilize civic engagement among these groups is a basic foundation for strengthening their access to the policymaking process. In its work on electoral systems and processes, UNDP collaborates closely with the Electoral Administration Division of the United Nations Department of Political Affairs, following a division of labour agreed by the United Nations General Assembly.

## Strengthening Accountable and Responsive Governing Institutions

Enhancing accountability and responsive institutions is a critical element of DG for human development. UNDP support to national governments focuses upon three branches of government: (i) strengthening legislatures, regional elected bodies, and local assemblies; (ii) supporting public administration reforms, in national governments and local authorities; and (iii) promoting access to justice and the rule of law. In these areas, programme priority is given to strengthening the mechanisms of responsiveness and public accountability to the concerns and interests of poor people, women, and other vulnerable or excluded groups. UNDP supports effective national public policy processes where the public sector at local, regional and national levels develops the capacity and resources to manage policies and services. Expanded capacity of governing institutions helps create a facilitating environment for delivering other goals for poverty reduction, crisis reduction and environmental protection. UNDP works closely with the World Bank on economic governance, with the United Nations Task Force on the Rule of Law on justice, with United Nations Development Fund for Women [UNIFEM] on gender equality, and with the United Nations Human Settlement Programme and UNCDF on issues of local and regional governance, decentralization, and localization of the MDGs.

One main initiative in this area is to focus on multisectoral accountability mechanisms. UNDP has amassed considerable experience on specific interventions to improve accountability to the poor and those women who are excluded, such as in access to justice, gender-based budgeting, parliamentary oversight, and citizen report cards. But until now, many interventions have focused on a single sector. Challenges in accountability systems include the interaction among institutions and sectors — between government and

parliament, civil society and government, or rule-making institutions and justice enforcement mechanisms, for example. In this area, UNDP and UN Department of Economic and Social Affairs [DESA] collaborate in particular on public administration reform, public sector ethics, decentralized governance and e-governance.

## Grounding DG in International Principles

At the 2005 World Summit, Member States emphasized that the UN should ‘strengthen linkages between the normative work of the UN system and its operational activities’. UNDP will respond to requests from national partners to build national institutional capacity for implementing human rights, gender equality and anti-corruption standards appropriate in each context. UNDP will work closely with partner organizations, including the Office of the United Nations High Commissioner for Human Rights [UNOHCHR], the United Nations Office on Drugs and Crime [UNODC] and UNIFEM, within the framework of relevant international agreements.

A strategic initiative in this area will develop nationally owned DG assessments. Methods and approaches will be identified for nationally owned DG assessments designed to serve the needs of policymakers, identifying the institutions and processes for reform, setting milestones and benchmarks, and developing systematic indicators to monitor progress. The results will be integrated into planning exercises by national partners, and in national human development reports, poverty reduction strategy papers, the African Peer Review Mechanism, MDG reports, and localization of the MDGs.



## INTRODUCTION

# Democratic Governance for Human Development

**A**ll societies have to meet the challenge of creating a system of governance that promotes, supports and sustains human development — especially human development for the poor, the vulnerable and the marginalized. For UNDP, human development is about expanding capabilities and enlarging the choices people have in fulfilling their lives. From the evidence of a practice established by UNDP for over a decade, governance is defined as comprising the mechanisms, processes and institutions that determine how power is exercised, how decisions are made on issues of public concern, and how citizens articulate their interests, exercise their legal rights, meet their obligations and mediate their differences.





What does it mean to promote ‘good governance’ for human development? There is no single or simple answer. But much discussion about the definition of good governance has centred on what makes institutions and rules more effective and efficient, in order to achieve equity, transparency, participation, responsiveness, accountability and the rule of law. These aspects are crucial for human development, particularly since ineffective institutions usually result in the greatest harm to those who are poor and vulnerable.

Yet, in order to achieve and sustain human development, both the ends and means of good governance should be ‘democratized’. DG requires efficient institutions and an economic and political environment that renders public services effective and makes economic growth possible; at the same time, DG for human development must be concerned with whether institutions and rules are fair and accountable, whether they protect human rights and political freedoms, and whether all people have a say in how they operate.

So from the human development perspective, good governance is DG.

The notion of DG employed by UNDP is people-centred. It epitomizes the most fundamental principle of democracy — that people should govern themselves through the systems they choose through open and transparent participatory processes. DG means that people have a say in the decisions that affect their lives and that they can hold decision-makers accountable.

It further entails that the rules, institutions and practices that govern social interactions are inclusive and fair, that women are equal partners with men in private and public spheres of life, that people are free from discrimination based on race, ethnicity, class, gender or any other attribute, and that the needs of future generations are reflected in current policies. It also means that economic and social policies are responsive to people’s needs and aspirations, that these policies aim at eradicating poverty and expanding the choices that all people have in their lives, and that human rights and fundamental freedoms are respected.

## The Dual Notion of DG

DG and its focus on participation and accountability is a development goal that is intrinsically valuable in its own right. Enjoying both political freedom and the ability to participate in the decisions that shape one's life are fundamental human rights: they are capabilities that are as significant for human development — for expanding people's choices — as being able to read and being in good health. Democracy is the political process that secures political and civil freedoms and assures the right to participate, making DG an intrinsically desirable goal in itself.

A review of the literature supports the proposition that greater wealth helps sustain democracy and that democratic regimes do not necessarily display a better [or a worse] aggregated, long-term economic performance. But although empirical evidence of a positive effect of DG on long-term economic performance in the aggregate is weak or inconclusive, recent research provides evidence that democracy influences productivity growth in different sectors differently, and that this differential effect may be one of the reasons for the ambiguity of the aggregate results.

Other studies suggest that democratization undermines growth in countries with poor rule of law, while it stimulates economic growth where the rule of law is strong. Moreover, several empirical studies suggest that democratic regimes have smaller variances in the rate of growth than autocracies. For example, a range of evidence indicates that participatory democracies have long-run growth rates that are more predictable, produce greater short-term stability, handle adverse shocks better, and deliver better distributional outcomes.

However, despite the positive links established between DG and human development, severe challenges persist. One such challenge highlighted in recent years is that many societies which have held democratic elections for several decades continue to display high inequalities in income distribution, discrimination against minorities, and taxation and spending policies that favour the interests of the rich.

It is therefore argued that competitive elections are not enough to promote and sustain human development in all of its dimensions. If people make use of their voting-rights in elections, but feel no improvement in their day-to-day lives, their trust in democratic processes is likely to erode, and this seems to be the case according to surveys in recent years in both Africa and Latin America. If, on the other hand, government capacity increases but this



capacity is not being used to respond to public concerns and needs, capacity development processes are unlikely to generate benefits for all members of society, including the poorest of the poor.

Therefore, efforts to promote DG for development must focus both on fostering inclusive participation and on strengthening responsive state capacity, and this combined approach is now at the core of the DG thinking of UNDP.

## Fostering Inclusive Participation

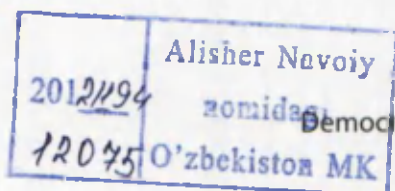
To foster inclusive participation, democracies need effective channels to allow every citizen to cast a vote in free and fair elections, to participate in the public sphere, and to promote their interests through political parties, CSOs and volunteerism. Through these numerous channels, people can articulate their demands, pressure public officials and hold elected representatives and governments accountable for their actions.

UNDP interacts with key stakeholders to foster inclusive participation and civic engagement at the local and national levels — with a spotlight on under-represented segments of society such as the poor, women and minorities. Mechanisms and opportunities to deepen inclusive participation include focusing on: electoral laws, institutions, and processes; mobilization channels such as political parties and CSOs; and communication channels in relation to access to information, e-governance and independent media.

On average, UNDP is engaged in supporting an election somewhere in the world every two weeks. Yet, UNDP does not only concentrate on particular election events but embraces an integrated, long-term election-cycle approach to electoral assistance, which encompasses supporting independent and permanent electoral management bodies; developing effective electoral system designs and legal reforms; and election planning, monitoring and budgeting to ensure credible elections and more cost-effective electoral processes over time.

Direct channels of social accountability, illustrated by community boards, social audits and participatory processes of local decision-making, are other essential mechanisms to help foster inclusive participation, above all where formal institutions of representative democracy are weak.

Accessible and relevant information and the means and ability to communicate are important for enabling people to participate in policy-making processes and the decisions that affect their lives. Accordingly, UNDP engages



to further the accessibility, relevance, and quality of information and communication mechanisms for poor people and vulnerable groups. UNDP initiatives in this context include enhancing the legal and regulatory environment for freedom and pluralism of information, increasing government-citizen dialogue and interaction, expanding the opportunities for people to voice their concerns through 'communication for empowerment' and supporting the capacity of independent and pluralistic media.

This is complemented by the work UNDP undertakes under the aegis of e-governance policies and initiatives. Access to both the Information and Communications Technology [ICT] networks [not only internet based] and public information via ICTs are fundamental underpinnings to accomplish such goals. In the context of the MDGs, UNDP is collaborating with a non-profit foundation to deploy affordable learning technologies for poor children that attend public schools in developing countries as part of overall national e-governance plans and strategies.

## Strengthening Accountable and Responsive Governing Capacity

The combination of inclusive participation with the expansion of accountable and responsive state capacity can be regarded as necessary for promoting DG and sustainable human development, ultimately helping to achieve the MDGs. UNDP work in the context of governance capacity concentrates on the areas of strengthening public administration reform, local governance institutions, parliamentary development, and access to justice and the rule of law.

Supporting public administration reform is a crucial aspect of strengthening governance institutions that are accountable and responsive to public concerns and social needs. UNDP provides assistance for improving efficiency and equity in the delivery of public services and helps countries develop professional civil services through performance-based management. This, in turn, promotes equal opportunity for women and minority groups.

To increase access to public services for the poor and nurture democratic culture at the local level, UNDP assists in strengthening countries' local governance, including citizens' groups and local authorities. Where appropriate, UNDP also helps design and implement national strategies for decentralizing authority and responsibility, emphasizing the rights of women and the poor.

In a democratic polity, parliaments are crucial for channelling public participation in policy-making by linking voter's concerns with the work of elected representatives and the delivery of public services, for example, regarding social welfare policies. Moreover, support for parliamentary development reinforces the role of the parliament in holding government accountable for policy commitments and the use of budget resources. By watching over government action, legislatures also play a key role in enhancing transparent governance.

UNDP supports one in four parliaments globally. Initiatives in this context encompass training parliamentary members and staff; supporting constitutional reforms that guarantee basic rights; freedom of association, expression and participation; and promoting sustainable human development in legislative deliberations through support for committees related to, for example, poverty issues, gender mainstreaming and budget allocations.

## Grounding Governance in International Principles

To strengthen human rights, foster gender-sensitive human development, and reduce the development-hampering effects of corruption, UNDP grounds its DG work in the well-established international standards and principles of (i) human rights, (ii) gender equality, and (iii) anti-corruption. In addition, UNDP is engaged in the development of (iv) governance assessment methodology as a means of developing the capacity of governments to benchmark their governance reform efforts based on national ownership and national policies.

UNDP strengthens the capacity of requesting programme countries to promote and protect human rights through support for human rights policy development, advocacy and training; through the promotion of national human rights action plans; and through the creation and support of human rights institutions at national and sub-national levels. Moreover, UNDP strengthens the international human rights system at the global, regional and national levels through support for the ratification and dissemination of international human rights instruments.





Advancing gender equality and enhancing women's empowerment cut across various DG issues, whether through elections and parliamentary development projects aiming at greater avenues for women to gain access to legislative deliberations, participate in political processes at the national and local levels and help them reach positions of political leadership, or through legal mechanisms in justice and human rights interventions.

Efforts to increase women's political participation have focused on capacity-building for women candidates and women who have been elected to office. But since the ability of women to share information, processes and techniques through networking is also critical to their successful participation in public life, UNDP and its partners developed iKnowPolitics, an online network for women in politics worldwide in order to increase their participation and effectiveness in political life by utilizing a technology-enabled, one-stop access to relevant resources and expertise, stimulate dialogue, create knowledge and share experiences on women's political participation.

Corruption corrodes democratic institutions and the rule of law and hampers economic development by distorting markets and undermining the integrity of the private sector. It can damage trust in political leadership and, ultimately, in the fundamental principles of DG. UNDP therefore supports initiatives that are directed at reducing corruption and emphasizing the importance of public accountability and transparency for DG and poverty reduction.

An increasing number of organizations are giving greater priority to the need to assess democracy, governance and human rights as part of their development assistance programmes. Assessment tools, frameworks and global datasets enable comparisons over time and across countries and regions. However, while this data is a rich source of information for a range of analyses, it does not necessarily point to particular institutions or institutional arrangements as the cause of governance challenges, nor does it help identify appropriate operational solutions and performance improvement processes.

For UNDP, the value of a nationally owned governance indicator system is that it serves as a critical accountability mechanism for local stakeholders, especially the citizens of a country and non-state actors rather than donors. A nationally owned system provides upward **internal** rather than **external** pressure for reform. And through the transparency of information stemming from it, it also provides a catalyst for greater citizen engagement in democracy processes and for demanding greater effectiveness of governance actors.

## Some Conclusions

While there are considerable opportunities for expanding DG, serious challenges remain. To consolidate DG, free and fair elections must be complemented by efforts to assure that all people have full opportunities to participate in the processes and decisions affecting their lives, both directly through community engagement and indirectly through elections.

Moreover, governing institutions at local and national levels need the capacity and resources to deliver effective economic and social policies that promote human development and respond to public needs and demands, whether in terms of wider access to schools and health care, a cleaner and less hazardous environment, or redistributive social and economic policies to alleviate poverty.


Without inclusive participation, accountable and strengthened institutions, it is unlikely that governments will be able to deliver on their commitments to achieve the Millennium Declaration, including the MDGs. Given these challenges, UNDP will continue to promote and support DG as one of its core focus areas of the Strategic Plan 2008–2013.





**SECTION 2 – INCLUSIVE PARTICIPATION**



  
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## SECTION 2 INCLUSIVE PARTICIPATION

UNDP supports national authorities in strengthening civic engagement at the local, regional and national levels. Mechanisms and opportunities for this engagement include electoral laws and parliamentary development, as well as channels such as political parties and CSOs. Inclusive participation also depends on citizens having access to information and a voice through various channels. UNDP DG initiatives are designed to support the efforts of programme countries to enhance participation in public policy dialogues and decision-making through the following areas of work:

- CIVIC ENGAGEMENT
- ELECTORAL SYSTEMS AND PROCESSES
- PARLIAMENTS
- E-GOVERNANCE AND ACCESS TO INFORMATION VIA ICTs

## INCLUSIVE PARTICIPATION

# Civic Engagement

**A**ttaining sustainable human development requires policies and approaches that place people at the centre. It calls for a robust engagement of citizens and CSOs in shaping decisions that affect their lives and development. Recent years have witnessed phenomenal growth in the influence and collective power of civil society actors in building social, economic and political agendas — locally, nationally and globally. They are increasingly playing an intermediary role in bringing people's voices and opinions to bear on public policies. UNDP has long recognized that strategic and substantive engagement with civil society is vital if it is to remain a relevant and effective development player.





## Policy and Strategy

The 2008 UNDP global inventory of 102 COs' engagement with civil society clearly illustrates the extent and breadth of relationships with civil society. In its engagement with civil society, UNDP aims to facilitate citizen participation to enhance the accountability of the State, which also builds on UNDP's trusted relationship with governments as it enables States to improve delivery of services. COs of UNDP channel more than US \$100 million annually through NGOs for project implementation and service delivery and also facilitate civic engagement in policy processes in various sectors and on a wide range of issues.

Many COs also support governments to create an enabling legal and regulatory environment for a vibrant civil society. A large number undertake various initiatives to facilitate participation of CSOs and citizens, including vulnerable and marginalized sections of the population like women, youth and indigenous people, in policy and legislative processes.

Despite the above efforts, COs indicate an increased demand from stakeholders, including governments and civil society actors, to support development of legal frameworks for CSOs, enhance opportunities for interaction and networking between State and CSOs, civic participation in development planning and local governance, MDG monitoring and reporting and service delivery, among others.

In response to these demands, UNDP developed 'Voice and Accountability for Human Development: A UNDP Global Strategy to Strengthen Civil Society and Civic Engagement' in 2009. The strategy prioritizes three areas of activity:

1. **Invest in civil society and civic engagement:** UNDP will facilitate establishment of an enabling environment for a vibrant civil society. It will also support and partner with civil society for policy impact.
2. **Promote citizen action for participatory democracy and development:** Strengthen DG through establishment of mechanisms for state-citizen interaction and increase responsiveness and accountability of state institutions.



3. **Strengthen civic engagement for multilateralism and human development:** Stronger UN role in global governance and its ability to influence global agendas requires support of and dynamic engagement of citizens and civil society networks. UNDP will focus on establishing the 'Platform HD2010' which would be a forum for the UN, CSOs and other development partners to develop a vision for the next decade to achieve human development and tackle various crises, including climate change.

Increasingly, UNDP's DG work in the area of civil society and civic engagement is focusing on **fostering social accountability**. Social accountability mechanisms refer to the various means [such as citizen report cards, social audits, citizen juries and public hearings] by which citizens and CSOs can engage with state officials at various levels to bring about more responsive and accountable governance. The social accountability approach enables UNDP to create linkages and synergies between the two aspects of its DG work, i.e. fostering inclusive participation and strengthening responsive institutions.

## Examples of Activities

### Civic Engagement in the Development of Poverty Reduction Strategy Paper in Benin

Civic engagement in the Poverty Reduction Strategy Paper [PRSP] process has allowed CSOs access to a new domain of policy- and decision-making processes. In Benin, for example, UNDP in partnership with the SNV Netherlands Development Organization has involved the civil society network Social Watch to facilitate civil participation in developing the second PRSP [PRSP-II]. Social Watch Benin collaborated with a wide range of CSOs to organize data collection in all 77 municipalities, focusing on community perceptions of poverty and the main development needs of citizens.

In parallel, Social Watch also worked with the National Committee responsible for drafting the PRSP-II, after successfully advocating for the inclusion of civil society participants in this government committee. The data gathered was synthesized into a document shared with the committee and incorporated in the PRSP-II.

Once the first draft of the PRSP-II was ready, Social Watch Benin went back to the communities to obtain their perspectives for inclusion in the document. The final PRSP-II reflected the needs and opinions of the people, including those of the marginalized communities. More than 700 CSOs

participated in this initiative, which was part of a larger UNDP–SNV programme implemented in 15 countries with a US \$2 million budget to strengthen collaboration between CSOs and local authorities in the MDGs and PRSP processes.

### **Supporting an Enabling Environment for Civil Society in Post-Conflict Liberia**

During two decades of unrest and civil war [1989–2003] in Liberia, CSOs stepped in to provide basic services and aid to people when state governance structures and systems failed. After the war, a lack of clear guidelines for NGO operation and insufficient coordination between various line ministries and oversight of the sector resulted in both confusion and abuse.

The first post-war democratically elected government in 2006 recognized the significant role played by CSOs, and prioritized the development of an NGO policy and guidelines to provide a policy framework for NGO operations in Liberia. UNDP's assistance was requested to produce a draft policy framework. After a series of consultations with local, national and international NGOs, government agencies, donors and the UN system, a draft policy framework was produced in 2007.

Simultaneously, another draft version of the policy was produced by the Government. The provisions in this draft version created uproar within the NGO sector and the draft was severely criticized by national and international NGOs.

UNDP and the UN mission played an important role in mediating between national and international NGOs and the concerned ministries. A working committee, chaired by the Minister of Planning and Economic Affairs, was set up with representatives of the Civil Society Advisory Committee [a consortium of 15 national umbrella organizations], a representative of international NGOs, and representatives of line ministries, along with UNDP and the UN mission.

The members of the working committee renegotiated and drafted a new NGO policy in July 2007. UNDP supported the CSO Advisory Committee in organizing a series of outreach workshops to present the draft policy to local CSOs outside the capital city and involve them in the policy process. The final 'National Policy on Non Governmental Organizations in Liberia' was adopted and came into effect in June 2008.



### Strengthening Indigenous Peoples: UNDP RIPP

The Regional Initiative on Indigenous Peoples' Rights and Development [UNDP RIPP] was established in September 2004 within the framework of the UNDP Policy of Engagement with Indigenous Peoples [2001]. The initiative offers governments, UNDP COs, agencies and indigenous peoples' organizations and CSOs a platform to discuss and agree on frameworks for cooperation.

Through various innovative programmes and projects RIPP has focused on promoting biculturalism and empowerment of indigenous peoples. It has also identified practical examples of adaptation to climate change to serve as evidence-based tools to bring the voices of indigenous peoples to enrich and inform the global debate on climate change and natural resource management.

RIPP also pays specific attention to strengthening the capacity and skills of indigenous women to participate in decision-making processes, including climate change and resource management. For example, in collaboration with the Asia Indigenous Peoples Pact Foundation and the Aliansi Masyarakat Adat Nusantara, it has organized training programmes for indigenous women and men to help them identify various decision-making processes, and the roles of indigenous peoples at family, village, community and state levels.

The participation of men in the Indigenous Women on Decision Making training helped them to understand women's decision-making rights and the various forms of violence against women, and helped to change perceptions and practices. The training also contributed to the success and involvement of indigenous women in other projects.

For example, Aliansi Masyarakat Adat Nusantara focuses on increasing the economic value of bamboo through innovative practices and how it can be a source of income for the indigenous communities, especially the women. The increased awareness of indigenous women enabled their participation in efforts to rehabilitate and conserve the bamboo forest in Toraya's indigenous territory through community-based management; and established bamboo briquette and souvenir production as an alternative livelihood for the indigenous peoples, thus strengthening their economic empowerment.

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## INCLUSIVE PARTICIPATION

# Electoral Systems and Processes



**E**lections are a powerful DG tool of voice, accountability and, ultimately, human development. The Millennium Declaration emphasizes the value of inclusive political processes that allow genuine participation by all citizens. Effective and credible multiparty elections are one of the most important ways that enable citizens to participate in decisions that affect their lives and hold their representatives accountable for results. Broad-based citizens' participation is crucial to achieving the MDGs and elections are one facet of participation. And elections provide competition for power through regular intervals and this limits the harm that poor governments and leaders can do by ensuring that eventually they will leave power.



## Policy and Strategy

Strengthening the independence and capacity of institutions responsible for the conduct of elections can lead to less frequent rejection of election outcomes and more peaceful transitions of power. This process enhances the credibility of the electoral process and can reduce conflict, especially in transitional contests following peace settlements, and helps countries concentrate on the process of governing rather than the costly process of conflict management.

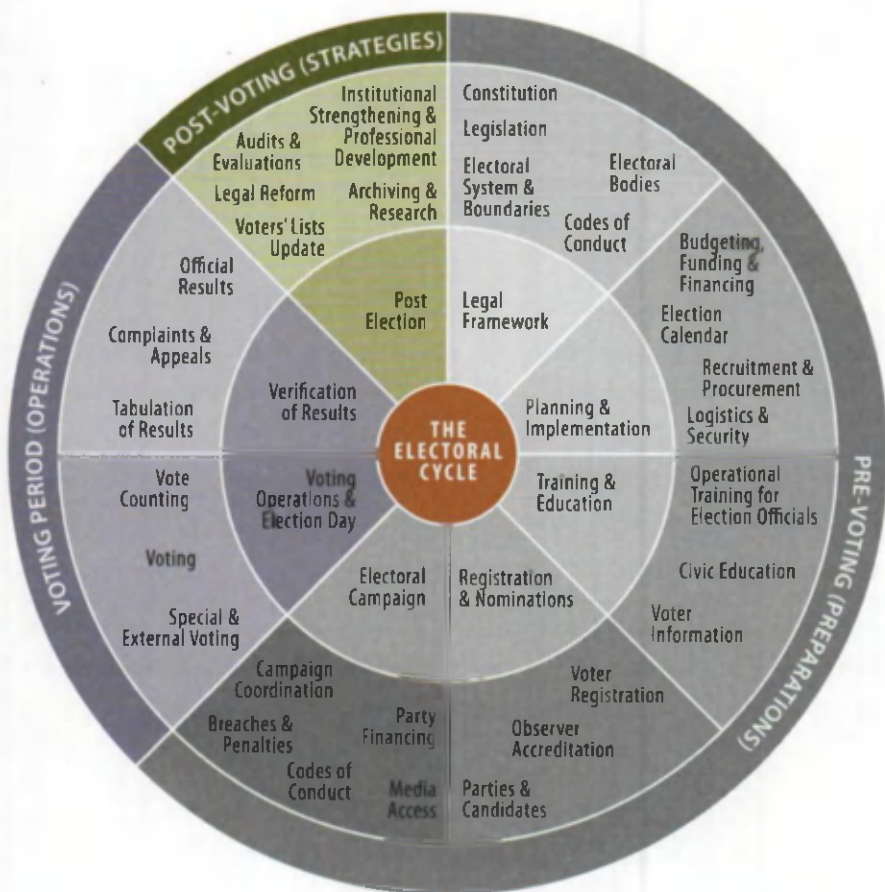
A key measure of democracy is whether women are citizens with equal access to rights and power. Electoral systems and processes directly impact on the extent of women's participation in political processes.

As necessary as elections are, it must be recognized that alone they are not sufficient for DG. The strength of DG lies in the details of how economic, social and political power is accessed and shared, and whether there are sufficient and diverse institutions and processes in place to provide equal protection and a fair distribution of resources.

Democratic institutions such as a merit-based civil service, a representative parliament, independent human rights and anti-corruption institutions, an impartial judiciary and decentralized governance structures can go a long way towards balancing power and distributing benefits across the population. And special measures are often required to address deep-seated social inequalities and provide traditionally excluded communities with access to political power and the institutions that serve them.

If these institutions and processes are not in place, elections can become the only means by which power is pursued and attained, and resources accessed. They become, in the absence of a broader democratic system, a winner-takes-all proposition. As a result, flawed elections — or those perceived as being so — can trigger violent conflict or call into question the legitimacy of the entire political system.





UNDP is the UN system's provider of electoral assistance. It supports countries to develop electoral laws, processes and institutions that strengthen inclusive participation and professional electoral administration, which in turn build real and perceived credibility.

Because elections are about much more than what happens on election day, UNDP uses an **electoral cycle** approach to its work. This treats the election event as one of many elements that impact on the quality and magnitude of citizens' participation including electoral system design, electoral law reform, voter registration methodologies, civic and voter education, building the capacity of electoral management bodies, political party behaviour and the quality of media coverage of electoral issues.

UNDP works with national electoral administrators as a key partner, but with other stakeholders as well — including government, policy makers and legislators, civil society, political parties, media, electoral assistance providers and donors.

Within the UN, the most important partnership for UNDP is the Department of Political Affairs which has the role of UN Focal Point on Electoral Assistance. This entails ensuring the coherence and consistency of UN system electoral assistance. Other UN entities such as DPKO, UNIFEM and DESA are election-related partners of UNDP in some contexts.

UNDP has also developed a number of global tools and key strategic partnerships, including the ACE Electoral Knowledge Network [the world's largest online and free encyclopaedia of electoral information as well as a dynamic practitioners' network and capacity development facility], and BRIDGE [the most comprehensive professional development course available in election administration]. A strategic global partnership is with the European Commission and has led to the development of a Joint Training in Effective Electoral Assistance and Operational Guidelines on implementing electoral assistance projects.

## Examples of Activities

In 2009, UNDP launched its first-ever Global Programme on Electoral Cycle Support [GPECS]. GPECS is a three-year, US \$50 million initiative designed to help deepen democracy and accelerate human development. The programme delivers in four key areas:

**Global:** UNDP continues to enhance its leadership and advocacy on electoral assistance by developing and maintaining global tools, innovative policies and knowledge products.

**Regional:** UNDP promotes the exchange of good practices between all regions — Africa, Asia and the Pacific, the Arab States, Latin America and the Caribbean, and Europe and the Commonwealth of Independent States.

**National:** UNDP works with electoral management bodies so that they are increasingly able to administer elections in a professional, transparent and credible way. This includes helping to enhance relationships between those bodies and other critical stakeholders in electoral processes: political parties, civil society and the media.

**Empowering women:** UNDP invests in leveraging women's participation in elections — both as candidates and voters. UNDP looks specifically at post-conflict environments where the constitution, electoral and other laws are being redrafted, to ensure that the right checks and balances are built in so that women can and do play a stronger role.







On average, between 30 and 40 countries receive assistance annually from UNDP in the area of electoral support. In 2007, for the first time, a majority of those countries reported that the requested and delivered assistance focused on the inter-election period rather than support to an election *per se*. On average, 47 percent of the countries requesting assistance are located in the Africa region. Another 18 percent are in the Asia and the Pacific region, while the Arab States, Latin America and the Caribbean, and Eastern Europe and the CIS regions share more or less equally in the remaining 35 percent.

These figures are even larger if one considers UNDP support for political dialogue, constitution-making, women's empowerment and parliamentary support — all of which contribute to strengthening the electoral process and its outcome. In terms of expenditures, electoral assistance accounted for approximately one-fifth of all UNDP DG expenditure during the period 2004–2007. These resources were mobilized and spent almost exclusively at the country level.

#### **Elections in Africa**

UNDP is investing significant resources in DG in Africa, which remains fragile. On average, almost half of UNDP's activities on elections are located in Africa, including the largest electoral processes supported by UNDP in recent years — elections in Sierra Leone [2007], the Democratic Republic of the Congo [2006] and Liberia [2005]. The results of UNDP's support range from building professional electoral institutions [as in Rwanda], designing more inclusive electoral processes [as in Tanzania], and improving voter registration processes [as in Guinea-Bissau].

#### **Elections in Asia and the Pacific**

In the Asia and the Pacific region, UNDP's work spans a broad spectrum of activities, from the close collaboration with the Kingdom of Bhutan to prepare for its first ever democratic elections in 2007 and 2008, to the strategic support provided in Indonesia to the preparations for the 2009 elections, as well as to build longer-term capacity of the National Electoral Commission and more than 400 District Election Commissions across the country. In 2007 and 2008, UNDP provided support to the Bangladesh Election Commission's initiative to prepare a fresh voter roll with photographs. UNDP managed the Preparation of Electoral Rolls with Photographs project through which funding from nine development partners and the Government of Bangladesh was channelled to create a national voter list with photographs, the first of its kind in the country. Through this project over 81 million people were registered in a span of just 11 months.

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## INCLUSIVE PARTICIPATION

# Parliaments

**T**he presence of an effective parliamentary institution is strongly correlated with the existence of a viable democracy and an open society. Such institutions are critical to the establishment and consolidation of democracy because they empower ordinary people to participate in the policies that shape their lives. Parliaments [or congress, assembly, legislature] are fundamental to establishing the rule of law, protecting human rights, overseeing transparent governance processes, and ensuring national compliance with international obligations.





## Policy and Strategy

Since the mid 1990s, support for parliamentary development has become an important and growing area of support for UNDP, as a mechanism to increase the representation and accountability to the poor and disadvantaged groups. In 1995, UNDP had five parliamentary development programmes active at any one time; currently there are over 60 parliamentary development programmes, from Algeria to Mozambique and Timor-Leste to Uruguay. UNDP is now supporting parliaments all over the world and is a recognized leader in this important pillar of DG.

The DGG provides support to UNDP Regional Bureaux and COs that are engaged with parliaments. This support comes in the form of technical advice and knowledge transfer, a global programme on parliamentary strengthening, and multi-lateral web-based knowledge platforms.

The DGG Parliamentary Development Team provides **technical advice** on a demand-driven basis. Where a national parliament is interested in support from UNDP, the CO can call on the DGG Team to help design projects, organize specific activities, identify short- and long-term technical advisers, evaluate the results of ongoing projects and ensure quality assurance. The Team also supports the development of knowledge products like handbooks for parliamentarians, training modules, and toolkits that draw on UNDP and broader lessons learned in the field of parliamentary development.

### A Global Programme

DGG has had a global programme related to parliamentary development for ten years. Now in its third phase, the 'Global Programme on Parliamentary Strengthening' [GPPS] works at the global, regional and national levels. GPPS has played a significant role in the growth of parliamentary development programming in UNDP and in developing UNDP's expertise in this field. This programme is an 'incubator' of innovative ideas and approaches to parliamentary development.

At the **global level**, GPPS activities help UNDP to continue to play a leadership and advocacy role in the field of parliamentary strengthening through a soon to be created biannual consensus-building and agenda-setting Parliamentary Development Report, through continued efforts towards the

establishment of benchmarks and standards for democratic parliaments, and various Parliament and Government Effectiveness initiatives.

At the **regional level**, GPPS focuses on the exchange of good practices and knowledge creation and dissemination within a given region, including the Arab States and West and Central Africa. The activities implemented at the regional level also facilitate the piloting of sensitive issues that cannot easily and immediately be tackled at the national level, such as parliamentary oversight of the security sector, political party legislation and the implementation of the UN Convention against Corruption [UNCAC].

At the **national level**, GPPS interventions are focused on Algeria, Lebanon, Mauritania and Niger. The national support efforts reinforce parliaments' engagement in achieving the MDGs, to build budget oversight and fiscal and economic analysis capacity, to support parliaments' contribution towards the implementation of the UNCAC and to reinforce women's political participation and gender-sensitive policy making.

### Web-Based Global Platforms

To ensure greater access to the knowledge developed by UNDP and other parliamentary development partners, DGG has supported two multi-lateral web-based platforms.

**iKnowPolitics** [[www.iknowpolitics.org](http://www.iknowpolitics.org)] is a network established in 2007 and supported by five global partners [UNIFEM, UNDP, the National Democratic Institute (NDI), the Inter-Parliamentary Union (IPU) and International Institute for Democracy and Electoral Assistance (International IDEA)] and provides a virtual venue for those that support a greater role for women in politics to seek knowledge, advice and information.

**Agora** [[www.agora-parl.org](http://www.agora-parl.org)] is a network established in 2010 and supported by various partners in parliamentary development, including NDI, the World Bank Institute and International IDEA. Its objective is to provide a web-based venue for parliamentarians, staff, CSOs, media, donors and development practitioners to seek information from an online library, advice from experts and up-to-date information on best practices in the field.



## Examples of Activities

### Benin: Consultative Budgetary Process

Through the Global Programme for Parliament Strengthening, UNDP has supported the Beninese parliament [Assemblée Nationale] since 2001. As part of implementing the recommendations of the assessment of the parliament, UNDP supported establishment of two technical support structures: The Unit of Analysis, Monitoring and Evaluation Budget [UNACEB] in 2001 and the Unit of Analysis for Development Policy of the National Assembly in 2002. UNACEB provides the parliament, including the Committee on Finance, with models of calculation, techniques for analysis and simulation of economic and financial data as tools for monitoring and evaluation of the state budget.

In addition, through the 'Support to the Strengthening and Modernization of the National Assembly' project, UNDP has supported the organization of annual public hearings between the Committee on Finance and concerned CSOs, trade unions and other stakeholders to discuss the draft national budget and propose changes. Given the low capacity of the parliamentarians and CSOs in budgeting, UNDP provided training in budget analysis, gender budgeting and techniques for drafting legislations. The public hearings provide an opportunity for the Committee on Finance to present the draft budget and for CSOs to analyze budget and advocate for changes.

### Arab Regional Working Group on Political Party Legislation

The Working Group on Parliament and Reform of Political Parties Legislation, launched by UNDP's Parliamentary Development Initiative in the Arab Region and GPPS in 2006, held three regional workshops [Rabat 2006, Amman 2006 and Casablanca 2008] and a focus-group meeting in Beirut in 2007. More than 40 Members of Parliament from Jordan, Algeria, the occupied Palestinian territory, Kuwait, Lebanon, Morocco, Egypt and Yemen, as well as experts and researchers attended these meetings.

From the discussions that took place, a number of general principles were established and adopted. Such principles serve as a basis for future legislation concerning political parties in the Arab Region. They also contribute to the strengthening and institutional development of political parties in a functioning democratic system of government. They reinforce political participation as well as political pluralism. The principles address different aspects of a political party's life, including the formation of a political party, its by-laws, its financing, and its relations with the State and with society.



In 2009, the principles were introduced at the national level at a conference in Jordan as a means of promoting their use in the national debate taking place in that country.

#### **Pakistan: Parliamentary Project Formulation**

In 2009 the DGG Parliamentary Development Team was requested by the Pakistan UNDP CO to support the development of a new project with the Pakistan National Assembly and Senate. The country had conducted elections for the two chambers in 2008 and there was now a need to provide support to the institutions. The DGG Team drew upon experiences with other UNDP parliamentary development projects and the national context to design a project that provided long-term technical support to MPs, Senators and, in particular, a select number of parliamentary committees. The project also recognized the importance of political demand to the process and supported the role of CSOs in being able to advocate before parliamentary committees.

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## INCLUSIVE PARTICIPATION

# E-governance and Access to Information via ICTs

**UNDP** has been a pioneer in the field of Information and Communications Technology for Development [ICTD]. Support in this area started in the early 1990s through global, regional and national ICTD programmes and projects. By the end of the millennium, over 120 programme countries had launched a wide variety of ICTD initiatives. E-governance provides a platform and entry point to link the MDGs with the promotion and strengthening of DG processes. Activities aim at fostering the provision of basic public services and information for poor and marginalized populations while at the same time enhancing citizen and stakeholder participation.





## Policy and Strategy

UNDP's approach to e-governance takes a citizen- or stakeholder-centred approach. This in turn is used to develop a pro-poor e-governance focus in which stakeholders play a role in both policy agenda setting and implementation of programmes. The approach thus provides a critical framework to distinguish traditional e-government initiatives from those that have a wider focus and bring both DG and non-state actors into the equation.

### Citizen-Centric Approach

As 'clients', citizens are provided access to both public services and public information. This is basically a transaction-based relation where supply and demand meet, and indicators of success are tangible. In most developing countries the supply of e-governance services and information is way behind its effective demand.

As 'stakeholders', citizens play a totally different role. They participate in the decision- and policy-making processes and thus have a voice that is **heard** by those people and institutions making the final decisions on public investments. The focus is on empowering citizens by providing them with capacity and tools to build bridges with local and national governments and have an impact on decisions. This is where access to public information plays a fundamental role.

The two roles of citizens are also closely linked. E-governance policies and programmes are more effective if policy makers and public institutions are fully aware of the need and priorities of the vast majority of the population. This can only be achieved if citizens' voices, organized in networks, for example, are heard and acted upon.

### E-governance Components

Being a broad and still expanding field, e-governance covers many areas of ongoing developing country public investment in ICTs. Based on the compilation of over 450 UNDP e-governance projects in the period 2005–2008, the following core components were identified:

**E-administration:** Public ICT investments to foster transparency and accountability within public institutions, both national and local, to improve

their functioning. This component is usually linked to Public Administration Reform and state modernization programmes.

**E-service delivery:** Public ICT investments to foster efficiency and transparency of public institutions in providing public services in all sectors. This component is related to Public Administration Reform [PAR], local governance, anti-corruption and access to justice programmes.

**E-participation:** Public ICT investments to foster interaction between public institutions and citizens to promote better policies, services and public operations. It includes information provision to citizens, consultation with citizens, and dialogue between government and citizens.

In addition there are three cross-cutting components:

**Access to ICT and connectivity:** ICT investments in public and private information infrastructure, connectivity and equipment to foster wider use by people.

**Access to Information [A2I]:** Public ICT investments to promote the digitalization and dissemination of public information among the overall population. It is closely linked to the broader field of access to information, which refers to promoting national legislation on A2I. The emphasis here is on both the supply of official information to the public and on the creation of new and independent information outlets run by civil society.

**Policy-enabling environment and regulation:** Public investments to support the creation and implementation of ICTD and e-governance policies, legislation and regulation as well as to build the internal institutional capacities of the public entities involved in policy design, implementation and oversight.

### Pro-Poor E-governance

A citizen-centric approach to fostering ICT investments in the public sector does not necessarily guarantee that both poverty and inequality will be tackled. In many developing countries, the delivery of basic services is almost non-existent. And when they exist, they are subject to elite capture, are provided on a supply-driven basis and thus lack accountability and transparency, and do not reach poor and marginalized communities.

Decision-makers thus need to explicitly include in the policy agendas a pro-poor approach to public ICT investments, e-governance and PAR, which specifically target the poor and meet their basic needs and priorities. This is particularly true in the least developed countries, where poverty and

absolute poverty are still at very high levels and governments need to step in to fill the gaps — as the private sector will not invest where profitable markets do not exist.

### Mobile-governance [M-governance]

By reducing the barriers to entry to new ICTs [such as language, cost and interface] mobile technologies [MTs] provide fertile ground to explore the provision of basic government services [documentation such as birth certificates, education and health], of private services such as banking and micro-credit, and the involvement of local communities in decision-making processes. It is thus not surprising that the growth of MTs have exceeded not only all expectations but also the rates of growth of any other technology in history.

Developing country governments and their partners are starting to include MTs in their current development and e-government strategies to deliver public and private services and reach marginalized populations. Their imperative now is to move beyond the so-called 'digital divide' and focus on the real core social and economic issues that can be addressed via MTs.

## Examples of Activities

### Guatemala: Support to Systems for Monitoring Social Programmes and Use of MTs for Local Development

During the past six years, total poverty decreased from 56 percent in 2000 to 51 percent in 2006. However, extreme poverty remained at 15 percent. Extreme poverty in urban areas is increasing at a more accelerated pace than in rural areas. This is an issue of growing concern, since chronic malnutrition affects 49 percent of children under five years, one of the highest in the world. With this in mind, facing the need to have an integral social policy, the government has set up a coordination mechanism for the Social Cabinet, under the name of *Cohesión Social* [Social Cohesion] which is in charge of implementing a Strategy for Reducing Poverty, through programmes implemented in the municipalities with the highest poverty rates.

One of the most important programmes is the cash transfer programme called 'Mi Familia Progresá'. One of the challenges facing the implementation of this kind of strategy is the need for consistent information on the life conditions of the poorest persons. The project is addressing this by: developing a national web-based information system to track and monitor all social investment in the country, especially monitoring programmes within the



agenda for reducing extreme poverty, such as the conditioned cash transfers; and launching two pilot projects in communities where extreme poverty is pervasive and using MTs to enhance service delivery. A similar project is also running in Timor-Leste.

### **Ghana: District ICT Connectivity for Effective Decentralization and Local Development**

Many of the ongoing ICTD interventions have not adequately addressed the capacity gap that exists within key Ministries, Departments and Agencies to provide government-to-business and government-to-citizen services that will complement e-governance and decentralization in the districts and communities. This initiative in Ghana is establishing inter-departmental platforms to enhance the implementation of Government's businesses at the district level towards deepening decentralization and promoting e-governance. The platform will additionally provide structures for the digitization of district and department records; improve messaging, collaboration and inclusive participatory dialogue on development issues to facilitate rapid responses from institutions to the developmental needs of their respective communities.

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**SECTION 3 – RESPONSIVE INSTITUTIONS**





## SECTION 3 RESPONSIVE INSTITUTIONS

UNDP supports national initiatives through which government institutions and representative bodies at national and sub-national levels gain and develop the capacity to design and implement public policies and deliver services in a responsive, accountable and transparent manner. Through the expansion of government institutions' capacity — including their ability to interact with representative bodies, civil society and the private sector — UNDP contributes to the development of an enabling environment for accelerating poverty reduction, promoting equality, overcoming crisis, mitigating conflicts and safeguarding the environment for future generations.

- GOVERNANCE AND PUBLIC ADMINISTRATION
- DECENTRALIZATION AND LOCAL GOVERNANCE

RESPONSIVE  
INSTITUTIONSGovernance and Public  
Administration

**R**ecent developments clearly highlight the importance of public administration. First, the debate on how to accelerate the achievement of the MDGs has reminded us that weaknesses in governance and public administration are at the heart of many MDG shortcomings. Second, participation and representation is not sufficient to make democracy work for the people, unless a robust public administration can help deliver services. Third, the global call to curb corruption as one of the main impediments to pro-poor development has put the spotlight on public administration. And finally, in the immediate aftermath of conflict there is a need for a more coordinated UN response in the area of public administration, local governance and financial accountability and transparency.





## Policy and Strategy

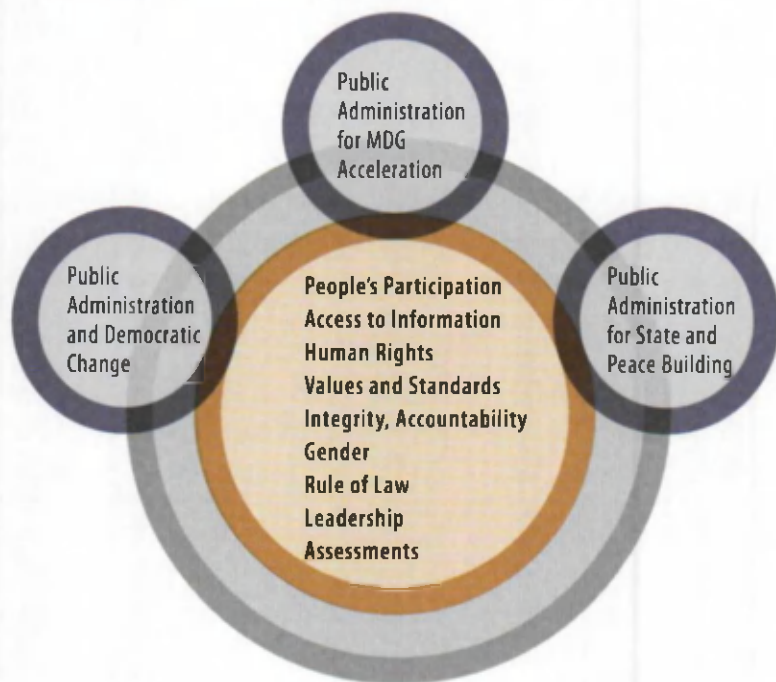
Progressing towards higher levels of human development requires state interventions that are still, to a large extent, conducted by the public administration at national, sub-national and local levels. The importance of public administration in development has never been questioned, but the dominant ideas about its role in development have changed significantly over time. Today, as a result of the global food and financial crisis, the fragile global security situation, cross-border governance challenges and a renewed call to accelerate MDG progress, the role of the state and the capacity of its public administration at national and sub-national levels has taken a prominent position in the governance debate.

Public administration also has a critical place in the larger debate on how to solidify state–society relationships. Where citizens have little contact with the daily reality of politics, the operations of public administration at national and sub-national levels often offers the only space of interaction that citizens can claim with the political system. Public administration therefore needs to be seen not only from the perspective of its vital role in economic development, but also from the angle of its function as an instrument for shaping effective governance and legitimate state–society relationships.

UNDP's approach to public administration at national and sub-national levels aims to support incremental steps for shaping the public administration in developing countries into a representative, responsive and democratic institution, seen as an essential bridge between government and society. It draws attention to the democratic interaction between the public administration and its customers, fostering relationships that are guided by the respect for human rights, information sharing, gender equality, rule of law in public administration, integrity and transparency, addressing the obstacles to equitable service delivery, and encouraging increased attention to public administration and civil service management as an essential component of state building in post-conflict societies.

In light of the aforementioned, UNDP's corporate initiative aims to support capacity development for public administration in three main work streams:

- ✓ **Public administration and democratic change;**
- ✓ **Public administration and the MDGs;**
- ✓ **Public administration for state and peace building in post-conflict societies.**



UNDP's strategy focuses on building capacities and robust institutions in support of an equitable distribution of benefits and opportunities across all segments of the population, at both national and sub-national levels. It is therefore closely integrated with UNDP's initiatives in the area of local governance. While the corporate initiative does not claim to address all aspects of public administration, the approach seeks to integrate key cross-cutting issues into the three main work streams: opening windows for citizen participation; access to information; public values and professional standards; integrity, accountability and transparency; gender in public administration; respect for human rights; rule of law in public administration; leadership and critical choice capacities; public administration assessments and political economy analysis; and knowledge management.

## Global, Regional and Country Examples

Nearly 70 percent of UNDP's support to responsive institutions is spent on national and sub-national levels of government. These figures are even larger if one considers interventions in the areas of capacity development, anti-corruption, access to information and aid coordination, many of which contribute directly to the strengthening or modernization of public administration.

At the global level, UNDP's new strategic initiative will be implemented through a series of specific initiatives, projects and fundable ideas, designed and implemented in collaboration with other practices, UNDP Regional Bureaux and other UN agencies that operate in the sector.

### Regional Focus

Existing regional projects and initiatives provide a framework for regional and sub-regional programming on governance and public administration around which UNDP's global initiative will be further developed, funded and implemented.

In **Eastern Europe and the CIS**, the Bratislava Regional Centre established a 'Public Administration and Anti-Corruption Practitioners Network' in 2005, aimed at improving strategic policy-making and coordination at central government level, increase administrative effectiveness and efficiency through innovative approaches such as performance-based management, and enhance national systems and processes to reduce corruption. As a result, several sub-regional initiatives, hosted by different countries, have been developed in the Eastern Europe and the CIS region.

The Regional Bureau for **Africa** is implementing the 'Africa Governance and Public Administration Program' based in Johannesburg. The Regional Centre in Dakar manages a Spanish Trust Fund for West Africa which supports projects in public administration reform, access to information, and e-governance. The POLE project for West Africa provides tools and processes for improved coherence between public finance and national poverty reduction strategies in the sub-region.

The 'Program for Governance in the **Arab States**' works in partnership with key institutions in the region to further participation, rule of law, transparency and accountability. The '**Asia** Regional Governance Program' focuses on integrity, accountability and transparency in public institutions. The 'Governance in the **Pacific** Project' focuses on access to information and developing the capacity of core integrity institutions.



In **Latin America**, the 'Sistema de Gestión para la Gobernabilidad Democrática' is a regional project based in Paraguay, which aims at strengthening the administrative and institutional capacities of government policy-making spheres and structures.

### Country Level Focus

At the country level, UNDP offices work with a variety of national and sub-national institutions, to implement a variety of projects like the examples mentioned here:

**Public administration and civil service reform:** Bangladesh and Syria.

**Support to offices at the centre of government in charge of strategic policy making:** Sierra Leone and Afghanistan.

**Public administration at sub-national level:** Strengthening Public Management at the Local Level in Colombia; Inter-municipal Cooperation for Efficient Service Delivery in Macedonia; and the Aceh Government Transformation Programme in Indonesia.

**Accountability, transparency and integrity in public administration:** Strengthening Transparency and Integrity in the Civil Service in Egypt; and the Capacity Building of the Ombudsman Office in Rwanda.

**Public financial management and aid effectiveness:** Strategic Budgeting in Mauritius; and Modernization of the Tax and Customs Administration in Venezuela.

**E-government/information and communications technology:** Establishing a Management Information System for Civil Service Management in Timor-Leste; and ICT projects in support of civil registries in Burundi, Cape Verde, Georgia and Sao Tome.

**Institutional development:** Reorganization of the Postal Services in Syria and Egypt; and Support to Public Administration in the Ministry of Agriculture and Rural Development in Vietnam.

**Access to information:** Increasing Government Transparency and Accountability through Electronic Access to Information in Bulgaria; and Enhanced Access to Information through Community-Based E-centres in Bangladesh.

**Streamlining regulations and procedures:** Promoting Administrative Procedures Reform in Belarus.

**Gender and public administration:** Promotion of Women to the Civil Service in the Kyrgyz Republic; and the Women and Men Equal Opportunities Project in the former Yugoslav Republic of Macedonia.

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RESPONSIVE  
INSTITUTIONSDecentralization and  
Local Governance

**F**or the vast majority of poor people, sub-national democratic institutions constitute one of the most important avenues for participation in governance and influence over decision-making directly relevant to their lives. Whatever way a country structures powers, local and regional governments are almost always at the core of delivery of public services and the MDGs. Early support to local governance is also crucial for delivering peace-dividends in post-conflict environments and in countries facing violent internal conflicts. Local governments in a number of countries are also becoming better at reflecting citizens' priorities, providing services more efficiently and developing a greater sense of accountability to citizens. Hence, decentralization of power and responsibilities bring new challenges and opportunities for sub-national governments.





## Policy and Strategy

UNDP supports the development of sub-national democracy and capacity for management and delivery of services in more than 100 countries. There are great differences in local governance styles across the regions and between countries with great diversity of institutions and differences in history and conditions. Sub-national governments also differ markedly in population size, area, level of financial resources, and degree of bureaucratic infrastructure.

Within this diverse landscape, UNDP's local governance initiatives help to develop the capacities and to create an enabling environment [policies and legal frameworks] for effective decentralization, local service delivery and accountable and representative local governance systems. Corporately, UNDP will focus its support on four main work streams:

- ☑ **Local governance for inclusive service delivery and MDG acceleration;**
- ☑ **Local governance for state and peace building;**
- ☑ **Local governance and democratic representation;**
- ☑ **Local governance and environmental sustainability.**



In each of these work-streams UNDP's initiatives take into account a series of cross-cutting areas of attention that are represented in the chart.

While getting democratic institutions in place is a first step, strengthening inclusiveness and accountability of sub-national governments is at the core of the effort to deepen democracy. In providing advice and support, UNDP focuses on **how** local public services needed to ensure MDG attainment are best organized, financed and delivered, in an efficient and equitable manner. UNDP provides expertise on decentralization policies and local governance, often delivering with and through other UN agencies with sectoral expertise.

UNDP, often with UNCDF, also supports governments in developing inter-governmental financing systems and arrangements for harmonized donor assistance for locally led delivery on the MDGs. A major part of UNDP's assistance is geared towards advancing local democracy, focusing both on the core representative councils and assemblies and the mechanisms through which people can participate and hold their local government to account. Much of this effort focuses on women, indigenous peoples and those whose voices often go unheard.

Much of UNDP's work in support of sub-national governance is carried out in countries in conflict or post-conflict situations, specifically addressing the challenges in conflict-affected areas, supporting local governance initiatives which will work for peace. UNDP is also closely engaged in post-disaster needs assessments and support to sub-national institutions to rebuild and regain capacity for the delivery of basic services.

## Global, Regional and Country Examples

UNDP strategic initiatives in local governance and decentralization will be implemented through a series of specific initiatives, projects and fundable ideas that will be designed and implemented in collaboration with other practices, UNDP bureaux and other UN agencies that operate in the sector.

UNDP and UNCDF recently launched the 'Scaling Up Support for the MDGs at Local Level' project in ten least developed countries. The project aims at strengthening the capacities of local governments and national support systems to effectively provide MDG services, especially in sectors where scaling up of delivery is necessary for the achievement of priority MDGs.



### Regional Focus

UNDP in **Latin America and the Caribbean** has initiatives related to local governance, for example PROLOGO promoting citizen–government dialogue in three municipalities [Cartagena in Colombia, Santa Tecla in El Salvador, and El Cercado in the Dominican Republic], and the ‘Local Citizen Security Initiative’.

In **Asia and the Pacific**, the UN Regional Initiative on Local Infrastructure and Service Delivery for the MDGs supports national partners in undertaking sector studies to analyze divisions of responsibilities, roles and functions between central and sub-national levels of government for selected basic social services [health, education and water and sanitation]. It is a joint initiative of UNDP, UNCDF, United Nations Children’s Fund [UNICEF], and United Nations Educational, Scientific and Cultural Organization [UNESCO]. The ‘Local Democracy in Asia’ initiative has been a vehicle to developing the knowledge platform and networks for governments to undertake reforms aimed at making local governments more inclusive and accountable.

In **Eastern Europe and the CIS**, the Bratislava Regional Centre has developed key partnerships with the Council of Europe and the Local Governance and Public Sector Reform Initiative, and is focusing its regional programmatic activities on developing capacities for inter-municipal cooperation.

In **Africa** the Regional Centre in Johannesburg is developing a programme ‘Strengthening Local Government Capacities in Eastern and Southern Africa’ to support the sub-region’s efforts at decentralized governance and local development.

### Country Level Focus

At the country level, UNDP implements a variety of initiatives in local governance and decentralization. The following list provides a few examples:

**Support to policy and legal frameworks:** A project in Bhutan supports the transition to constitutional democracy, including implementation of the newly approved Local Government Act of Bhutan 2007.

**Local development:** UNDP Cambodia has a long history of support to decentralization and local development. In Lesotho work with UNCDF includes the development of systems and elaboration of procedures for community infrastructure and service delivery.



**Local aid effectiveness:** Implemented in Lebanon in the four poorest areas, a project aims to support achievement of the MDGs, with support of a number of decentralized cooperation partnerships between Lebanese and European communities.

**Integrity in local governance:** A project in Tanzania established Information Centres in five districts. In Honduras, a project identifies local leaders and key actors and created 'transparency municipal commissions'. The Citizen Radios for Local Democracy in Colombia is creating space in 500 local governments for public discussion and dialogue.

**Local governance and service delivery:** UNDP Iraq supports capacity building and institutional development of the Mathanna Governorate, to provide social and basic services to the population. In the former Yugoslav Republic of Macedonia a project aims to promote models and mechanisms of inter-municipal cooperation to improve the efficiency of public services in smaller sized municipalities. UNDP Laos implements several provincial pilot projects that link local governance initiatives with central policy making.

**Local governance and social inclusion:** In Vietnam UNDP [with UNICEF and United Nations Population Fund] supports capacity development for socio-economic development and service delivery in one of the poorest provinces with large ethnic minority populations. In Colombia the PROLOGO project aims to enhance local democratic governance for MDGs achievement and is focused on enhancing the political participation of Afro-Colombian people.

**Local governance and peace building:** In Indonesia, the 'Aceh Government Transformation Programme' that supports the transfer of responsibilities and assets to the local government is an essential component of the transition from conflict to peace. The Afghan Sub-national Governance Programme works at national, provincial, district and municipal levels to create the necessary peace dividends.

**Local governance and public finance:** In the Solomon Islands, UNDP in partnership with UNCDF and other development partners focuses on developing basic capacity for public expenditure management through appropriate participatory and transparent processes.

**Gender and local governance:** In Vanuatu a UNDP project supports local participation in decision making, involving traditional leaders, churches, women, youth and indigenous communities for better service delivery, in particular to populations in isolated communities.

**Capacity development for local governance:** In Bosnia and Herzegovina, a project facilitates the development of a competent and professional local administration through the establishment of a sustainable municipal training system. The Regional Centre in Panama developed a rapid assessment tool that measures and strengthens the political and administrative capacities in municipalities and sub-national government.

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**SECTION 4 – INTERNATIONAL PRINCIPLES**





## SECTION 4

# INTERNATIONAL PRINCIPLES

At the 2005 World Summit, Member States emphasized that the UN should strengthen linkages between the normative work of the UN system and its operational activities. In line with this, UNDP responds to requests from national partners to build national institutional capacity for implementing human rights, rule of law, access to justice and legal empowerment. UNDP also provides guidance for ensuring gender equality and women's empowerment in line with UNDP's gender mainstreaming strategy; it supports preventive activities in anti-corruption; and it develops country-owned and country-led approaches to governance assessments.

- ☑ ANTI-CORRUPTION
- ☑ ACCESS TO JUSTICE AND LEGAL EMPOWERMENT OF THE POOR
- ☑ HUMAN RIGHTS
- ☑ GENDER
- ☑ DEMOCRATIC GOVERNANCE ASSESSMENTS

## INTERNATIONAL PRINCIPLES

# Anti-Corruption

**C**orruption compromises the ability of the state and its institutions to deliver essential services needed to sustain human development and reduce poverty by diverting public resources meant for these programmes to private use; hence UNDP considers it a development challenge and a governance deficit, which is a result of malfunctioning state institutions. Corruption is therefore a threat to UNDP's mandates to reduce poverty and realize the MDGs. Success in meeting the MDGs will thus largely depend on the 'quality' of governance and the level of effectiveness, efficiency and equity in resource generation, allocation and management.





## Policy and Strategy

The UNDP niche is ‘Anti-Corruption for Development Effectiveness’ and differentiates itself from other main players in anti-corruption because its focus is on preventing leakage of resources by strengthening national capacities, institutions and systems.

Anti-corruption has been one of the fastest growing service areas in UNDP. For example, in 2009, a total of 112 countries benefitted from UNDP’s technical support to strengthen national capacities, institutions and systems to fight corruption. UNDP’s support mainly focused in the area of corruption prevention, such as support to anti-corruption policies, strategies and bodies, strengthening the public sector [e.g. through support to codes of conduct for public servants and the judiciary, public finance management and public reporting] and enhancing the participation of civil society and media.

It is important to note that the core principles of DG — participation, transparency, effectiveness and efficiency, responsiveness, accountability, consensus, equity and inclusiveness, and the rule of law — are also the core principles of anti-corruption. Various aspects of these elements are covered by numerous provisions contained in UNCAC Chapter II on prevention including policies, procedures and institutions. In fact, these are the traditional areas of UNDP programming and technical assistance, and UNDP therefore focuses on the prevention activities of UNCAC.

### Mainstreaming Anti-Corruption in Key Development Processes

Anti-corruption is closely linked with other development issues such as poverty, human rights, gender, local governance, public sector reform, conflict prevention, environment and sustainable development. At the moment, anti-corruption activities in many countries have not been well integrated in MDGs and poverty reduction initiatives; hence there is a lack of integration of anti-corruption in sectoral as well as national development processes. For example, the existing MDG needs-assessment and costing methodology does not account for the critical anti-corruption mechanisms such as civil society monitoring of budget, services and infrastructure, community participation in policy making, and access to information and its impact on increasing the quality of services.

UNDP is currently developing methodologies for mainstreaming anti-corruption in poverty reduction and development. UNDP has a comparative advantage in developing and implementing anti-corruption initiatives because it ensures national ownership through national development frameworks and strategies such as PRSPs, Common Country Assessments, UNDAFs and Thematic Working Groups. Similarly, UNDP's presence in more than 135 countries and its vibrant anti-corruption CoP and knowledge network makes global knowledge and best practices readily available at the country level.

### **Addressing both the Demand- and Supply-Side of Anti-Corruption**

The UNDP approach on anti-corruption focuses on both the demand- [inclusive participation such as strengthening media and civil society] and supply-side of governance [long-term systemic changes of public institutions] as well as mainstreaming anti-corruption into UNDP's existing work, which is a value-added and a main comparative advantage over the anti-corruption work of other bilateral and multi-lateral agencies.

### **Anti-Corruption Service Delivery Platform**

To respond to the growing demand from Member States for technical assistance in anti-corruption, the DGG developed the UNDP global programme on anti-corruption titled 'Global Thematic Programme on Anti-Corruption for Development Effectiveness' for 2008–2011.

DGG's anti-corruption service area has established an Anti-Corruption Service Delivery Platform [SDP] in response to requests for advisory support by UNDP COs and partner countries taking cognisance of limited human and financial resources. The anti-corruption SDP is composed of Anti-Corruption Global Programme Board, Anti-Corruption Global Programme Advisory Board, the Anti-Corruption Advisory Team that serves as a peer review committee and a quality control mechanism, the HQ team, regional anti-corruption advisors and specialists and UNODC and other partners' pool of experts.

Technical assistance and training will also be conducted through the anti-corruption Teamworks group which currently has 188 members. The anti-corruption service area's programming entry points are the regional centres, while the main beneficiaries and targets are programming countries and UNDP COs. The regions are organized through the regional CoPs. The SDP builds on the existing activities through provision of extra resources to these activities from the global programme. The involvement of a

global programme in regional initiatives helps bring in global as well as intra-regional perspectives, thereby strengthening regional anti-corruption initiatives as well as south–south cooperation.

DGG's anti-corruption service area also works closely with other practices such as Poverty Reduction and MDGs, Conflict Prevention and Recovery, and Energy and Environment. It also works with DGG's other service areas such as parliamentary strengthening, local governance, human rights, access to justice and governance assessment. It also has an active partnership with other UN agencies such as UNODC, UNIFEM, UNICEF, the United Nations Economic Commission for Africa [UNECA] and the World Health Organization. Externally, it has established partnerships with World Bank Institute [WBI], Deutsche Gesellschaft für Technische Zusammenarbeit, U4 Resource Centre in Norway, and Transparency International and other CSOs.

## Examples of Activities

At the global level, UNDP supports national partners by providing anti-corruption policy and programme advisory services; coordinating anti-corruption initiatives at national levels; strengthening the watchdog role of the media and civil society and producing knowledge products on anti-corruption. For example, in 2009, five scoping missions were conducted in Benin, the Democratic Republic of the Congo, Egypt, Rwanda and Swaziland, at the request of UNDP COs to help them in anti-corruption programming.

Similarly, with the participation of UNODC and other partners, eight joint training programmes were conducted in 2009 on various issues such as corruption and development, anti-corruption assessment and the UNCAC self-assessment checklist, anti-corruption institutions and UNCAC implementation in Latin America and the Caribbean, Arab States, Africa, and Eastern Europe and the CIS. A total of 120 participants from 82 countries benefitted from these training programmes.

In Africa, UNDP supported the investigation and prosecution capacities of anticorruption institutions from 16 African countries in 2009. UNDP also strengthened the demand side of anti-corruption by training 24 media personnel from 10 countries in southern Africa on investigative journalism in collaboration with the Media Institute of Southern Africa and the Philippine Centre for Investigative Journalism.



At the regional level, a major regional anti-corruption programme is jointly being implemented in the Middle East and North Africa [MENA] region entitled 'Supporting UNCAC Implementation in Arab Countries'. This programme is providing technical assistance for Member States including support for the self-assessment checklist and for the Regional Arab Anti-Corruption and Integrity Network [ACINET], which is the first Arab-owned inclusive platform for policy dialogue, capacity development and knowledge networking in the area of anti-corruption.

Similarly, in the Asia and the Pacific region, UNDP and partners such as UNODC support UNCAC implementation through training on UNCAC for national partners, and UNCAC gap analyses in the region based on previous experiences in Afghanistan, Bangladesh and Indonesia. Technical support has also been provided to Afghanistan, Bangladesh, Bhutan, Laos, Maldives, Mongolia, Pakistan, Philippines, Sri Lanka and Vietnam. UNDP is also strengthening the capacities of anti-corruption institutions and agencies in Eastern Europe and the CIS region and facilitating knowledge sharing among these anti-corruption agencies in the region. UNDP has supported development of a training and awareness raising course in Latin America and the Caribbean region, entitled 'Anti-Corruption and Human Development'.

#### **An Anti-Corruption Course in Latin America**

The DGG and the UNDP Virtual School for Latin America and the Caribbean have developed a course on anti-corruption and human development. The course covers the basic concepts of corruption, and analyzes the institutional, political and legal scenarios in which corruption takes place and the impact of corruption on development. It also covers international norms and standards such as UNCAC and anti-corruption policies and programs. The first course launched in 2009 received tremendous support from the UNDP COs in Latin America and the Caribbean, with 321 applications from countries in the Americas and Europe.

#### **Accountability and Transparency in Afghanistan**

In recent years, the UNDP has managed the Accountability and Transparency project in Afghanistan with the aim of strengthening the institutional framework for fighting corruption and raising awareness in civil society. In its first phase, this project produced a study on the institutional arrangements for combating corruption that maps existing institutions and mandates, identifies deficiencies within the existing institutional arrangements,

and proposes options for strengthening the institutional arrangements; offered small grants to CSOs undertaking activities in the area of accountability and transparency; and developed a corruption monitoring system. In its second phase, this project is focusing on building capacity within a newly formed anti-corruption agency and supporting the generation of data to monitor trends regarding corruption.

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INTERNATIONAL  
PRINCIPLES

## Access to Justice and Legal Empowerment of the Poor

**R**ule of law, access to justice and legal empowerment lie at the centre of UNDP's mandate and constitute a pillar of DG. By promoting access to justice for all and legal empowerment with a specific focus on the ability of poor and marginalized people to seek and obtain remedies concerning the rule of law and their rights, UNDP seeks to make a significant contribution to the establishment of effective, responsive, accessible and fair justice systems.





## Policy and Strategy

In the absence of access to justice, people cannot have their voice heard, exercise their rights, challenge discrimination, or hold decision-makers accountable. Rule of law, access to justice and legal empowerment are indispensable factors that contribute to an enabling environment for the enhancement of human development and reduction of poverty.

Experience from across the globe has shown that access to justice and legal empowerment has served to both facilitate and spur equitable economic growth. Adherence to the concept of rule of law has proved critical in creating a safe and secure environment, in the aftermath of conflict, disasters and other upheavals, allowing recovery to take place. Rule of law is the foundation for both justice and security — two indispensable pillars in fostering an enabling environment for achieving poverty reduction and the MDGs.

In UNDP the Bureau for Crisis Prevention and Recovery [BCPR] and the Bureau for Development Policy [BDP] jointly work with COs to deliver on rule of law, security and access to justice programming in all developing situations. BCPR engages on rule of law, justice and security as a means to prevent conflict, to ensure protection during ongoing conflicts and to support post-conflict recovery and peace building. BDP supports programming for access to justice, public security and legal empowerment in challenging but more stable contexts to expand people's options and choices to advance human development.

Rule of law and justice are concepts rooted in all cultures, and while its administration usually implies formal judicial mechanisms we know that for most people customary or faith-based dispute resolution mechanisms are far more relevant. UNDP recognizes the complexities in pluralistic legal landscapes and strives to ensure that support programmes include different justice approaches and systems based on a bottom-up approach, with due consideration to the normative framework guiding the work and engagement of the UN.

## Justice for the Poor — Accelerating Access

UNDP seeks to support national partners to translate international normative frameworks into domestic legislation and practice by facilitating national processes of designing and implementing comprehensive rule of law and justice reform programmes in order to ensure access to justice for all. Strengthening the concept of rule of law often requires significant degrees of substantive, procedural and structural reform, not least following conflict or in the transition towards more pluralistic forms of governance.

Yet experience has shown that if reform efforts are carried out in an ad hoc fashion and a patchy manner, not taking into account the interdependence between the substantive law and justice services and the interconnection between the services provided by the justice institutions, the effectiveness and sustainability of the measures are likely to be compromised. Thus, UNDP helps partners create overarching visions and strategies, which ensure that all the links in the justice chain are included to facilitate catalyzing and self-reinforcing reform measures. The UNDP's global knowledge enables the organization to draw on knowledge gained elsewhere to design interventions that have been empirically proven effective in empowering poor people. However, every context is unique, and therefore requires its own tailor-made solutions.

As one part of UNDP's engagement focuses on the justice reform processes, the legal empowerment of the poor approach has expanded UNDP's justice engagement as it focuses on ensuring that the substantive law concerned with livelihood and economic rights are put in place and enforced. Countries may have well-designed policies and strategies, but without broad access to pro-poor laws, people engaged in the 'informal economic sector' will not fully benefit from the resulting opportunities. Legal empowerment is an approach to poverty eradication that combines the underpinnings of law and human rights and the economic theories of incentives and markets that work for poor and disadvantaged people. Addressing structural causes of poverty and exclusion by focusing on these rights can have a strategic value for poverty reduction and accelerate progress towards achievement of the MDGs.

The absence of property rights and legal protection for small-scale entrepreneurs and business initiatives may result in a situation where poor people become targets of exploitation as well as arbitrary eviction from their homes, land and business stands. Poor and disadvantaged people, who rely heavily on natural resources [land, water, forests and fishing grounds] for subsistence, may not be able to raise concerns, seek protection and regain access

when faced with the violation of their rights by powerful actors. As a result, their livelihoods are directly affected. Overall, a pro-poor legal framework and efficient and fair justice systems are prerequisites for achieving the MDGs and the efforts needed to bring it about reap untold rewards.

### Responding to Local Realities

Justice reform initiatives facilitated and supported by UNDP are grounded in a human rights-based approach, focusing on empowering poor and disadvantaged people. Justice-needs assessments are conducted to identify and analyze the demand of actual and potential users of justice services. This information serves as a reference point for the strategies and forms a baseline for future monitoring and evaluation.

However, unless reform initiatives are responding to the reality faced by the legal system, justice institutions and actors, with provisions to ensure that they have the necessary capacity to deliver justice services demanded and needed by the people, then reform efforts will inevitably fail. Current capacities in the justice system must be assessed against desired future capacities, so that the deficit and gaps in justice service delivery can be defined, measured and effectively addressed.

Alongside support to justice reform processes, UNDP works with partners on specific initiatives which normally form part of a broader justice reform agenda to enhance access to justice and legal empowerment for poor and marginalized people. These initiatives focus on the provision of legal awareness, public legal aid, assistance to pre-trial detainees, legal identity, upholding women's property and inheritance rights, and curbing domestic and sexual violence.

## Global Initiatives

### Global Programme on Rule of Law and Access to Justice

At the global level, UNDP has launched its first global programme on Rule of Law and Access to Justice, providing assistance in challenging but relatively stable contexts where the situation is conducive to undertaking needs- and capacity-assessments in order to focus on consolidation and sustainable, long-term development in collaboration and coordination.

The global programme comprises two main components: A strategy component to develop national strategic plans and justice reform programmes for improved justice service delivery and enforcement of pro-poor laws; and



a component which responds to immediate justice needs including the protection of women's rights and access to legal services as well as responding to grave challenges in the justice sector such as police brutality, inhumane prison conditions, lengthy pre-trial detention, and impunity for perpetrators of sexual and gender-based violence.

### **The UNDP Legal Empowerment Initiative**

This initiative seeks to promote a holistic development approach to support a wide range of national, regional and global efforts to expand poor people's access to the legal and institutional mechanisms that can help break the cycle of exclusion and poverty. Building on the key recommendations of the Commission on Legal Empowerment of the Poor, the approach focuses on livelihood and economic rights, including rights to property, labour and entrepreneurship, to promote and sustain inclusion, poverty eradication and human development. This approach emphasizes the importance of effective, fair and affordable access to justice as an overarching and indispensable pre-condition for the realization of the above-mentioned rights.

As the examples below will demonstrate, the initiative implies a cross-cutting approach throughout the DG Practice as it is anchored in an understanding that certain substantive legal rights are of specific importance to the opportunities and choice available to poor and disadvantaged people. This means that the legislative process is central to the initiative as well as several public services such as the civil registry and legal identity, land titling, business licences and similar services.

### **Institutional Reform and Inclusion of the Civil Society**

UNDP's access to justice and legal empowerment engagement concentrates on: generating political support, awareness, and understanding for the justice reform and the legal empowerment agenda at national, regional and global levels; developing the capacity of government entities and justice institutions at local, regional and national levels to undertake necessary legal and institutional reform and to enforce people's rights and to deliver legal empowerment of the poor. The initiatives emphasize the importance of engaging with grassroots and civil society actors that support accountability and sustainability for pro-poor reforms and social cohesion.

## Examples of Activities

### Improving Access to Justice through the Lao Bar Association

Since 2003 the UNDP Lao PDR has supported access to justice activities through the 'Enhancing Access to Justice' project, implemented through the Lao Bar Association [LBA]. The project's goal is to enhance access to justice for the poor and disadvantaged, especially women, children and ethnic groups.

Support includes institutional strengthening and capacity development for the LBA and its lawyers [including paralegals], provision of public legal education and access to justice through free legal services such as legal aid clinics, including a pilot mobile legal-aid clinic in the capital city and a legal aid hotline. Public legal education activities utilize mass media and village level outreach and are working towards involvement in community radio. The two-pronged approach is important to support the fledgling legal profession in Laos, including paralegals, establish a sustainable access to justice platform.

The project is currently supporting the LBA and the Ministry of Justice to carry out a 'People's Perception Access to Justice Survey' which will gather data on people's experiences of the formal and informal justice institutions to inform future project activities and policy interventions in the area of access to justice.

### Providing Legal Aid to Poor People in Indonesia

The project focuses on legal assistance and access to information, building on a joint assessment by the National Development Planning Agency and UNDP, of access to justice in five post-conflict Indonesian provinces. Throughout these provinces, the assessment found that economic concerns presented the strongest access to justice challenges, a reflection of priorities in many Indonesian communities where daily life often revolves around maintaining an adequate livelihood.

The project, in an effort to address concerns identified in the justice assessment, has established a grant-making facility that provides legal assistance to the poorest segments of the population. This also focuses on civil society empowerment with a view to giving poor people not only a legal remedy, but a political voice that will also allow them to exercise their rights outside of the court room.

### **Rule of Law and Legal Empowerment in Albania**

At the national level, legal empowerment has been promoted in Albania through a project on the ‘Transition to the Rule of Law and an Inclusive Market Economy’. Through a tripartite partnership between the Government of Albania, UNDP and the Institute for Liberty and Democracy, the initiative aims to generate greater awareness, knowledge and understanding about obstacles and costs that prevent people and the State achieving better socio-economic development.

A detailed diagnostic report has revealed that the nation’s existing legal framework contains regulatory bottlenecks, unpredictable norms and rules, as well as inadequate laws that force the majority of people to operate outside the legal framework, in the so-called informal sector. The findings of the project led to concrete policy recommendations and institutional reforms that will provide a greater legal protection and recognition of people’s assets.

### **Mauritius — From Police Force to Police Service**

Lack of public security is rated as one of the main concerns of poor people according to recent surveys. UNDP is responding to this concern by supporting governments in finding new ways in tackling crime and violence. One such initiative is ongoing in Mauritius where UNDP supports an innovative programme aiming at implementing the new policy for structural changes of the manner in which the police force is operating. The government has called for a ‘paradigm shift’ through transforming the police force into a police service, for instance by strengthening the concepts and services of community policing. In the absence of a clear strategic roadmap, compounded by limited strategic planning capabilities within the police, UNDP together with UNODC has supported the police in establishing a ‘National Policing Strategic Framework’. The project is equipping the police with strategic planning tools, capacity and structures to cross over the ‘Force-to-Service’ bridge, ushering the Mauritius Police into a radically new era.

### **Global and Regional Dialogue on Legal Empowerment**

During the European Development Days in Stockholm in 2009, UNDP and the Government of Sweden jointly organized a high-level roundtable discussion on legal empowerment [LEP]. Participants included Mary Robinson, Clotilde Medegan, Helen Clark, George Soros and Joakim Szymne. UNDP Administrator Helen Clark underscored that LEP could be critical in offering a breakthrough for achieving and sustaining the MDGs in a bottom-up manner.



In **Asia**, UNDP, in cooperation with the Government of Thailand, held a multi-stakeholder dialogue on LEP and subsequently established an innovative platform for partnership. It offers an opportunity for key stakeholders from across the region to come together and discuss challenges and opportunities for jointly taking the agenda forward.

In **Africa**, legal empowerment of the poor was on the agenda of the African Union [AU] summit of January 2009, recognizing the lead role of UNDP in supporting national efforts. UNDP and the Government of Benin co-organized a regional conference in Cotonou in December 2009, which brought together government officials, civil society and private sector stakeholders from 13 Francophone African countries. The conference adopted a Ministerial Declaration, calling for greater international and regional collaboration to support national initiatives.

In the **Arab region**, the UNDP Regional Centre in Cairo facilitated a round-table discussion amongst leading experts and practitioners representing government, civil society, academia and international partners from Egypt, Morocco, Jordan and Syria. The event provided an opportunity for generating innovative ideas and approaches for implementing regional and country-led initiatives, based on best practices and lessons learned.

Similar initiatives took place across the Eastern Europe and CIS region as well as Latin America and the Caribbean, each region focusing on specific and unique realities and needs on the ground.

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# INTERNATIONAL PRINCIPLES

## Human Rights

**P**eople are at the centre of both human rights and human development. The realization of the dignity and worth inherent in every human being is the common goal of human development and human rights. Human rights express the bold idea that all people, men and women alike, have claims to human capabilities and social arrangements that protect them from abuses and deprivations and enable them to enjoy their dignity as human beings. When human development and human rights advance together, they reinforce each other — expanding people’s capabilities and protecting their fundamental rights and freedoms.





## Policy and Strategy

Human rights add significance to the agenda of development. They draw attention to accountability for the delivery of development benefits to all people, and lend legal and moral legitimacy, and a sense of social justice to the objectives of human development. This perspective directs attention in setting development goals to the rights and needs of the most deprived and excluded members of society, especially where deprivations are the result of discrimination. It also highlights the right to information, political voice for all, and other civil and political rights as an integral part of the development process.

Within the above context, UNDP implements its human rights for development mandate in over 100 countries by providing policy advice, technical support, capacity development and knowledge management. Key features of UNDP's work focuses on supporting the development of national human rights action plans, capacity building of national human rights institutions, supporting the harmonization of national legislation with international human rights standards, as well as supporting the preparation of national reports to UN human rights mechanisms and the associated follow-up at country and regional levels, as appropriate.

Key principles such as **national ownership** and **capacity development** underpin our work. UNDP plays an active role in various UN inter-agency human rights processes. Within the UN, the most important partner for UNDP is the UN Office of the High Commissioner for Human Rights. However, UNDP has neither the normative nor the monitoring role in relation to human rights.

In response to the first UN Reform in 1997, which called on all UN agencies to mainstream human rights into their respective work and mandates, UNDP adopted its first human rights policy in 1998 — 'Integrating Human Rights with Sustainable Human Development'. In 2008, 94 UNDP COs reported activities in support of national human rights institutions; 69 reported activities that explicitly supported the rights of discriminated, vulnerable and/or marginalized groups; and 51 reported activities towards the harmonization of national legislation with international human rights standards.



### **Supporting the Strengthening of National Human Rights Systems**

The UN has identified the building of strong national human rights promotion and protection systems as a principal objective of the organization. Such systems may vary according to the situation in which a country finds itself and the human rights challenges it faces. Key elements are: Laws consistent with international human rights standards; effective functioning of courts, judiciary and law enforcement as well as independent human rights institutions or ombudsman offices; procedures for individuals to effectively claim their rights; good governance and accountable government institutions that promote and protect human rights.

UNDP support provided over the years aligns very well with these requirements, and UNDP's key support includes supporting the establishment and/or strengthening of national human rights institutions, supporting the drafting and implementation of National Human Rights Action Plans, and harmonization of national legislation with international human rights standards. In the recent past, UNDP has also increased its support to vulnerable and marginalized individuals and groups in need of special protection such as indigenous peoples, minorities, persons with disabilities, internally displaced persons, and people living with HIV/AIDS.

### **Mainstreaming Human Rights into Development Programming**

Effective national human rights promotion and protection systems require public policies guided by human rights principles and norms designed to ensure enjoyment of human rights by all people. The success of human rights-based development strategies will primarily rest on the recognition and respect for the primacy of universal human rights by the State.

For UNDP, human rights mainstreaming constitutes a holistic framework methodology with the potential to enrich operational strategies in all its key focus areas. It adds a missing element to present activities by enhancing the enabling environment for equitable development, and by empowering people to take their own decisions. It supports Member States' capacity in bringing legal tools and institutions — laws, the judiciary and the rule of law principles — as means to secure freedoms and human development, and continues to develop and implement relevant policy and practice notes, guidelines, tools and conceptual studies.

### **Greater Engagement with the International Human Rights Machinery**

The legitimacy of the promotion and protection of human rights at the national level depends on the engagement with and the effectiveness of the international human rights machinery led by the UN. Engagement

with UN human rights machineries primarily involve the ratification of human rights treaties and conventions, periodic reporting and implementation of recommendations arising from various reporting, and country visits carried out by UN Special Procedures mandate holders.

The work of UN treaty bodies and Special Procedures are of direct relevance to programming exercises, and UNDP's ongoing engagement include capacity development support to ratify and implement international human rights at the national level [including through legal and institutional reforms], drafting of national reports, facilitation of visits of UN Special Procedure mandate holders and supporting the implementation of outcomes of reports and visits. Another critical and growing area where UNDP is currently engaged is support to the Universal Periodic Review process of the UN Human Rights Council.

## HuriTalk — Human Rights Policy Network

UNDP facilitates and hosts the UN wide knowledge network on Human Rights Policy. HuriTalk, originally a UNDP knowledge network on human rights, expanded its purview and membership to serve the whole UN system in 2004 with the support of the UN Secretary General's Action 2 Reform Programme, formulated to strengthen the capacity of the UN at the country level.

This UN-wide knowledge network serves a membership of human rights practitioners working across 15 different UN agencies and includes a number of non-UN human rights experts as well. The network provides a forum in which members can share information and tools, participate in policy dialogue on emerging human rights issues, as well as discuss and build knowledge on best strategies for integrating human rights standards and principles into development programming. HuriTalk knowledge products, such as 'how-to guides' and the recently launched Practitioner's Portal on the Human Rights Based Approach are developed to respond to needs identified and to further support UN human rights practitioners.

## Examples of Activities

### Global Programme

In 2008, UNDP launched the Global Human Rights Strengthening Programme [GHRSP] 2008–2011. The overall objective of GHRSP is to contribute to a corporate strategy to fully integrate human rights into UNDP policies, programmes and processes by implementing the 2005 Human

Rights Practice Note. The GHRSP provides programming support to UNDP Regional Centres and responds to specific demands from COs and national partners, in addition to developing policy and practical tools and guidance notes.

### **Marginalized Minorities in Development Programming**

This knowledge product is developed with the lead support of the UN Independent Expert on Minority Issues, the UNOHCHR and the Minority Rights Group International, and will be launched in 2010. The final product will enable the target groups to understand the conceptual issues and fundamental principles relating to the promotion and protection of minorities, learn how to draw on the available international and regional standards to engage minorities in programming processes, influence policy choices, as well as increase their opportunities for meaningful participation and representation in development processes.

### **UNDP/UNOHCHR Toolkit for Collaboration with National Human Rights Institutions**

The Toolkit, developed jointly with the UNOHCHR, will be launched in 2010. This Toolkit is intended primarily to support UN and UNDP staff who have little or no knowledge or working experience with National Human Rights Institutions [NHRIs], as well as those who have a better understanding, but nonetheless need practical tools and guidance to support the establishment, consolidation or assessment of these important institutions. A major focus of the initiative is not only to provide both basic and advanced knowledge about NHRIs, but also to develop core operating procedures, and links to resources and resource persons who have particular expertise.

### **The Advancement of Human Rights in the Pacific**

The UNDP Pacific Centre developed publications and concrete and practical tools, delivered programming, and developed the capacity of Pacific Island governments, civil society, UN staff and other stakeholders in a wide range of areas, including: Checklists and training to integrate human rights in natural disaster management in the Pacific; Convention on the Elimination of All Forms of Discrimination against Women [CEDAW] legislative compliance in nine Pacific Island countries; human rights-based approaches to HIV law and policy in the Pacific; and NGO capacity building to engage with international human rights mechanisms and on specific human rights issues such as freedom of information, national human rights institutions and women's rights to adequate housing.



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[http://hrbaportal.org/wp-content/files/1233230663\\_8\\_1\\_1\\_resfile.pdf](http://hrbaportal.org/wp-content/files/1233230663_8_1_1_resfile.pdf)

## INTERNATIONAL PRINCIPLES

# Gender

**G**ender equality and women's empowerment are human rights that lie at the heart of development and the achievement of the MDGs. UNDP understands and advocates for gender equality as a condition for inclusive, democratic, violence-free and sustainable development. UNDP aims at supporting more than just equality of opportunity; it is equally important to aim for equality in results. When women participate in politics, there are benefits for women, men, children, communities and nations. UNDP strives to ensure that women have a real voice in all governance institutions, so they can participate equally with men in public dialogue and decision-making.





## Policy and Strategy

From the national to the most local levels, UNDP advocates and promotes women's political empowerment at the global, regional, national and local levels, working to:

- ✓ Increase the number of women in public office;
- ✓ Enhance women's leadership by helping to reform electoral processes, change political parties, and strengthen parliaments, judiciaries and the civil service;
- ✓ Strengthen the ability of women's organizations to advocate and implement projects that promote women's rights;
- ✓ Promote judicial reform to ensure equal legal protection to poor women and men;
- ✓ Ensure that essential public services like health and education benefit poor women, men, girls and boys equitably;
- ✓ Promote the ratification, implementation and reporting of women's international and regional instruments such as the CEDAW;
- ✓ Reduce gender-based violence.

In recent years UNDP has focused on working with women themselves to build their capacity to organize and succeed as politicians. Efforts have also tended to focus on raising awareness of parliaments and political parties of gender equality and their ability to promote gender equality through their work.

This has been an important strategy to remove institutional barriers that stand in the way of increasing the numbers of women in politics and their ability to have a real voice in decision-making. While it is very important to look into the question of women's presence in politics, the presence of women in public office is equally important.

UNDP has worked on electoral and parliamentary assistance worldwide to support women political candidates to gain access to office, build the skills and capacities of those who are already in office, and to promote women candidates through political parties. Campaign violence and gender-based violence are still a disincentive to political engagement for women.



## International Knowledge Network of Women in Politics [www.iknowpolitics.org]

Women continue to lack access to political leadership opportunities and resources at all levels of government. In 2007, recognizing that over the last century women's gains in the political arena have been slow and inadequate, five international organizations — UNDP, NDI, International IDEA, IPU and UNIFEM — came together to make women's political participation their collective priority and devise a strategy that would scale-up each of the organization's efforts to foster gender equality in politics.

'iKnowPolitics' is an online portal, jointly supported by the five partner organizations, that aims to increase the participation and effectiveness of women in political life by utilizing a technology-enabled forum to provide access to critical resources and expertise, stimulate dialogue, create knowledge, and share experiences among women in politics.

In three years, 'iKnowPolitics' has become the leading women and politics website, with over 500 unique visitors coming to the site every day, a library of 1,400 free resources and an established community. Spread over five continents, the 5,100 members, 71 experts, five partners and seven full-time staff enable the website to post quality resources and information, which are dynamic and relevant on a day-to-day basis, and provide demonstrable support for women's political activities.

In October 2009, about 150 women leaders, political candidates, activists and representatives of women's organizations from the Arab region attended the two days launch of 'iKnowPolitics' in Arabic, focusing on the impact of media and ICT on the number and effectiveness of women in politics in the region. 'iKnowPolitics' is now available in Arabic, English, French and Spanish.

## Examples of Activities

### Access to Justice for all in Somaliland

Universal access to justice might well be a right enshrined in the Somaliland constitution; however, this is likely to remain wishful thinking as long as the legal system lacks professionals, a vast majority of the population do not know their rights, and many cannot afford the costs of formal legal proceedings. Added to this is a complex mix of unwritten customary law and formal law, sometimes complementary but often contradictory.



The Legal Clinic, the Somaliland Women's Lawyers' Association [SWLA] and the Sexual Assault Referral Centre [SARC] in Hargeisa, organizations established with UNDP Somalia's support, are at the forefront in reform of the administration of formal justice in Somaliland. Together, they work to ensure that all sections of the population, including the most disadvantaged, have access to justice.

The Legal Clinic focuses on the most economically disadvantaged populations. Its students and staff provide free legal services to women, children, the poor, the elderly, people from minority groups and people with disabilities. The Clinic also carries out outreach service activities by weekly visits to six camps for internally displaced persons [IDPs] around Hargeisa and the Refugee Welfare Centre to identify refugees and IDPs in need of legal aid.

When it comes to making a long-term impact in reform of the formal legal system, the Legal Clinic, being part of the faculty of Law of the Hargeisa University, aspires to be the breeding ground for the country's legal professional and community leaders. Its 275 students will be the professionals to strengthen the Somaliland administration of justice system.

Hand in hand with the Legal Clinic, the SWLA is involved in providing legal access to women and children in Somalia. Being the first female lawyer association in Somaliland, it promotes the full participation of women lawyers in the legal profession and improves the status of women in society by assisting them to exercise their equal rights. Currently there are no women investigators, prosecutors or judges in Somaliland.

In the cases of gender-based violence, the SARC kicks in, working specifically on gender-based violence, providing medical care and counselling to the victims. Victims also have the opportunity to report the assault to the police for investigation and have access to the Legal Clinic for free legal advice and representation.

### **Women's Representation in Indonesia**

The proportion of women representatives in Indonesia's parliament was for a long time quite dismal, despite affirmative action to support it beginning during the New Order. For years it hovered around 10 percent. With Indonesia's democratization since 1998, the movement for women's representation has picked up its engagement and public profile. Supporters were able to lobby for the inclusion of a provision in the Election Law passed in 2004 requiring all political parties to place a 30 percent quota for women in their candidate list.

But the provision lacked teeth, resulting in only a few parties adhering to it. Even so, the inclusion of this provision in the law was considered an historic achievement. It generated an awareness that resulted in increasing the proportion of women representatives in the national parliament by 25 percent in 2004.

Even more significant results were produced in 2009. The new election law passed in 2008 combined the 30 percent quota in the party-list candidacy with a ‘zipper’ system in which for every three candidates fielded by political parties, at least one had to be a woman. This was considered a progressive approach even by the standard of advanced democracies.

In late 2008 the Constitutional Court issued a ruling that negated the party-list quota and rendered the election to be decided wholly by the popular vote. While the decision was meant to curb the power of political parties and transfer it to the voters, it effectively dismantled the affirmative action to increase the proportion of women representatives in Indonesia.

Amidst this setback, the affirmative action debate actually generated greater interest in the issue of women’s representation, and galvanized the efforts of different stakeholders. A host of CSOs launched activities to generate awareness of the importance of having a gender-balanced parliament. UNDP and bilateral donors also actively supported the efforts of Indonesian stakeholders through CSO voters’ education initiatives, media campaigns, and public consultations among political parties, academics and civil society.

The results even took activists by surprise. Many more parties took the 30 percent candidacy seriously even in the absence of legislation. As many as 70 percent of the 38 parties competing in the 2009 election nominated more than 30 percent women, demonstrating a change in attitudes resulting from a combination of the quota, the debate around it, and heightened awareness. The election has considerably increased women’s membership in parliament — shattering the 100-seat ceiling in the lower house.

The Indonesian experience shows that even when the affirmative action quota is removed, once public attention and awareness is generated around the issue, change in attitudes can successfully push the agenda forward by increasing real public support for women’s representation. The achievement also reveals that the voters in the world’s largest Muslim nation have no qualms about supporting women in politics, thus negating the stereotype commonly associated with Islamic religious belief.



## Resources

The International Knowledge Network of Women in Politics' [iKnowPolitics library contains 1,400 resources related to women access to politics].  
<http://www.iknowpolitics.org>

UNDP, *Gender Equality Strategy*. New York, 2007.  
<http://www.undp.org/women/docs/Gender-Equality-Strategy-2008-2011.doc>

UNDP, 'Measuring Democratic Governance: A Framework for selecting pro-poor and gender sensitive indicators'. New York and Oslo, 2006. <http://www.undp.org/oslocentre/docs06/Framework%20paper%20-%20entire%20paper.pdf>

UNDP, '*Gender, Land rights and Democratic Governance*'. [http://www.undp.org/oslocentre/docs08/land\\_governance/Discussion%20Paper%20-%202%20-%20Final.pdf](http://www.undp.org/oslocentre/docs08/land_governance/Discussion%20Paper%20-%202%20-%20Final.pdf)

UNDP, '*Quick Entry Points to Women's Empowerment and Gender Equality in Democratic Governance*'.

UNDP, '*Gender Equality and Justice programming: Equitable Access to Justice for Women*'.

UNDP, '*Electoral Financing to Advance Women's Political Participation: A Guide for UNDP Support*'.

UNDP, '*Gender Responsive E-governance: Exploring the Transformative Potential*'.

UNDP–UNIFEM, New York and Oslo, 2009. 'A User's Guide to Measuring Gender-Sensitive Basic Service Delivery'.  
[http://www.undp.org/governance/docs/users\\_guide\\_measuring\\_gender.pdf](http://www.undp.org/governance/docs/users_guide_measuring_gender.pdf)

IPU–UNDP–UNIFEM–WBI, '*Parliament, the Budget and Gender*'.  
<http://www.undp.org/governance/docs/ParliamentBudgetAndGender-EN.pdf>

INTERNATIONAL  
PRINCIPLESDemocratic Governance  
Assessments

**G**overnance assessments have been an increasing priority for donors and national development partners alike, especially in the last five years. This trend is the result of an international consensus that an improved understanding of the quality of governance in a country is critical to deliver on poverty reduction and human development goals. Governance assessments represent an essential tool in diagnosing governance deficits, and as such, governments, CSOs and donors have invested in developing and executing governance assessments in nearly all countries that receive development aid.





## Policy and Strategy

UNDP has been at the forefront in the international discourse and dialogue on governance assessments, stressing that such assessments be more actionable and useful to national policy-making while at the same time promote and strengthen national and local level engagement and ownership.

UNDP has not developed a governance index that ranks countries, akin to the Human Development Index. Comparative indexes on DG may be catalytic in the 'naming and shaming' of countries that are identified as performing poorly, but this is not a role for UNDP, whose focus is rather to help national stakeholders identify governance problems that need to be addressed, and to have at their disposal the means for assessing the effectiveness of policy reforms to address these problems.

For UNDP, the value of a country-led governance assessment is that it serves as a critical accountability and transparency mechanism for governance performance. DG is more likely to be sustained if targets for attainment and expectations of how governments should perform are formulated by those who live within the political system. When local actors participate in the assessment process, it stimulates their demand for governance information and a demand for greater accountability from government.

For country-led assessments to provide more depth into a particular policy issue, UNDP emphasizes that they must integrate a focus on marginalized and vulnerable groups. Country-specific and disaggregated indicators will help identify specific institutions and practices that perpetuate unfair and sub-standard provision of services to these groups.

UNDP's comparative advantage in promoting and nurturing country-led governance assessments derives from its position as the lead UN Agency on DG, its focus on long-term capacity development, its expertise and experience in DG, its experience with human development indicators through the National Human Development Reports, its engagement in MDG monitoring, and perhaps most importantly, the trust it enjoys among UN Member States.



In particular, UNDP has proven strengths in the following areas:

- ☑ Providing support to capacity development efforts for both state and non-state actors in governance assessment processes;
- ☑ Facilitating and convening of national dialogues involving state and non-state stakeholders on national governance assessments;
- ☑ Helping ensure that governance assessments are linked and integrated with national development plans, through encouraging and facilitating harmonization and rationalization of multiple governance assessments.

A key role for UNDP COs, therefore, is to support national partners in developing and instituting contextualized assessments that conform to global standards, are rooted in local ownership and that enable all stakeholders to monitor governance performance, especially its impact on vulnerable groups, within their country over time.

### Global Programme

Led by the UNDP OGC, UNDP has provided advisory and financial support to catalyze country-led assessment processes in more than 20 countries in all regions, including Angola, Chile, China, Djibouti, Egypt, Indonesia, the former Yugoslav Republic of Macedonia, Malawi, Mongolia, Montenegro, Nigeria, Paraguay and Senegal. OGC also coordinates a **multi-year global programme** [2008–2011] on governance assessments which provides support through three windows:

**National:** funding and advisory services through UNDP COs to support national stakeholders in undertaking a country-led governance assessment.

**Regional:** training, knowledge-sharing and support in context of regional initiatives [e.g. Africa Peer Review Mechanism, and the European Union (EU) accession process] through UNDP regional bureaux/service centres.

**Global:** knowledge production, network of key research institutions and partners and Governance Assessment Portal [GAP].

### Emerging Areas for Governance Assessments

**Post-conflict:** OGC/DGG with BCPR is developing an assessment framework for fragile and post-conflict countries. The work will build on the 'Users' Guide to Measuring Fragility' produced in 2009.

**Climate change:** OGC in partnership with the United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries will support country-led governance assessments for the forestry sector as part of global efforts to reduce carbon emissions by halting deforestation.

**Sector-approach:** there is an increasing need to adopt governance assessment to MDG sectors such as water, health and education. OGC will continue to support knowledge production and country assessments in this area.

### Governance Assessment Portal

The GAP is a knowledge hub on governance assessments. It provides UNDP staff, national counterparts and the wider community of stakeholders with information on: tools for assessing governance; existing initiatives for measuring DG at the national, regional and global level; how to measure governance with regard to specific areas of governance such as corruption or local governance; how to use global indicators more correctly; and opportunities to connect and share knowledge with other practitioners and experts.

## Examples of Activities

### Indonesian Democracy Index: Assisting the Government of Indonesia in Evidence-Based Planning

The Indonesian Democracy Index is built upon national ownership. After the transition to democracy in 1998, the National Long Term Development Plan, developed by the National Development Planning Agency [Bappenas], incorporated a goal of 'Achieving a Democratic Indonesia Based on the Rule of Law.' Bappenas was then tasked with planning government programmes that promote efforts to consolidate democracy as well as deepen the roots of democratic culture in society. However, Bappenas had no tools with which to measure the situation of democratic practices, or their progress or regression over time in various provinces. UNDP Indonesia was requested to assist Bappenas in coming up with such a tool.

The Indonesian Democracy Index subsequently looks at three aspects: civil liberty, political rights, and democratic institutions that signify democratic life in various Indonesian regions. These aspects are then divided into 13 variables that include freedom of belief, freedom from discrimination, the rate of public participation, free and fair elections, effective parliaments, independence of the judiciary, and the role of the media. The data are collected through a number of activities, such as review of media reporting and relevant documents, focus group discussions and in-depth interviews with local stakeholders, including local bureaucracy, parliament, law enforcement, civil society, academics, the media and minority groups. Data collection is conducted by a third-party contractor. However, in the future this work will be done by the Central Bureau of Statistics of the Republic of Indonesia.



The index will then be used by Bappenas and provincial planning agencies in all of Indonesia's 33 provinces as a measurement tool to define planning for Government political development programmes. The index should be able to inform development planners of the strength of individual regions on any of the three aspects and their variables.

#### **Paraguay: Congress Better Equipped to Check on Governance Performance**

With the first baseline results ready for scrutiny, the Congress in Paraguay stands better equipped to check on governance performance. The report entitled 'Democratic Governance Indicators in Paraguay' offers a tool for Senators, as well as Government, civil society, academia and other stakeholders to contribute to public debate.

Emerging out of a multi-stakeholder and consensus-building process, the 19 governance indicators used in the report hold political legitimacy as a national yardstick on governance. The commission charged with the monitoring exercise consists of high-profile Senators from Congress, members from the executive cabinet, as well as from ministries, the Auditor General's Office, Transparency Paraguay, networks of NGOs, and universities.

It is expected that the report will be used by the Government, academia and civil society in their work to strengthen accountability, inform public debate, make arguments for governance reforms, and inform policies on poverty reduction.

The indicators provide insights into Paraguay's performance on democracy; governance; quality, efficiency and transparency of public administration; and social inclusion. Data are drawn from various sources, including the first national survey on DG conducted by the national statistical office, upon request by Congress and with support from a French NGO and the UNDP OGC.

The report forms the first step in a broader project of establishing a system for monitoring and evaluating DG in Paraguay. It is expected that the statistical survey will be conducted at regular intervals, and that this first report will form the baseline for the next rounds of assessments. The project is managed by the Congress, and supported by UNDP.



## Resources

UNDP, 'Practice Note Country-Led Governance Assessments'. Oslo, 2009.

UNDP, 'Governance Indicators: A User's Guide. 2nd edition'. Oslo, 2007.

UNDP, 'Measuring Democratic Governance: A Framework for Selecting Pro-Poor and Gender-Sensitive Indicators'. Oslo, 2006.

UNDP, 'A Users' Guide to Measuring Corruption'. Oslo, 2008.

UNDP, 'A Users' Guide to Measuring Gender Gender-Sensitive Basic Service Delivery'. Oslo, 2009.

UNDP, 'A Users' Guide to Measuring Local Governance'. Oslo, 2009.

UNDP, 'A Users' Guide to Measuring Public Administration Reform'. Oslo, 2009.

UNDP and DIE, 'A Users' Guide to Measuring Fragility'. Oslo, 2009.

All above publications are available on: [http://www.undp.org/oslocentre/flagship/democratic\\_governance\\_assessments.html](http://www.undp.org/oslocentre/flagship/democratic_governance_assessments.html)





MINISTRY OF AGRICULTURE  
AGAINST HUNGER



BACK TO THE  
SOIL





## SECTION 5 OTHER DEMOCRATIC GOVERNANCE INITIATIVES

To support the efforts presented in previous sections, UNDP also invests in the global management of knowledge. It provides funding for piloting of innovative initiatives, and ensures that lessons learned are used for training of staff. In addition, the OGC serves as a repository for analysis and learning in close cooperation with advisers at HQ and in the RSCs.

- KNOWLEDGE MANAGEMENT
- OSLO GOVERNANCE CENTRE
- DG THEMATIC TRUST FUND

## OTHER DEMOCRATIC GOVERNANCE INITIATIVES

# Knowledge Management

**T**he UNDP Strategic Plan 2008–2013 has reiterated UNDP’s role as a knowledge-based organization. In addition to investments in human resources and leveraging the role of knowledge and information technology, the DGG is therefore devoting considerable resources to harnessing the explicit and tacit knowledge they possess. The initiatives to set up a business process in policy advisory services and implementing a knowledge management system [Teamworks] are also part of the broader process.



## Policy and Strategy

The Democratic Governance Practice Network [DGP-Net] — along with UNDP's other knowledge networks and portals — has done a great deal to help UNDP overcome barriers to sharing knowledge, experience and ideas, and helped cultivate a spirit of peer assistance and problem-solving. In fact, the DGP-Net promotes a 'virtuous circle' model by which policy informs practice, and practice informs policy, and enables global knowledge sharing in line with the philosophy expressed by the UNDP Administrator:

"UNDP is a global organization. And I believe this is one of our sources of strength and something we have to preserve. Preserve in the sense that the knowledge, the communication, has to be at the global level... Africa should have access to global knowledge and south Asia should participate in that. People in Africa, in Mozambique, should know what is happening in Indonesia, what is happening in Brazil."

The UNDP Strategic Plan emphasizes that UNDP must learn from its past and leverage its core competencies and unique capabilities, including its extensive knowledge network, universal presence and decentralized structure. The new corporate Knowledge Strategy [2009] builds on existing ways and systems of sharing knowledge in UNDP through a unified platform to guide knowledge learning, creation, gathering, sharing and retention, and to enable closer collaboration internally and with partners.

The aim of the strategy is to make UNDP able to fully capitalize on, and leverage, the expertise and knowledge that each one of us brings to the workplace and help us track and monitor our development impact. For COs this will mean the capacity to have the knowledge of the entire organization available in a contextualized, easy-to-search platform. For DGG this will mean the enhanced capacity and knowledge to respond to the identified needs, new demands and emerging global–regional–national challenges. The Service Delivery Model [SDM] is a response to these realities.

### DGP-Net

Sharing knowledge is an essential aspect of UNDP's work. It has become especially important in promoting capacity development, organizational learning and south–south collaboration. The DGP-Net has been pioneering



on all these fronts since early 1999 when it was officially established. The DGP-Net has been instrumental as a frontline provider of knowledge products, tools and services to our COs and regional hubs.

Above all, the network has been the source of numerous innovative solutions to critical development challenges faced by UNDP COs and UN Country Teams. The DGP-Net has been systematically sharing, capturing and codifying knowledge taking full advantage of UNDP's presence in more than 130 countries and the network's wide range of members.

In summarizing the contributions of the DGP-Net and its knowledge management work, the BDP Director and UNDP Assistant Administrator Olav Kjørven touched on a critical aspect of overall progress in knowledge management:

“In the last 10 years, the DGP-Net has responded to thousands of queries and requests for assistance from UNDP COs, Regional Centres, Sub-Regional Resource Facilities and partner agencies. Such substantive and operational support came in the form of consolidated replies, news updates, DG Insights, case studies, lessons learned, and the collection of good as well as ‘not so good’ practices... The DGP-Net contributed fundamentally to the gradual change of organizational culture, from hierarchy driven vertical knowledge sharing to community driven horizontal knowledge sharing.”

### The SDM

This is a new way of framing and offering policy advisory work in UNDP, more clearly setting out **what** we do, **who** does it and **how**, with the purpose of ensuring that COs have the advisory services they need to deliver development results.

The SDM answers the question of how to ensure that policy advisory services are consistently responsive and client oriented, and this responds to the corporate consensus that all practice areas in UNDP must strengthen the support they provide to COs in order to improve the support UNDP provides to partner countries. The DGG has been steadily progressing in implementing the policy advisory business process consistently across all services areas outlined in this Guide, in line with corporate guidelines.

## Examples of Activities

### Global Networks

Practitioners at the country level are increasingly replicating good practices and lessons learned from UNDP's global knowledge management discourse. Developing local knowledge networks, repositories, targeted knowledge products and tools, building thematic communities of practices at the local level are some of the examples of this encouraging trend. UNDP supported the establishment of partner networks based on the UNDP model through the DGP-Net. These networks include:

- ACE Electoral Knowledge Network;
- iKnowPolitics;
- DPKO-Rule of Law Network;
- HuriTalk.

### Promoting South–South Collaboration

A special emphasis is placed on increased south–south collaboration, to reflect the increasing demand for knowledge products and tools coming out of the south. Practitioners have expressed the need for a more systematic approach to sharing experiences, knowledge and lessons learnt in the area of south–south cooperation. The launch of the 'Leadership and Innovation in Governance' series in 2008 is a step in that direction.

### DG Knowledge Base [DG K-Base]

Members of the DG CoP are now more equipped with comparative experiences and good practices. The recently launched DG K-base is a response to practitioners' capacity demands. This comprehensive searchable database of consolidated replies and knowledge resources dates back to 2001 to capture expert and practitioner knowledge on issues and problems raised by members of the DG Practice Network and broader DG-CoP from all parts of the world. The DG K-base also highlights country experiences on various governance and management trends, issues and challenges.

### CoP Development and Strengthening

This continues to be one of the key services offered to all service area teams. Different knowledge management methods [like peer reviews and peer assistance], knowledge management processes [like the concept of Knowledge Cafés], and knowledge management tools [such as K-analytics, surveys, K-mapping and Knowledge Audits] are being applied to support both global and regional practice teams.

The 'Community of Practice Strengthening Guidance Note' published in 2009 was extremely well received by COs and Regional Centres. The guidance note provides critical lessons learned and good practices on developing and strengthening communities of practice across any UNDP practice or thematic group at global and regional levels.

### **Teamworks**

'Teamworks' is a system designed to facilitate knowledge sharing and active collaboration in a cost-effective and consistent manner. Utilizing KM 2.0 collaboration approaches and technologies — collaborative spaces, social networking and instant communication tools — 'Teamworks' will connect people with their knowledge and experience.

DGG has already established the presence of all its thematic service spaces in 'Teamworks'. Individual profiles have also been created. In complementing and building on UNDP's successful knowledge networking model, 'Teamworks' will further enhance policy and technical advisory services and programme design and management, through increasing links between policy and practice. 'Teamworks' will facilitate the sharing of knowledge across Strategic Plan's thematic areas and across operational units wherever located.

### **Democratic Governance Knowledge Exchange Forum [DGKEF]**

The prime objective of the 'Democratic Governance Knowledge Exchange Forum' is to enable and facilitate a virtual forum to promote active knowledge sharing, and cross-regional knowledge exchange among colleagues in the DG Practice. The DGKEF encourages practitioners to engage in active cross-practice negotiation, and collaboration. In more than one way, the UNDP/DGG knowledge is its future and it cannot be lost, wasted, or go under-capitalized. This forum, as part of the global DG Practice architecture, brings together the tremendous capacity that knowledge can generate, and puts it at the fingertips of the human infrastructure of UNDP. It has been designed as a mutual sharing and learning forum where all participants can participate to promote knowledge products and services, to foster cross-practice, cross-regional exchange, and share ideas and innovations. The DGKEF was launched in the Global Community of Practice Meeting in Dakar in 2010.



## Global CoP Meeting

The 2010 CoP took place in Dakar, Senegal, with the overall objective of bringing the global DG team together to discuss its role in the context of a shifting development paradigm, and to help establish a vision for the future. It saw the participation of more than 150 UNDP practitioners from HQ, Regional Centres and COs, as well as many guests from other UNDP practices.

Based on background papers developed for the meeting, participants closely examined the role and nature of the 'inclusive, responsive and capable state' in the broad context of a shifting development paradigm. Dimensions necessary to ensure the development of such a state, which is able to address the various human development challenges, were reviewed at the global level, in the different regional contexts, and also at the specific level of some countries facing challenges in a post-conflict situation.

*Following the global meeting, all of the service delivery platforms of the DG Practice will take a close look at how they are presently contributing to ensuring the objective of an inclusive, responsive and capable state. Another important conclusion from the meeting was that different service platforms need to work more closely together, based on the demands being presented by countries for support.*

## Resources

'DG Knowledge Base': [http://sdnhq.undp.org/undpwiki/Consolidated\\_Replies\\_and\\_Country\\_Experiences](http://sdnhq.undp.org/undpwiki/Consolidated_Replies_and_Country_Experiences)

'Democratic Governance Practice Workspace': <http://practices.undp.org/democratic-governance>

'DGP-Net (past queries and CRs)': <http://practices.undp.org/democratic-governance/networks/?src=121515>

'DGP-Net in Wiki': <http://sdnhq.undp.org/wiki>

'Teamworks': <https://teamworks.beta.undp.org>

Democratic Governance Knowledge Exchange Forum: <http://teamworks.beta.undp.org/pg/groups/93158/democratic-governance-knowledge-exchange-forum>

'UNDP's work on governance': <http://www.undp.org/governance> and <http://www.undp.org/oslocentre>

## OTHER DEMOCRATIC GOVERNANCE INITIATIVES

# Oslo Governance Centre

**OGC** was established in 2002 in an agreement between UNDP and the Norwegian Government, as a centre of excellence to support the activities of the DG Practice. It is a primary objective of OGC to help the practice harness and codify knowledge and lessons learned from projects and programmes implemented at country and regional levels, with the ultimate purpose of improving UNDP policies in different areas of DG. OGC activities are implemented in close cooperation with Policy Advisors in New York, as well as the Practice Team Leaders in the Regional Centres.



## Policy and Strategy

Following the formative assessment of OGC undertaken in 2008 to clarify and reposition OGC in the context of the Strategic Plan 2008–2013 as well as the new regional architecture of BDP it was agreed that the main functions of OGC within the DG Practice of UNDP are fourfold:

- ☑ Conduct systematic analysis and reviews of UNDP's governance work around the globe aimed at learning from experiences in the field;
- ☑ Based on the analysis and reviews contribute to UNDP's programming and policy advisory services at the national, regional and global levels;
- ☑ Support countries to conduct nationally owned and driven DG assessments that serve to strengthen DG at the country level;
- ☑ Address new and emerging areas of DG and building the capacity of UNDP's front-line staff to address these new challenges.

This implies that a major *raison d'être* for OGC is to conduct systematic analysis and reviews of UNDP's governance work around the globe, aimed at learning from experiences in the field, and with the purpose of contributing to UNDP's programming and policy advisory services at the national, regional and global levels — in cooperation with and through the global and regional DG advisers. In a sense this means creating a 'public good' both for the organization and the wider development community, considering that much focus has been given to the inability so far of many institutions working in the field of 'democracy promotion' to provide strong enough evidence of the work and ensure that this positively impacts future activities.

Starting from the beginning of 2010, OGC is implementing its mandate through two units:

**DG Assessments Unit:** OGC started work on governance indicators in 2002, and it has since developed into a fully fledged global programme with country, regional and global dimensions. Today this is both a DG and an OGC flagship programme [the activities of the unit are presented in detail on pages 90–95].

**DG Analysis and Learning Unit:** This unit is responsible for the learning cycle work, the DGTTF project reviews, emerging issues, as well as all the training services offered. This is presented in more detail in the following sections.



## Examples of Activities

### The DG ‘Learning Cycle’

The **learning cycle** concept refers to the collection of information about the outcomes and impacts of UNDP DG projects, both DGTTF and larger projects implemented by UNDP, the analysis of that information, and then putting together the learning in ways that influence UNDP’s DG work at all levels. This will include knowledge products, workshops, training programs, entries to ‘Teamworks’, and facilitated discussions. It will also include input to strategy and policy discussions.

The objective of the **DG Analysis and Learning Unit** is to codify, analyze and disseminate the results of UNDP’s work in DG, with a view to informing DG policy and programmes. This will be done through in-depth assessments of **intra-governance** cross-cutting issues [e.g. civil society in electoral projects], and **cross-practice** issues [e.g. parliament strengthening for poverty reduction] and will draw on experience from DGTTF-funded and other programmes and projects across the regions.

Unlike a traditional Evaluation Office, the Unit does not focus on whether the objectives of a certain project or programme have been met, rather, it analyzes DGTTF projects and DG thematic/cross-practice areas more broadly, to determine what factors contributed to their positive or negative impact. This analysis is then presented in a variety of ways to guide future policies.

### DGTTF Project Reviews

The DGTTF was created in 2001 to promote a thematic focus in UNDP’s DG Practice. Its main function is to provide COs with discretionary funds to explore innovative approaches and address issues in politically sensitive areas where the use of core funds may prove more problematic and slow. DGTTF was designed to allow rapid disbursement and to attract funding from donors interested in DG. Since its inception, the DGTTF has disbursed approximately US \$102 million for a total of 736 projects. The DGTTF has also provided funding for OGC and other global projects.

Unlike traditional evaluations, the DGTTF reviews do not focus on whether the objectives of a certain project or programme have been met, rather, they analyze DGTTF projects more broadly, to determine what factors contributed to their positive or negative impact. The assessment is guided by the OECD DAC criteria on effectiveness, efficiency, impact and sustainability, as well as DGTTF-specific criteria [innovative and catalytic] and political economy considerations.

OGC works jointly with Regional Bureaux and Centres to assess and analyze the results of DGTTF-funded programmes. This is done by external experts, managed and guided by the team at the Regional Bureaux and Centres, the OGC, as well as other DGG advisers. In 2009 the OGC partnered with the Regional Centre in Bangkok with a three-fold purpose:

- ✓ Assess results of the DGTTF-supported Asia-Pacific Rights and Justice Initiative;
- ✓ Examine innovative and catalytic potential;
- ✓ Provide a forward looking perspective for access to justice programming and policy.

As a result, five country assessments [Cambodia, India, Indonesia, Mongolia and Sri Lanka] and a regional initiative report were published in 2009 as part of the DGTTF Lessons Learned Series. Coordinated by the DGG through OGC, the DGTTF Lessons Learned Series represents a collective effort to capture lessons learned and best practices in a systematic manner.

#### Emerging Issues in DG

On behalf of DGG, OGC will also take on pieces of analysis linked to specific emerging issues facing DGG at global, regional and country levels. This type of analysis will be taken forward with in-house capacity, as well as in cooperation with Regional Centres and academic institutions. Examples of emerging issues are:

**Political economy analysis and application in practice:** There is broad agreement that DG interventions need to be rooted in detailed understanding of the forces influencing the development of societies. The intention is to involve DG advisers and Regional Centres in defining the type of training needed for UNDP staff.

**DG and climate change:** The challenges of climate change have become a major focus area for UNDP corporately. This has linkages to all UNDP practice areas, including DG. OGC will help provide an overview of the most needed and effective DG interventions, and what this will require in the form of such items as new knowledge products and toolkits.

**State building:** This was the major focus of the 2010 DG CoP meeting in Senegal in February. Papers with a regional focus, as well as some country papers, were commissioned to provide background for informed discussions on how this should impact on future DG strategies and priorities, globally and in regions.

### Training and Learning Services

OGC maintains a 'Training Referral Service' on its website, which includes a searchable database of institutions offering training in DG and the option to contact the Centre to identify institutions to meet specific training needs. This resource is intended for policy and programme staff, Regional Practice Team Leaders and external national partners seeking training providers to meet their specific needs.

The 'LEADING Seminar' is a high-level strategic DG learning event targeting senior UN and UNDP managers. The format for the event is that of a working seminar, with the participation of leading experts and practitioners in the field of democracy studies and democracy promotion. Traditionally, the main objectives of the LEADING Seminar are: To provide participants with 'state of the art' research and thinking on global trends and developments in the areas of democratization and democracy assistance, and to provide a forum for UNDP senior management to exchange knowledge and experiences on DG assistance, including strategic discussions of how the assistance provided by UNDP can be better tailored to realities on the ground, and how UNDP can best maintain its position as a credible partner for DG technical cooperation vis-à-vis donors and national governments.

### Civil Society and Social Accountability

OGC will build on the close collaboration established with the CSO Division in the Partnership Bureau, and other Advisors in DGG and the Regional Bureaux, which produced the 2008 'Global Inventory on UNDP Engagement with Civil Society' and 'Voice and Accountability for Human Development: A UNDP Global Strategy to Strengthen Civil Society and Civic Engagement'.

At the request of the CSO Division, OGC has committed to supporting the priority focus area identified in the strategy 'Promoting citizen action for participatory democracy and development'. This will include the completion of a guidance note on 'fostering social accountability'. To further support the implementation of the strategy, OGC has cooperated on a primer on civil society legal frameworks, and is developing a Users' Guide on measuring and assessing civil society.



## Resources

UNDP, 'The Democratic Governance Reader – A Reference for UNDP Practitioners', New York and Oslo, 2009.

UNDP, 'DGTTF Lessons Learned Series: Asia-Pacific Access to Justice and Human Rights Assessments', Bangkok and Oslo, 2009. The series consist of six titles:

- Regional Assessment: 'Asia-Pacific Rights and Justice Initiative'
- Cambodia: 'Access to Justice in Cambodia'
- India: 'Access to Justice by Poor and Disadvantaged People' and 'Legal Empowerment Through Community Radio'
- Indonesia: 'Strengthening Access to Justice and the Rule of Law'
- Mongolia: 'Strengthening Ethics and Integrity for Good Governance in the Health Sector of Mongolia'
- Sri Lanka: 'Equal Access to Justice'

UNDP, 'Governance in Conflict Prevention and Recovery: A Guidance Note', Geneva, New York and Oslo, 2009.

UNDP, 'Elections and Conflict Prevention. A Guide to Analysis, Planning and Programming', New York and Oslo, 2009.

'Democratic Governance Training Online', [http://www.undp.org/oslocentre/flagship/democratic\\_governance\\_training\\_online.html](http://www.undp.org/oslocentre/flagship/democratic_governance_training_online.html)

UNDP, 'The OHR/Learning Resources Centre', <http://ondemandweb.undp.org/learning>

UNDP, 'Escuela Virtual', <http://www.escuelapnud.org/public/index.php>

All of the above mentioned publications are available on the OGC website: <http://www.undp.org/oslocentre> – as well as through the DG global website.

## OTHER DEMOCRATIC GOVERNANCE INITIATIVES

# Democratic Governance Thematic Trust Fund

**T**he DGTTF was created in 2001 to promote a thematic focus around UNDP's work on DG. Its main function is to provide COs with discretionary funds to explore innovative approaches and address issues in politically sensitive areas where the use of core funds may prove more problematic and slow. Since its inception, the DGTTF has disbursed approximately US \$102 million for a total of 736 projects. The DGTTF has also provided funding for the OGC and other global activities.



## DGTTF Strategy

In its nine years of operation, DGTTF has been successful as a venture capital fund promoting innovation in an area of development where it is both extremely important to make progress and notoriously hard to do so. The successful innovations have almost always led to major programmes of reform and capacity development, supported not only with UNDP core funding but even more often by other donors and the governments concerned.

The DGTTF has positioned UNDP at the forefront of strengthening the links between DG, poverty reduction, and achievement of the MDGs.

Over its life, the DGTTF has raised slightly over US \$126 million. In 2009, the DGTTF received funding of US \$14 million from the Governments of Austria, Estonia, Germany, Luxembourg, Norway and Portugal.

### Innovation in Sensitive Areas

The DGTTF is instrumental in promoting innovation at the country, regional and global levels. For example, in El Salvador, a DGTTF-funded project promoted greater access to information about the electoral process of 2009. The website 'Elecciones 2009' featured forums on women's political participation, accountability in public institutions, the legislative work and pre-election polls. In the build-up to the elections, the website received more than half-a-million hits, demonstrating great interest and eagerness of citizens to learn about the electoral process. Through the work carried out in this area, UNDP was able to contribute strategically and in a timely manner to the development of the electoral process in this Central American country.

The DGTTF also provides a platform for UNDP COs to mobilize resources and build strategic partnerships on the ground. The majority of UNDP COs that took part in the 2007 Evaluation reported that DGTTF funds helped foster strategic partnerships and facilitated mobilization of additional resources in DG.

For example, in Chile, with an investment of US \$150,000 made by the DGTTF in the project 'Fostering Inclusive Participation of Youth in the Democratic Process in Chile', the UNDP CO mobilized an additional US \$2.1 million from the Governments of Chile and Spain towards the expansion of the project.

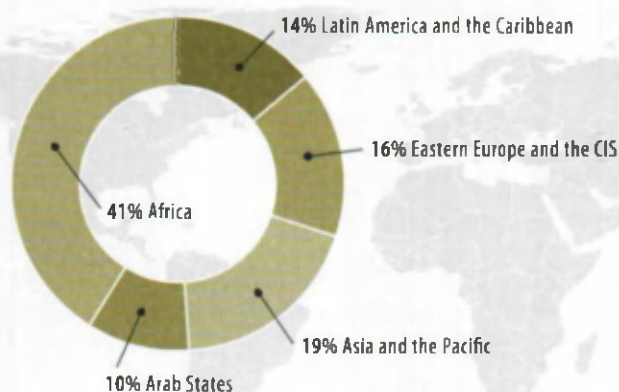


DGTTF also supports UNDP COs in engaging on politically sensitive issues where the use of core funds can be slower or more difficult, such as in the area of governance assessments. In Montenegro, a DGTTF-funded project evaluated progress of the country towards the accession into the EU under the Copenhagen criteria. Through this project, nationally owned governance indicators were established and the first report on the state of DG in Montenegro was developed.

## DGTTF on the Ground [2009/2010]

In 2009/2010, demand from UNDP COs was dominated by requests for support of e-governance and access to information; and national, regional and local governance; followed by anti-corruption, parliamentary development, justice, human rights and civic engagement, gender equality and women's empowerment, and elections. Civic engagement was introduced as a key outcome area in UNDP's Strategic Plan for 2008–2013.

### DGTTF allocations of US \$15.6 million by region 2009/2010



### Number of DGTTF projects by outcome 2009/2010



### **E-governance and Access to Information**

In the last two years, as the use of new ICTs continues to deepen in most developing countries, e-governance and access to information projects surged in programmatic terms and were in highest demand, with 24 projects supported by the DGTTF.

Increasing demand for more accountability and transparency has been met by wider promotion of citizens' access to public information. By the same token, e-governance policies and programmes are enhancing the delivery of basic services for citizens, in particular to vulnerable populations while strengthening communication channels between public institutions and stakeholders and encouraging national dialogue.

Recent projects in this area have focused on inclusion of youth in democratic processes, for example through an initiative being carried out in Madagascar called 'Mobile Governance: The Wisdom of the Crowds to Guide their Future', whose output is a sustainable, open-source system that will allow voices of youth to be heard — through MTs — thus making local and national decision-makers accountable to the voices of youth.

### **National, Regional and Local Governance**

Projects in support of national, regional and local governance continue to be in high demand, with 21 approved projects in 2009/2010, representative of all five regions. The focus of DGTTF interventions has been on strengthening decentralization, accountability, public service delivery, democratic and economic development, and provision of security particularly in times of financial crisis or political transition.

A flagship initiative 'Legal Empowerment Partnership Project' has as its overall objective, legal empowerment of the poor, and takes on a three-tiered approach at regional, national and local levels. At the regional level, for example, the Legal Empowerment for Asia Partnership facility, hosted by the Thai Ministry of Justice will be established with engagement of government and civil society counterparts from countries in the region.

### **Anti-Corruption**

In light of the ratification of the UNCAC, DGTTF has been instrumental in supporting the implementation of anti-corruption frameworks and strengthening national and local institutions to more effectively fight corruption. In 2009/2010, the DGTTF funded 10 projects across all regions in this outcome area.

In Egypt, for example, DGTTF has supported strengthening the transparency and integrity of the Governance Centre as the technical arm of the Transparency and Integrity Committee of the Government, through the development of a code of conduct for public servants in line with international standards, national indicators to assess corruption and anti-corruption, and a policy paper for the establishment of the national ombudsman system in Egypt.

### **Parliamentary Development**

In terms of parliamentary development, DGTTF has supported eight initiatives that range between efforts towards strengthening the capacity of Parliamentarians and/or their administrative staff, to increased collaboration with civil society for monitoring progress towards the achievement of MDGs such as in the case of Arab Countries.

### **Access to Justice, Human Rights, Civic Engagement and Gender**

With regard to projects in the area of justice, the DGTTF has supported six initiatives during 2009/2010 aimed at strengthening criminal justice, police and prison systems, including 'Support to Rwanda National Police through Training of Trainers of Community Policing Committees' which focuses on capacity building for members of Community Policing Committees and community liaison officers in order to promote peace, law and order, and ensure accessibility to justice for all, especially the under-privileged such as women and children in rural areas.

In the areas of human rights and civic engagement, the DGTTF supported three initiatives in each outcome area with focus on strengthening national capacity to develop and implement human rights action plans, and the promotion of national dialogue and unity.

In support of UNDP's Gender Equality Strategy, the DGTTF focused in Africa and in the Asia and the Pacific region in areas such as elections and/or parliamentary development to promote greater involvement of women in political processes at both local and national levels, particularly in countries experiencing post-conflict reconstruction such as Cote D'Ivoire.

### **Accelerating the MDGs**

Finally, in its 2010 Edition, the DGTTF has encouraged the development of projects intended to accelerate the achievement of the MDGs in relation to governance. Of the four projects supported in this area, Kazakhstan for



example is undertaking an innovative pilot aimed at understanding and tackling regional disparities as critical for truly impact-oriented MDG acceleration, since large regional differences in population incomes are the signs of differences in economic dynamics and ability [or inability] of local authorities to provide adequate services to the population.

## DGTTF Results and Lessons Learned

It will be critical and exciting to continue to monitor how projects funded under the 2009/2010 DGTTF Edition progress towards intended results and meet the challenges encountered along the way. Challenges and risks are expected given the nature of projects supported by the DGTTF.

Understanding if and how DGTTF projects have achieved their intended results and objectives, and subsequently disseminating and applying knowledge and lessons learned are critical to the success of the DGTTF as a venture capital fund that has proven to have made sound investments.

The purpose of the DGTTF Lessons Learned Series is to examine to what extent DGTTF funding has met its objectives in terms of supporting innovative and catalytic initiatives in DG based on empirical evidence from the ground. The Series also aims to capture country-level experience to feed into UNDP policy and programmes on national, regional and global levels.

Furthermore, this work is intended to strengthen institutional memory and knowledge management efforts at UNDP COs and RSCs through the codification and dissemination of tools and instruments used in the implementation of DGTTF projects and regional programmes.

## Resources

Resources as available on the UNDP website:  
<http://www.undp.org/governance> and <http://www.undp.org/oslocentre>

DGTTF Evaluation Report 2007

DGTTF Annual Reports 2005–2009

DGTTF Lessons Learned Series. 2009. for Asia: Regional Assessments, Cambodia, Indonesia, India, Sri Lanka and Mongolia



**SECTION 6 - REGIONAL SERVICE CENTRES**





## SECTION 6

# REGIONAL SERVICE CENTRES

UNDP supports DG programmes, projects and initiatives in more than 130 countries around the world. This is done on a demand-driven basis, with governments and other national stakeholders requesting support in various forms from the UNDP COs. Whenever a CO needs support in delivering as requested, staff will first turn to the DG team at the RSC, which is part of a Regional Bureau. Because challenges in DG differ among regions, and among countries, the focus of the Regional Centres will also differ.

- ☑ ASIA AND THE PACIFIC [BANGKOK, COLOMBO AND FIJI]
- ☑ LATIN AMERICA AND THE CARIBBEAN  
[PANAMA AND PORT-OF-SPAIN]
- ☑ ARAB STATES [CAIRO]
- ☑ AFRICA [JOHANNESBURG AND DAKAR]
- ☑ EASTERN EUROPE AND THE CIS [BRATISLAVA]

## REGIONAL SERVICE CENTRES

# Asia and the Pacific

### [Bangkok, Colombo and Fiji]

Rising inequality and deepening poverty, aggravated by global economic crises compound democracy deficits. Reflecting on these deficits and their impact on the achievement of the MDGs, the DG Practice in Asia and the Pacific focuses its regional efforts in strengthening DG to achieve the MDGs for sustainable human development. Our efforts contribute to accelerating progress through increased responsiveness, accountability and transparency of governance institutions; and addressing democratic deficits by enabling the poor and disadvantaged groups to participate in decision-making.

## Vision and Strategy

We aspire to be the regional extension of COs in strengthening DG and realizing human rights for the achievement of MDGs, by providing innovative, relevant and results-oriented solutions.

Our underlying strategy is anchored in targeted capacity development of both regional and national institutions. This ensures sustainability and ownership of results. It also forges partnerships with international, national and local stakeholders to leverage resources. Understanding that DG is both the means and the end for sustainable development, initiatives are based on cross-practice approaches. Particularly in DG, we support catalytic interventions to help position national governments apply otherwise politically sensitive normative principles in DG.

## Areas of Support

### Specific Capacity Areas

- ☑ Widening Democratic Space [parliamentary development, electoral support and communication for empowerment];
- ☑ Decentralization and Local Governance;
- ☑ Rights and Justice [human rights, access to justice, gender equality and indigenous peoples' rights] <http://regionalcentrebangkok.undp.or.th/practices/governance/a2j>;
- ☑ Accountability and Transparency <http://www.anti-corruption.org/asia-pacific>;
- ☑ Governance of Aid <http://www.AidEffectiveness.org> .

### Services to the Region

**Strategic policy advice and advocacy:** Promoting UN priorities with partners and seeking to provide them with timely and up-to-date advice on development challenges, building on comparative experience and knowledge inside and outside of UNDP.

**Capacity development and training:** Supporting institutional development and dedicated training for host Governments, UN staff and partners. The Centres help countries to draw up strategies to address capacity constraints that inhibit realization of the MDGs.

**Knowledge services:** Distilling knowledge and experience into relevant products and tools and collecting and disseminating it. The Centres also provide expert referrals and facilitate transfers of expertise between countries in the Asia and the Pacific region.

**Policy research and analysis:** Producing regional and country-specific reports, policy briefs and applied research papers and codifying lessons learnt.

**Programme development and technical backstopping:** Strengthening UN Country Team capacity with regard to design, implementation, monitoring and evaluation of programmes in a host country.

### UNDP COs and Countries Covered by the Regional Centres

UNDP Regional Centres in Asia and the Pacific provide advisory services to 24 UNDP COs covering 36 countries, from Iran to Samoa, and Mongolia to Timor-Leste.



## REGIONAL SERVICE CENTRES

# Latin America and the Caribbean

### [Panama and Port-of-Spain]

Latin America is in a crucial phase of major changes and challenges, three decades after the first return of elected governments and representative democracy. Challenges include the institutions, the quality of life of citizens, persistent inequalities in socio-economic terms, and cultural-ethnic and gender relationships. The financial crisis impacts on the poor, and devastating natural disasters on top of the persistent inequalities has emerged as a catastrophe for millions of citizens.

## Strategic Objectives

The Regional Bureau for Latin America and the Caribbean DG Cluster implements the Latin America and the Caribbean Regional Programme to respond to the region's emerging challenges to DG. With the goal to contribute to building up a citizens' democracy in the region, the programme promotes civil, political, economic, social and cultural rights for all, with a focus on fostering inclusive participation and strengthening transparency and accountability of government institutions.

The DG Cluster, with the support of the Regional Centre in Panama and Port-of-Spain, is implementing a set of regional projects and initiatives. More information on this is available at:  
<http://www.gobernabilidaddemocratica-pnud.org> .

## Panama Regional Centre

The Regional Centre offers technical and thematic assistance to UNDP COs, supporting the implementation of the Latin America and the Caribbean Regional Programme through regional projects, associate experts and regional advisors, with a particular focus on local governance and decentralization. The Centre offers a strategic menu of resources, recommendations, lessons learnt and best practices. The Centre can also offer specialized teams of experts on Local Governance, Decentralization, Transparency and Accountability, and Citizens' Participation among others.

Some of the most important services offered are:

- ☑ Implementation of diagnostic and policy formulation tools;
- ☑ Design and implementation of tools to strengthen local governance, public management, decentralization, transparency and other related themes;
- ☑ Technical exchange and promotion and south–south cooperation;
- ☑ Systematization and dissemination of successful governance experiences from COs;
- ☑ Project management and evaluation advice;
- ☑ Promote communities of practice in various governance topics.

More information on this is available at:

<http://www.regionalcentre-lac-undp.org>.

## Port-of-Spain Regional Centre

The Port-of-Spain Office [RSC-PoS] provides services to five COs — Barbados, Guyana, Jamaica, Suriname, and Trinidad and Tobago — and through them to the 15 island states of the Caribbean. Additionally, the governance team provides technical backstopping, monitoring and evaluation expertise in the delivery of country-based activities, project design, assessments, implementation and evaluation; and deliver specific regionally focused activities to develop regional and national capacities and promote regional cooperation and coordination.

The DG work of the RSC-PoS is supported through two initiatives:

**Dialogue and Sensitization Project:** to promote social cohesion in the Caribbean, aiming to identify the root causes of polarization and citizen security challenges in the region.

**Enhancing Caribbean Capacities:** to design and implement sustainable citizen security programmes.

## REGIONAL SERVICE CENTRES

### Arab States [Cairo]

As much as there are country variations, there are also common priorities in the Arab region. To be responsive to its citizens and deliver equitably, state capacity to plan, allocate resources, distribute and regulate assets is germane. Mechanisms of accountability need to be further strengthened. Fostering inclusive processes for social inclusion, legal empowerment and political participation will be needed to complement and monitor state efforts. Evidence that is sensitive to women and youth needs to better feed into monitoring and access to information regimes.

### Highlights of Regional Programmes

The joint UNDP-OECD Initiative on Good Governance for Development in the Arab Countries [<http://www.arabgov-initiative.org>] launched in 2005 has played a catalytic role in focusing regional policy dialogue on anti-corruption. To date regional initiatives have helped 15 Arab countries ratify the UNCAC. In 2008, anti-corruption authorities from 17 Arab countries met to launch ACINET as the first Arab-owned platform for knowledge networking, capacity development and policy dialogue.

Other important regional efforts include the work of the MENA Financial Action Task Force on advancing anti-money laundering measures [<http://www.menafatf.org>] and the work of Arab Parliamentarians against Corruption on strengthening the capacity of parliamentarians to fight corruption [<http://www.arpacnetwork.org>].

The Parliamentary Development Initiative for the Arab Region has developed an Arab bulletin on Parliamentary Affairs and a database with wide knowledge products on parliamentary affairs [<http://www.arabparliaments.org>] and has facilitated the creation and activities of a number of working



groups of Arab parliamentarians on: Security Sector Reform; Reform of the Parliaments' Rules of Procedures; Political Parties' Legislation; Developing a Human Rights Approach to the Security Sector Governance; and Gender and Citizenship Initiative.

## Regional Centre Cairo [RCC] Initiatives

The RCC was established in 2009. The Governance Practice at the RCC hopes to achieve:

- ☑ Linking DG to poverty reduction, MDGs and sustainable development;
- ☑ Upstream and downstream support for local governance, public administration, justice reform, and electoral and parliamentary assistance;
- ☑ Enhancing rights based development and promoting legal empowerment of the poor.

The drivers of development informing the governance practice in the Arab States region are:

- ☑ Capacity development of supply- and demand-side institutions of DG;
- ☑ Knowledge management, with increased Arabic content;
- ☑ Tailored support to different groups of countries;
- ☑ South-south cooperation;
- ☑ Building partnerships with Arab regional institutions.

The drivers of development informing the governance practice in the Arab States region are:

**Governance and conflict:** in-depth study of DGTTF projects over the period 2002–2007 will inform a strategy for governance assistance in crisis countries in 2010 and 2011.

**Governance and economic development:** support governance analysis for MDG reporting and up-scaling, support governance of natural resources, and support governance for sector reform.

**Governance of diversity, legal empowerment and social inclusion:** sponsor consultative discussion on social inclusion and legal empowerment which link regional initiatives for judicial reform, human rights promotion, and integrity.

**Rights-based development in support of human rights:** national machinery and promotion of social and economic rights for MDGs and climate change interventions.

## REGIONAL SERVICE CENTRES

### Africa

[Johannesburg and Dakar]

There have been significant improvements in Africa's social and economic conditions in the recent past, due to the renewed commitment by African countries to address the developmental challenges, including stagnant or marginal growth, high levels of poverty, corruption, election management, cross-border wars and internal conflicts. In addition to its instrumental value, there is also a clear consensus on the intrinsic value of DG as a desirable development outcome and the best way for African people to shape their own destiny.

### Regional Programme Support Services

COs in Africa are serviced by two RSCs: one in Johannesburg covering East and Southern Africa, and another in Dakar covering West and Central Africa. The DG Practice ongoing country portfolio in Africa consists of 556 projects, with a total budget of US \$247 million for 2010.

In addition to specific country support, regional support is provided to African regional institutions through the UNDP Regional Governance Programme, which is aimed at:

- ☑ Strengthening the capacities of the AU and regional economic communities in promoting and implementing governance programmes and initiatives in Africa as a means towards regional and sub-regional integration;
- ☑ Strengthening political and economic governance and enhanced service delivery;
- ☑ Consolidating DG through collection, analysis and codification and dissemination of crucial governance experiences, lessons and knowledge;
- ☑ Enhancing gender equality in governance processes and institutions and the role of women in key decision-making.

Partnering with regional institutions is provided through the ‘Consolidating Democratic and Participatory Governance in Africa’ programme. This multimillion dollar programme has four key components: (i) Support to strengthening of capacities of the AU and regional communities to implement their governance initiatives and enhance capacities to implement and enforce regional frameworks and standards; (ii) Support to the Africa Peer Review Mechanism; (iii) Support to the Africa Governance and Public Administration Programme aimed at supporting the Conference of African Ministers of the Public Service and their continental and national programmes; (iv) Coordination of UNECA/UNDP Joint Governance Initiatives including the publication of the flagship Africa Governance Report led by the UNECA and the hosting of the Africa Governance Forum under the UNDP leadership.

## East and Southern Africa [Johannesburg]

### Strategy

The UNDP RSC for Eastern and Southern Africa has outlined three key elements that can address the challenge to institutionalizing DG in Africa:

- ☑ Capacity and effectiveness of the state as a whole and its ability to understand and carry out its mandated functions;
- ☑ Participation of people in all levels of decision-making and the role of civil society;
- ☑ Effective policy making and service delivery [economic governance].

The RSC based in Johannesburg provides demand- and supply-driven policy advisory, capacity building, technical assistance and programme support in the area of DG to programme COs and to regional institutions, such as the AU and regional economic communities such as the Southern African Development Community, the Economic Community of West African States, the Common Market for Eastern and Southern Africa, the West African Economic and Monetary Union, the East African Community, and the Intergovernmental Authority on Development among others. For more information: <http://www.undprc-esa.org.za> .

### Country Support Services

Working through a multi-disciplinary team of governance experts, the Regional Centre provides policy advice and technical support to a diverse range of countries in East and Southern Africa in the following areas: Parliamentary Development, Access to Justice, Human Rights, Public



Administration Reform, Anti-Corruption, Local Governance, and Electoral Systems and Processes.

The Regional Centre has worked closely with and supported UNDP COs in diverse development situations ranging from crisis countries, countries recovering from crisis, countries conducting elections and countries in normal development situations. Countries supported include Angola, Botswana, Burundi, Comoros, Democratic Republic of Congo, Eritrea, Ethiopia, Kenya, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Rwanda, Seychelles, South Africa, Swaziland, Tanzania, Uganda, Zambia and Zimbabwe.

The Regional Centre also facilitates and manages the Sub-Regional Governance CoP comprised of country-level governance practitioners which serves as a **peer-to-peer** learning and experience sharing platform that brings together UNDP Governance Practitioners in the region.

## West and Central Africa [Dakar]

### Strategy

Building on its coverage of and presence in 23 countries and the capacity of the Regional Centre Dakar [RCD], the sub-Regional DG Practice for West and Central Africa works to:

- ☑ Enhance participation and civic engagement in public affairs [political and economic];
- ☑ Strengthen the capacity, responsiveness, accountability and effectiveness of the State to serve the people in accordance with national and international law;
- ☑ Systematically contribute to and build mechanisms for managing, capturing, analyzing and sharing DG knowledge generated throughout Africa.

The RCD provides demand- and supply-driven policy advisory, capacity building, technical assistance and programme support in the area of DG to programme countries and COs, and to regional institutions such as the AU and regional economic communities.

### Country Support Services

Working through a multi-disciplinary team of governance experts, and in close collaboration with the DG team in Johannesburg, the Regional Centre provides policy advice and technical support to Benin, Burkina Faso, Cameroon, Cape Verde, Central African Republic, Chad, Congo, Cote d'Ivoire, Equatorial Guinea, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Mauritania, Niger, Nigeria, Sao Tome and Principe, Senegal, Sierra Leone and Togo in the following areas:

- ✓ Access to justice and human rights;
- ✓ Access to information and e-governance;
- ✓ Anti-corruption;
- ✓ Electoral cycle support;
- ✓ Local governance;
- ✓ Parliamentary development and political parties;
- ✓ Public administration reform.

The Regional Centre also facilitates and manages the Sub-Regional DG CoP comprised of country-level governance practitioners which serves as a **peer-to-peer** learning and experience sharing platform that brings together UNDP Governance Practitioners in the region.

## REGIONAL SERVICE CENTRES

# Eastern Europe and the CIS

### [Bratislava]

In 20 years of transition, countries have gone a long way in their democratic transformation, with most having successfully established legal frameworks and the basic institutions of democracy and having seen the emergence of a vibrant civil society. The EU accession process has played a major role in stimulating governance reforms in many countries. But challenges remain in terms of capacities to achieve ambitious development agendas while ensuring government accountability and empowering participation of citizens, not least women and vulnerable groups.

## Strategy

Building on its presence in 28 countries and the capacity of the Bratislava Regional Centre, the Regional DG Practice works to:

- ☑ Strengthen legal and policy frameworks and institutional capacities at central and local level for strategic planning, evidence-based and inclusive policy making, policy coordination, and public service delivery;
- ☑ Promote public integrity, citizens' participation, quality service delivery and public accountability;
- ☑ Support national human rights institutions to meet the requirements of international and national laws, and promote legal empowerment and access to justice for all citizens.



## Practice Capacities

The DG Practice [<http://europeandcis.undp.org/governance>] offers substantial capacities, knowledge and an evidence base in support of good governance in the region, particularly in the areas of:

**Local governance and decentralization:** including capacity development of local governments, support to decentralization policies, municipal management, local development [participatory local development planning, and performance budgeting], and public service delivery [including inter-municipal cooperation and public-private partnerships].

**Public administration reform and anti-corruption:** including policy formulation reform, strengthening public accountability and corruption prevention in the framework of the UNCAC, civil service reform, expansion and consolidation of regional networks, and the transfer of transition knowhow [east-east cooperation].

**Human rights and access to justice:** including support to NHRIs, the application of the human rights-based approach to programming, access to justice initiatives and cooperation with the UN human rights machinery.

The DG Practice ongoing portfolio in the region consists of more than 350 projects, with a total budget for 2010 of US \$79 million.

The Practice relies on the expertise of a wide network of people, including 160 practitioners contributing to the work of the practice, with 79 UNDP CO focal points in the region specialized in one of the areas of DG and about 80 practitioners external to UNDP from NGOs, academia and other partners involved in the same professional areas, organized in several Communities of Practitioners.

Hundreds more government, civil society and academia representatives from the region also participate in several professional networks on Public Administration Reform, Human Resource Management, Policy Impact Assessment, Anti-Corruption, and Ombuds institutions. These networks benefit from interactive online platforms [<http://ws.undp.sk>] and are supported and facilitated by 14 specialized regional staff.

## Acronyms

<b>ACE</b>	.....	The Electoral Knowledge Network
<b>ACINET</b>	.....	Anti-Corruption and Integrity Network
<b>AIDS</b>	.....	Acquired Immune Deficiency Syndrome
<b>AU</b>	.....	African Union
<b>Bappenas</b>	.....	National Development Planning Agency, Indonesia
<b>BCPR</b>	.....	Bureau for Crisis Prevention and Recovery, UNDP
<b>BDP</b>	.....	Bureau for Development Policy, UNDP
<b>CEDAW</b>	.....	Convention on the Elimination of All Forms of Discrimination against Women
<b>CIS</b>	.....	Commonwealth of Independent States
<b>CO</b>	.....	Country Office
<b>CoP</b>	.....	Community of Practice
<b>CSO</b>	.....	Civil society organization
<b>DAC</b>	.....	Development Assistance Committee [OECD]
<b>DESA</b>	.....	Department of Economic and Social Affairs [United Nations]
<b>DG</b>	.....	Democratic Governance
<b>DG K-Base</b>	.....	DG Knowledge Base
<b>DGG</b>	.....	DG Group
<b>DGP-Net</b>	.....	DG Practice Network
<b>DGTF</b>	.....	DG Thematic Trust Fund
<b>DPKO</b>	.....	Department of Peacekeeping Operations [United Nations]
<b>EU</b>	.....	European Union
<b>GAP</b>	.....	Governance Assessment Portal
<b>GHRSP</b>	.....	Global Human Rights Strengthening Programme
<b>GPECS</b>	.....	Global Programme on Electoral Cycle Support
<b>GPPS</b>	.....	Global Programme for Parliamentary Strengthening
<b>HIV</b>	.....	Human Immune Deficiency Virus
<b>HQ</b>	.....	Headquarters
<b>HuriTalk</b>	.....	UN Human Rights Policy Network
<b>ICTD</b>	.....	Information and Communications Technology for Development
<b>ICTs</b>	.....	Information and communication technologies
<b>IDEA</b>	.....	International Institute for Democracy and Electoral Assistance
<b>IDPs</b>	.....	Internally Displaced Persons
<b>iKnowPolitics</b>	..	International Knowledge Network of Women in Politics
<b>IPU</b>	.....	Inter-Parliamentary Union
<b>KM</b>	.....	Knowledge Management
<b>LBA</b>	.....	Lao Bar Association

<b>LDC</b> . . . . .	Least Developed Country
<b>LEADING</b> . . . . .	Leadership and Innovations in DG
<b>LEP</b> . . . . .	Legal Empowerment of the Poor
<b>MDGs</b> . . . . .	Millennium Development Goals
<b>MENA</b> . . . . .	Middle East and North Africa
<b>MISA</b> . . . . .	Media Institute of Southern Africa
<b>MTs</b> . . . . .	mobile technologies
<b>NDI</b> . . . . .	National Democratic Institute
<b>NGO</b> . . . . .	Non-governmental organization
<b>NHRIs</b> . . . . .	National Human Rights Institutions
<b>OECD</b> . . . . .	Organisation for Economic Co-operation and Development
<b>OGC</b> . . . . .	Oslo Governance Centre
<b>PAR</b> . . . . .	Public Administration Reform
<b>PRSP</b> . . . . .	Poverty Reduction Strategy Paper
<b>RCC</b> . . . . .	Regional Centre Cairo
<b>RCD</b> . . . . .	Regional Centre in Dakar
<b>RIPP</b> . . . . .	Regional Initiative on Indigenous Peoples' Rights and Development
<b>RSC</b> . . . . .	Regional Service Centre
<b>RSC-PoS</b> . . . . .	RSC — Port-of-Spain Office
<b>SARC</b> . . . . .	Sexual Assault Referral Centre
<b>SDM</b> . . . . .	Service Delivery Model
<b>SDP</b> . . . . .	Service Delivery Platform
<b>SWLA</b> . . . . .	Somaliland Women's Lawyers' Association
<b>UN</b> . . . . .	United Nations
<b>UNACEB</b> . . . . .	Unit of Analysis, Monitoring and Evaluation Budget
<b>UNCAC</b> . . . . .	United Nations Convention against Corruption
<b>UNCDF</b> . . . . .	United Nations Capital Development Fund
<b>UNDAF</b> . . . . .	United Nations Development Assistance Framework
<b>UNODC</b> . . . . .	United Nations Office on Drugs and Crime
<b>UNDP</b> . . . . .	United Nations Development Programme
<b>UNECA</b> . . . . .	United Nations Economic Commission for Africa
<b>UNESCO</b> . . . . .	United Nations Educational, Scientific and Cultural Organization
<b>UNICEF</b> . . . . .	United Nations Children's Fund
<b>UNIFEM</b> . . . . .	United Nations Development Fund for Women
<b>UNOHCHR</b> . . . . .	Office of the United Nations High Commissioner for Human Rights
<b>WBI</b> . . . . .	World Bank Institute



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