



**Democratic Governance Group:
Annual Report 2005**

Acronyms

ACE	Administration and Cost of Elections
BCPR	Bureau for Crisis Prevention and Recovery
BRSP	Bureau for Resources and Strategic Partnerships
BDP	Bureau for Development Policy
CDG	Capacity Development Group
CIS	Commonwealth of Independent States
CORE	Cost of Registration and Elections
CSO(s)	civil society organization(s)
DGG	Democratic Governance Group
DGPN	Democratic Governance Practice Network
DGTF	Democratic Governance Thematic Trust Fund
DLGUD	Decentralization, Local Governance, and Urban/Rural Development
EC	European Commission
EISA	Electoral Institute of Southern Africa
GOPAC	Global Organization of Parliamentarians against Corruption
GPPS	Global Programme for Parliamentary Strengthening
HDV(s)	human development viewpoint(s)
HURIST	Human Rights Strengthening
ICT	information and communications technology
IIDEA	International Institutional Development and Environmental Assistance
IFES	International Foundation for Election Systems
IPS	Integrated Package of Services
JSSR	Justice and Security Sector Reform
LDC(s)	least developed country(ies)
LIC(s)	low income country(ies)
MDG(s)	Millennium Development Goal(s)
MP(s)	member(s) of parliament
MYFF	Multi-Year Funding Framework
NDI	National Democratic Institute
ODA	Official Development Assistance
OGC	Oslo Governance Centre
OHCHR	Office of the United Nations High Commissioner for Human Rights
PAR	public administration reform
POGAR	Programme on Governance in the Arab Region
RBA	Regional Bureau of Africa
RBAS	Regional Bureau of Arab States
ROAR	results-oriented annual report
SL	service line
SURF	Sub-Regional Resource Facility
TTF	Thematic Trust Fund
UNCAC	United Nations Convention against Corruption
UN DESA	United Nations Department for Economic and Social Affairs
UNDEF	United Nations Democracy Fund
UNDP	United Nations Development Programme
UNEAD	United Nations Electoral Assistance Division
UNIFEM	United Nations Development Fund for Women
UNODC	United Nations Office on Drugs and Crime
VDA	Virtual Development Academy

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Executive Summary

In 2005, UNDP continued to expand and consolidate its work in democratic governance, which leads the agency's practices in terms of expenditure and presence in country programmes. Democratic governance accounted for approximately 46 percent (nearly \$1.4 billion) of UNDP's global technical assistance expenditures in all practice areas in 2005. This amount, twice that of any other single practice area, makes UNDP one of the world's largest providers of governance technical assistance. Moreover, of the 135 UNDP Country Offices, a total of 133 (or 99 percent) reported work in democratic governance, making it the second-most common practice (after poverty) in the organization.

The Democratic Governance Group (DGG) has lead UNDP's effort in this area by supporting global and national initiatives for fostering democratic governance. During 2005, DGG, through its seven service lines, has helped advance UNDP's position in advocating for strengthened linkages among democratic governance, poverty reduction, and the Millennium Development Goals (MDGs).

DGG has supported national efforts in democratic governance through the following core services: policy advice and technical support; knowledge networking and sharing of good practices; strengthening capacity of institutions and individuals; advocacy, communications, and public information; and fostering strategic partnerships. These services are provided through seven service lines (SLs).

In 2005, DGG work's in the area of *Policy Support for Democratic Governance* (SL 2.1) strengthened UNDP's position as the largest global democratic governance assistance provider in terms of resources and geographic coverage. DGG further consolidated the Democratic Governance in terms of numbers as well as in terms of services and products provided—including the Democratic Governance Thematic Trust Fund (DGTTF), the Democratic Governance Practice Network (DGPN), and the Oslo Governance Centre (OGC). In addition, the policy advice, support, and tools provided to Country Offices have helped to improve ownership and leadership in the management and decision-making of democratic governance policies, programmes/projects, and processes¹.

In the area of *Parliamentary Development* (SL 2.2), a robust and rapidly expanding area of UNDP's democratic governance practice, DGG has continued to support the three functions of legislatures—oversight, law making, and representation—although in 2005 the emphasis was overwhelmingly on enhancing the representation function, which accounted for 32 of the 46 outcomes reported. The organization now supports over 50 parliaments around the world, from Algeria to Viet Nam. In 1995, in comparison, there were only four parliamentary development projects supported by UNDP. Africa remains the region with most parliamentary development activities (50 percent of Country Offices). In the Arab States region, meanwhile, the number of parliament-related projects has nearly tripled since 2001, rising from 4 to 11.

DGG's work in *Electoral Systems and Processes* (SL 2.3) focused on three areas in 2005: policy advice to programme countries/UNDP Country Offices; knowledge management; and partnership

¹ For Country Office assessments of DGG products and services, see: UNDP, 2005 Country Office Assessment of HQ Products and Services, BDP. Prepared by GlobeScan, 14 March 2006.

building. The approach has been to use practice to drive policy while ensuring that policy sufficiently informs practice. This is done by using the lessons identified through policy advisory initiatives and by Country Offices to inform global knowledge products, and vice versa. In recognition of the fact that no results are achieved alone, DGG has also placed considerable emphasis on nurturing partnerships within and beyond the UN system in the area of elections. Significant progress was made towards achieving the planned 2005 outputs and overall UNDP development outcomes. These efforts helped DGG maintain its leadership role as a quality provider of electoral systems and processes support.

Justice and Human Rights (SL 2.4) continues to be an area where UNDP is successfully leveraging its recognized impartiality and trust by engaging in critical yet sensitive issues. These include working in post-conflict situations to support transitional justice and security sector reform through assistance in drafting of legislation for the establishment of truth and reconciliation bodies and special courts/tribunals to address the crimes of the past (e.g., Bosnia and Herzegovina, Liberia, and Sierra Leone). Through the Hurist (Human Rights Strengthening) programme, DGG in 2005 was involved in the UN-wide Action 2 Programme that focused on supporting national human rights promotion and protection systems. UNDP has been instrumental in building the capacity of justice institutions such as courts, the police, and public registries—and seeking to ensure that these institutions are professional and accessible to the most vulnerable groups.

During 2005, DGG's work in the area of *E-governance and Access to Information* (SL 2.5) focused on improving the accessibility and relevance of information and communication mechanisms for vulnerable groups; increasing the transparency and accountability of government operations; fostering wider access to public information; and enhancing government–citizen dialogue and interaction. In 2005, one of the major efforts of the service line has been to capture the experiences and lessons learned from existing projects. In terms of access to information, special emphasis was placed on the development of key practical guidance materials focusing on the information and communication needs of poor people. These materials are to be used by UNDP Country Office staff to help improve existing partnerships—and to create new ones—with key organizations active in the area of access to information.

In the service line *Decentralization, Local Governance, and Urban/Rural Development* (SL 2.6), DGG's work during 2005 focused on issues related to decentralization and local governance, both globally and in each of the five regions (as stated in the 2005 MYFF). This service line has provided UNDP an opportunity to continue expanding its reach—from collaborating with mainly national-level officials in the past, to forging solid partnerships with sub-national, local, and community-level leaders today. This shift is a testament to the organization's commitment to always bring the development agenda back to where it matters the most. To this end, localizing the Millennium Development Goals (MDGs) has continued to be a major part of UNDP's Integrated Package of Services (IPS). UNDP continues to emphasize support for macro decentralization policy making; local governance institution building, including strengthening participation and partnerships in service delivery; policy formulation and resource management; and urban and rural development.

UNDP is working comprehensively on *Public Administration Reform and Anti-Corruption* (SL 2.7), mostly in the areas of reform for efficient, effective, responsive, and pro-poor public services, and institutional/legal/policy frameworks to promote and enforce accountability, transparency, and

integrity in public service. During 2005, UNDP's work in this area focused not only on the traditional sphere of public administration, but also on the links among public administration, the private sector, and civil society. UNDP's anti-corruption focus is an emerging growth area for UNDP's democratic governance work. Anchored in UNDP's stronghold in public administration reform, it responds to urgent demand for attention toward more politically sensitive areas outside the traditional boundaries of public sector support, including creating responsive, transparent, and accountable public administrations; facilitating participation of citizens in decision making that affect their lives; demanding integrity from public officials and in business transactions; and fighting corruption to alleviate poverty.

DGG further strengthened its work on *Gender* in 2005 by better integrating the goal of gender equality in UNDP advisory services. Among the most significant actions has been a strengthening of staff capacity to provide gender-sensitive policy and programme advice; a review of materials to identify gaps and entry points; and a review of reporting mechanisms. Moreover, DGG policy advisors at headquarters worked closely with a gender expert—the co-author of the 2003 publication *Transforming the Mainstream: Gender at UNDP*—to clarify understanding of the issues and identify problem areas. They facilitated an intensive electronic discussion on DGPNet, the first of its kind to engage the 1,300 governance practitioners in gender issues. "Empowerment of women is good for governance" was a sub-theme of the Annual Global Governance Retreat 2005.

Finally, the Democratic Governance Practice has continued to consolidate itself as a knowledge-based organization, a development most evident in the *Democratic Governance Practice Network (DGPNet)*. In 2005, DGPNet membership increased by 20 percent, growing from 1,213 in January 2005 to over 1,500 by the end of December 2005. DGPNet was the busiest of the practice networks. It received 94 queries (and handled three times this amount off the "off network"), and provided 86 consolidated replies and 20 revised consolidated replies. The overwhelming majority of queries were for comparative experiences (77, or 82 percent) with 17 (18 percent) being expert referrals. Thirteen news updates were prepared, and 35 info messages were posted.

The *Oslo Governance Centre (OGC)*, UNDP's think tank on democratic governance, supported the organization in the promotion of democratic governance through the following five key areas of activity: knowledge management and the development of knowledge products; policy advice and technical support to Country Offices; partnerships with leading policy and research institutes in both the North and South; promoting capacity development; and advocacy and outreach. During 2005, the centre was instrumental in building capacity within government institutions to make them more responsive to the needs of their citizens, and in supporting the empowerment of poor and vulnerable groups to participate more effectively in public life². In its efforts to achieve these goals, OGC developed useful knowledge products, strengthened strategic partnerships, provided policy advice and support, and organized and participated in key workshops and seminars. Furthermore, OGC played an important role in expanding knowledge on governance within UNDP and strengthening the capacity of its staff to promote the practice of democratic governance in partner countries. In 2005, the centre contributed to the increase in UNDP knowledge development through fellowships, training, networking and codification of initiatives generated through policy analysis, applied research via the practice and knowledge networks, and various.

² See: UNDP/BDP/DGG, *Oslo Governance Centre Annual Report 2005*, Oslo, Norway: OGC, 2005. Online: <http://www.undp.org/oslocentre/docs06/OGC-AnnualReport-2005-Feb2006-Final.doc>

Introduction

The history and development of the Democratic Governance Group (DGG) in UNDP reflects the idea that the practice of democratic governance is nurtured by change. Under the stewardship of Gita Welch, the Democratic Governance Practice moved steadily from an early piloting phase to full establishment between 2002 and 2005. Its creation and growth, both in terms of human capacity and programming scope, are a fundamental part of the transformation of UNDP from a funding agency to a global knowledge network. No longer merely a small handful of advisors in Headquarters, the Democratic Governance Practice is composed mostly by national programme officers, spread out through the entire spectrum of UNDP's 135 Country Offices. There are 28 governance advisors based in New York and in regional locations including the Oslo Governance Centre (OGC). All are linked electronically by the Democratic Governance Practice Network, which has 1,057 members within UNDP, the wider UN system, and some partner organizations.

DGG continues to carry out UNDP's mandate to support countries in achieving the Millennium Development Goals (MDGs) through its work in fostering democratic governance. The financial figures in the (Multi-Year Funding Framework (MYFF)), as well as the reports on achieving outcomes since 2002, show that the Democratic Governance Practice has strengthened its capacity as a global leader in cultivating inclusive, effective, and accountable governance for poverty eradication. Since 2002, DGG has offered a successful model for knowledge-based service delivery by consolidating thriving communities of practice and knowledge networks around six of its seven service lines (SLs): Parliamentary Development; Electoral Systems and Processes; Justice and Human Rights; E-governance and Access to Information; Decentralization, Local Governance, and Urban/Rural Development; and Public Administration Reform and Anti-Corruption. The first service line, Policy Support for Democratic Governance, covers the cross-cutting areas.

This Democratic Governance Group Annual Report 2005 is divided into three sections, including the Introduction. The second section, the bulk of the report, presents the work in the seven service lines and highlights the main activities during the year that helped to shape DGG's signature services and products. From supporting electoral assistance in 46 countries, with other external partners and those on the ground, to fostering membership in its electronic network, the DGPNet, DGG offers real-time access to evidence-based policy services in democratic governance—and disseminates the lessons learned and knowledge gained throughout the UNDP units and Country Offices worldwide. The third section, the annex, reproduces the MYFF report on democratic governance for 2005. This report not only illustrates DGG's strengths across the various service lines and specific products developed, but also helps to identify areas of work that require additional support, including funding, resources, and the rescheduling of priorities as needed.

As the MYFF shows³, since 2000 UNDP's democratic governance assistance has accounted for the largest share of country-level programme expenditures. For the period 2000-2002, combined donor and local resources delivered in the area of governance stood at \$223 million, or 42 percent of total expenditure on programmes in UNDP. For 2003, the figure was \$744 million, or 40 percent of total expenditure. Programme expenditure in 2004 in democratic governance totalled \$1.4 billion, coming from regular and other sources, both donor and local. In 2005, democratic governance

³ <http://www.undp.org/execbrd/adv2006-annual.htm>

again led the other practice areas, accounting for \$644 million, accounting for 46 percent of total expenditure in UNDP.

With activities in democratic governance on the rise in a growing number of programme countries, donor financing has been stepped up through the Democratic Governance Thematic Trust Fund (DGGTF). Since its creation in 2001, DGGTF has received a total of more than \$68 million in contributions. In 2005 alone, \$12,584,000 was allocated to field projects in six of the seven service lines of the Democratic Governance Practice area.

In sum, these are achievements of which DGG is proud—and on which it expects to build during the coming year. This Annual Report aims to help DGG report on its work and to strengthen understanding and collaboration within the organization to achieve UNDP's common goals in democratic governance.

Thematic Updates

Policy Support for Democratic Governance

Responsive governance at all levels of society helps to provide an enabling environment for countries to achieve their MDG targets, in particular the elimination of human poverty. The prominence of UNDP in support of democratic governance can help translate these commitments into policy. In 2005, DGG's work on Policy Support for Democratic Governance contributed towards the strengthening of UNDP's position as a global democratic governance actor and the achievement of UNDP's goal of fostering democratic governance by reinforcing the democratic governance community of practice. Its support focused on four main areas: 1) advocacy and communication for democratic governance, both at the internal and external level; 2) knowledge management; 3) partnership building; and 4) policy support to Country Offices.

A major effort was made to support global democracy-related processes and continue extensive policy dialogue with both bilateral and multi-lateral partners. This effort helped to promote the work of UNDP in the area of democratic governance and to forge a stronger substantive policy dialogue as a central element of the strategic partnerships for results. The partnerships in global and regional democratic movements and events contributed to creating awareness about the democratic gaps that still exist in the world. They also assisted in developing national democratic strategies to improve governance and poverty reduction through responsive government.

In 2001, as part of larger organizational reforms, UNDP established the Democratic Governance Thematic Trust Fund (DGTTF). The new fund was given a mandate of supporting the community of practice architecture, aligning corporate policy making, and consolidating resources in the area of democratic governance. An update on the activities and achievements of DGTTF in 2005 is included as part of the reporting for the Policy Support for Democratic Governance service line. DGTTF Annual Reports are available online at <http://www.undp.org/governance/ttf.htm> (*see box 1 in p.11.*)

Key achievements and activities in 2005

- **Strengthened position of UNDP as a global democratic governance actor.** UNDP is one of the largest providers of governance assistance; in 2005 alone, it spent a total of nearly \$1.4 billion on projects in 133 out of the 135 countries served by organization. DGG, the "engine" of the Democratic Governance Practice, stands at 1,600 members strong. Its products and services (particularly DGTTF and DGPN) were rated highly in terms of client satisfaction in both 2004 and 2005. According to the 2005 Country Office Assessment of Headquarters Products and Services, Country Offices are extremely satisfied with the quality of services provided by DGG. Out of all the thematic trust funds, DGTTF received most positive evaluations from Country Offices. The survey results indicate a positive assessment of DGTTF in terms of project review, disbursement of resources, and reporting processes. Levels of satisfaction with DGTTF are the highest in the two most supported

regions, Africa and Asia and the Pacific⁴.

- **Successful partnerships and resource mobilization**, as evidenced by the increase in contributions to DGTTF and to individual service lines of democratic governance. For example, active engagement with the European Commission has led to the finalization of the Operational Annex on the Implementation of Electoral Assistance Projects and Programmes, which establishes the rules and procedures under which UNDP and the commission will cooperate in future electoral operations on the ground. The commission has also expressed interest in financing activities in areas related to elections, parliamentary development, governance indicators, and anti-corruption.
- **Active bilateral engagement through extensive policy dialogue with partners**, such as missions to the European Commission to strengthen and advance the strategic partnership between the commission and UNDP (Brussels, Belgium October and December 2005). Focus areas included support for practices including Public Administration Reform and Anti Corruption and Electoral Systems and Processes, and the work of the Oslo Governance Centre on indicators. Bilateral dialogues were conducted with Austria, Belgium, France, Germany, Italy, the Netherlands, Norway, Portugal and Spain. As result of this engagement, 1.0 million euros were mobilized for elections.
- **Continued support to regional initiatives**, including the participation at various events in the regions, including the Africa Governance Forum (Johannesburg, South Africa, January 2005) and the Conference of Ministers of Local Government from Sub-Saharan Africa (Kigali, Rwanda, 6-8 June 2005). Internally, DGG strengthened institutional linkages with the Regional Bureaux, particularly programme and policy services, in the context of the regionalization process. Activities included contribution to the development of UNDP's strategy on governance in Africa, and participation at the Governance Advisory Panel Meeting (Bangkok, Thailand, 18-19 March 2005) of the Asian Regional Governance Programme.
- **Representation at various platforms and policy forums on democratic governance**, such as the OECD/DAC Govnet meetings where issues of anti-corruption, human rights, fragile states, capacity development, power and drivers of change were high on the agenda.
- **Strategic support to key global democracy processes and forums**, including leading the UN delegation at the Conference on Community of Democracies held in Santiago, Chile in April 2005, and continued dialogue with the International Conference on New and Restored Democracies. DGG functioned as "animators" and resource persons at the regional discussions and thematic focus groups, and also helped mobilize support for participation by least developed countries (LDCs). Support was also provided for country-level activities (such as the "learning" mission to Timor-Leste), a ministerial-level annual meeting in Santiago, Chile, and two preparatory seminars at UN Headquarters in New York.

⁴ UNDP, 2005 Country Office Assessment of HQ Products and Services, BDP. Prepared by GlobeScan, 14 March 2006, pp. 35-37.

Box 1. Democratic Governance Thematic Trust Fund (DGTTF)

In 2005, the Democratic Governance Thematic Trust Fund (DGTTF) continued to strengthen UNDP's work on democratic governance by fostering innovation and supporting original, dynamic, and catalytic governance projects at the global, regional, and country levels. In its five years of existence, DGTTF has supported at least 385 regional and country level projects across the six service lines of UNDP's Democratic Governance Practice.

DGTTF is a valuable funding source. Its resources have increased Country Offices' ability to seize emerging opportunities and to foster innovation by exploring new approaches. In a number of cases, DGTTF has enabled Country Offices to address issues in politically sensitive areas where the use of core funds was more problematic and slow, and to fill critical gaps not addressed by governments, civil society, and other donors. DGTTF in 2005 was instrumental in aligning UNDP corporate and thematic priorities with the work of the Democratic Governance Practice area. This development has resulted in part from the introduction of incentives for Country Offices to present projects that promote corporate and thematic priorities such as gender equality, strengthening national capacity, engaging civil society, and stimulating South-South cooperation.

DGTTF has had an important impact on UNDP Country Offices' capacity to mobilize resources and create strategic partnerships. Approximately two thirds of the Country Offices have reported in 2005 that DGTTF resulted in further mobilization of resource from donors, government, and/or private sector, and also played an essential role in their efforts to build strategic partnerships. This assistance reinforced the sustainability and ownership of a significant number of DGTTF projects.

In 2005, DGTTF projects were instrumental in advancing learning and capacity development at the global, regional, and country levels. DGTTF project reports show an increasing emphasis on evaluations, codification, and knowledge sharing as essential outputs of projects.

At the country level, DGTTF in 2005 provided resources to 100 projects through six of the seven Democratic Governance Practice service Lines. As in the previous year, the service line Justice and Human Rights registered the highest demand in 2005, and cumulatively its projects also received the most financial assistance. Out of a total of 100 proposals approved under DGTTF for 2005, nearly one third (33) were under that service line. The second largest number of projects approved, 22, went to the Decentralization, Local Governance, and Urban/Rural Development service line, followed by Public Administration Reform and Anti-Corruption (20 projects); Electoral Systems and Processes (11); Parliamentary Development (9); and E-governance and Access to Information (5).

DGTTF continues to focus on the countries and regions with the greatest needs. Its guidelines call for programming allocations to favour the Least Developed Countries (LDCs), Africa, and the Low Income Countries (LICs). The allocation criteria reflect the critical need to promote democratic governance as part of an effort to enhance the achievement of the MDGs and human sustainable development in these areas.

DGTTF 2005 Annual Report available at: <http://www.undp.org/governance/docs/TTF2005.pdf>

Parliamentary Development

Parliamentary development is a robust expanding area of UNDP's Democratic Governance Practice. The organization now supports over 50 parliaments around the world, from Algeria to Vietnam; just a decade ago, in 1995, there were only four parliamentary development projects supported by UNDP. Africa remains the region with most parliamentary development activities (50 percent of Country Offices). In the Arab States region, meanwhile, the number of parliament-related projects has nearly tripled since 2001, rising from 4 to 11.

UNDP aims to help parliaments develop the capacity, resources, and independence required to carry out their core functions effectively. The organization seeks to achieve these goals by supporting the three key functions of legislatures—oversight, law making, and representation. In the last few years the greatest emphasis has been on enhancing the representative function.

Among the chief vehicles for UNDP support to parliaments in the service line is the Global Programme for Parliamentary Strengthening (GPPS), the Democratic Governance Group's leading global programme (12 million euros) and one of the largest within UNDP. Among the chief aims of GPPS is pilot testing parliamentary assistance strategies with a view to understanding the variables critical to the success of parliamentary democracy in developing countries. GPPS Phase I began in 1999. In its second phase (2004–2007), the programme is focusing on the Arab States and West Africa, in particular five pilot countries: Algeria, Benin, Lebanon, Morocco, and Niger.

At the regional level, the focus has been on building capacity through training, networking, and support to parliamentary associations as well as advancing regional dialogue on democratic development. In the Arab States, GPPS is making knowledge and information available to Arab parliaments and research institution to improve the quality and relevance of parliamentary activity. To address the dearth of Arabic-language materials on parliamentary development, the organization is supporting studies on key issues facing Arab parliaments; translating and disseminating important global policy documentation; and preparing to launch a development knowledge portal for the Arab region (www.arabparliaments.org). The website will provide user-friendly access to a host of parliamentary development resources, such as studies, policy guidance, translated documents, and links to networks and databases. It will also serve as a home for various issue-based regional parliamentary networks (e.g., on political party legislation and parliamentary oversight of the security sector networks) and a vehicle for highlighting UNDP-supported parliamentary development activities.

In West Africa, UNDP research is being undertaken to consider ways to professionalize parliaments' administrations. It is also addressing issues such as the illiteracy or the incapacity of parliamentarians to operate in the main working language(s) of parliament—a specific intervention initiated with the goal of gaining a better understanding and insight of such individuals, who are present in the parliaments of almost every country of the region, in order to identify appropriate mechanisms to support them.

At the global level, efforts have focused on generating knowledge for the use of parliaments, the Parliamentary Development practice in general, and the UNDP Country Offices active in this field.

Box 2. Parliamentary strengthening in Arab States by the SURF-AS

In the Arab States, parliamentary strengthening activities carried out by the SURF-AS included cooperation with parliaments of Algeria, Bahrain, Egypt, Lebanon, Morocco, Palestine, and the United Arab Emirates (UAE). Cooperation focused on capacity building and policy dialogue in areas of budgeting, anti-corruption, and gender-sensitive policy. The SURF-AS participated in a needs assessment for the Federal National Council of the UAE; provided policy advice for workshops with parliaments of Bahrain; and solicited participation of four Arab parliaments in a global e-strategy for parliaments. Policy advice was also provided for the development of a multi-year parliamentary strengthening programme in Lebanon, Palestine, Sudan, and Yemen. Technical support was given to Bahrain to help design an Arabic institutional needs assessment for parliament.

In the future, SURF-AS expects to engage parliamentary institutions in Iraq, Saudi Arabia, Sudan, and Yemen. In Egypt, UNDP aims to start a pioneering parliamentary programme on trade and human rights. Another plan under consideration is the establishment of an Arab inter-library loan among a number of Arab parliaments with SURF, POGAR and RBAS cooperation. SURF will be pivotal in linking these efforts to regional and international networks. UNDP will engage the newly elected Palestinian Legislative Council in an institutional building and capacity development programme in addition to its ongoing support to the Lebanese parliament.

Key achievements and activities in 2005

- **Strengthened support to parliaments in conflict and post-conflict situation** through an examination of how the international community can better assist parliaments to play a mediation role during and after crises. A year-long research process, which included 27 case studies and five regional roundtables, showed that parliaments are often marginalized during peace-building endeavours, usually to the detriment of democratization. At the same time, according to the research, parliaments, MPs and parliamentary forums have, in certain situations, played a crucial role in conflict prevention and resolution. The results of research were presented at the International Conference on Strengthening Parliaments in Conflict/Post-conflict Situations in Brussels, Belgium (19-21 April 2006), where general guidelines on supporting parliaments in crisis prevention and recovery were offered for endorsement of the international community. More information is available at www.parlcpr.undp.org.
- **Development of minimum standards for democratic parliaments.** In partnership with Inter-Parliamentary Union (IPU), National Democratic Institute (NDI), World Bank Institute (WBI) and Commonwealth Parliamentary Assembly (CPA), DGG is developing minimum standards for democratic parliaments. Considerable work has been done, and GPPS is in particular committed to jointly hosting a workshop with CPA in the fall of 2006 which will bring together MPs to discuss the many ongoing initiatives.

- **Supported knowledge and experience sharing among West and Central African regional network of parliamentary actors.** The network is used when developing specific West African regional activities of GPPS. Participating countries in the network include Benin, Burkina Faso, Cape Verde, Democratic Republic of the Congo, the Gambia, Mauritania, Mali, Niger, and Republic of Congo.
- **Engaged parliaments from the Arab States in the fight against corruption.** A seminar for Arab parliaments on the UN Convention against Corruption was held on 15-16 June 2005 in Cairo Egypt and attended by 61 MPs (13 of them women). The gathering helped facilitate the creation of national anti-corruption chapters, including in Kuwait, Palestine, and Yemen) and an Arab chapter of GOPAC (ARPAC).

Examples of National Parliamentary Development Assistance

Sustained support to women MPs resulted in the creation of women caucus/network in Niger. The women caucus established a strong institutional basis for women MPs and staff to collaborate more closely with their male counterparts. This women caucus has lobbied with success for a number of important posts for women in the National Assembly. Newly elected MPs in Niger receive a timely and thorough induction course, a step that has already yielded results in terms of improved legislative-executive interaction. The first six months of the parliamentary mandate has witnessed three times more interaction (written and oral) with the executive than during the entire preceding legislature.

Increased National Assembly's lawmaking capacity in Benin by supporting the setting up of a unit, comprising four dedicated staff and five assistants, to draft legislation. As a result of this initiative, there was a 36 percent increase, from 2004 to 2005, in the number of laws drafted and considered. Besides improving legislative capacity, projects created procedures for legislative/executive interaction, and amend internal procedural rules.

Strengthened parliamentary administration of the Lebanese Parliament by supporting the parliament in elaborating new laws on political parties and administrative decentralization. A new administrative services structure was adopted in December 2005. In addition to this, DGG supported the Lebanese parliament in the aftermath of the murder of former Prime Minister Rafic Hariri and the 2005 parliamentary elections. The project aims to consolidate the parliament's role in the national process of dialogue and reconciliation.

Strengthened the legislative drafting capacity of Algerian MPs through training courses. 130 MPs and staff, from both houses, attended a week-long "practical" training on legislative drafting and received a copy of a UNDP-translated legislative drafting manual. Furthermore, work has started on strengthening the parliament's communication and information and research capacities. These steps should help increase and reinforce parliament's role in the legislative process.

Electoral Systems and Processes

DGG's work in electoral systems and processes during 2005 focused on three areas: policy advice to programme countries/UNDP country offices; knowledge management; and partnership building. The approach has been to use practice to drive policy while ensuring that policy sufficiently informs practice. This is done by using the lessons identified through policy advisory initiatives and by Country Offices to inform global knowledge products, and vice versa. In recognition of the fact that no results are achieved alone, DGG has also placed considerable emphasis on nurturing partnerships within and beyond the UN system in the area of elections. Significant progress was made against outputs planned for 2005 and towards the overarching outcomes of practice development in UNDP and maintaining our leadership role as a quality provider of electoral systems and processes support.

Key achievements and activities in 2005

Activities in the sub-practice of electoral systems and processes during 2005 were clustered in four main areas: knowledge management; knowledge services; operationalizing the MDGs; and resource mobilization and partnerships. Some of the major activities in each area are described below.

- **Established UNDP leadership in new and cutting edge areas through groundbreaking publications on political parties and cost of elections.** UNDP *Handbook on Working with Political Parties*, edited and refined by a readers' group, is an essential resource for Country Offices and partners on how to address questions regarding assistance to political parties. This initiative also brought in external partners to contribute to the draft handbook (e.g., International IDEA, the Netherlands Institute for Multilateral Development, and the Westminster Foundation for Democracy). Finalization of the Cost of Registration and Elections (CORE) survey and presentation of the methodology and findings — with particular emphasis on their cross-practice poverty applications — to various audiences, including the GEO conference in September 2005 and Iraq electoral management body training in Mexico. Both publications hold significant cross-practice potential (*see list of publication p.40*).
- **Improving Efficiency of Electoral Assistance Implementation through several knowledge products, training and working groups, and strategic partnerships.** Formulation of working group on election implementation, which brought together Country Office and project colleagues who have worked on elections to compile their experiences in project formulation, resource mobilization, donor coordination, implementation, monitoring, and evaluation. The output of the group has been compiled into guidelines for Country Office and project practitioners. Ongoing collaboration with the European Commission on electoral assistance guidelines and production of a joint operational annex (the Strategic Partnership Agreement) on EC-UNDP electoral assistance to for use by EC delegations and UNDP Country Offices. Drafting of an operational annex between UNDP and the European Commission. This document is a satellite of the larger framework of cooperation between the commission and the UN and UNDP, as embodied in the Financial and Administrative Framework Agreement (FAFA) and the Strategic Partnership

Agreement, an agreement between the EC and UNDP. Given the growing number of EC-funded UNDP projects in elections, UNDP and the commission agreed on the usefulness of having a document that lays out certain principles and procedures to be considered by UNDP Country Office personnel and EC delegations.

- **Supported capacity of Country Offices on electoral assistance.** Provision of policy advice to 25 countries, with an emphasis on Africa and Asia, through advisory communication and missions. Major policy advisory missions were carried out in Maldives (a joint mission with the Regional Centre in Bangkok to advise on the local representational arrangements under a new decentralized structure) and Timor-Leste (a mission to formulate the UN's project of electoral assistance to the 2007 national elections). Pilot-testing of joint assessment-project formulation missions between UNDP and the Department of Political Affairs (DPA) (in Lesotho, Pakistan, and Ukraine), on the one hand, and the European Commission (in Benin, Mauritania, and Nigeria), on the other, and codification of lessons learned.
- **ACE Global Network project.** Completion of a new version of the Administration and Cost of Elections (ACE) encyclopedia with project partners (including International IDEA, IFES, UNDESA, Elections Canada, IFE-Mexico, and EISA) for launch in Canada in 2006. Official launch of the ACE Global Network Project, to focus on knowledge services, knowledge networking, and capacity development, by the partners in Mexico in April 2005. Completion of a new voter and civic education module for the Administration and Cost of Elections (ACE) electronic encyclopedia. This module captures lessons from UNDP's support to elections in Afghanistan, Palestine, Yemen, and other areas.

Box 3. West Africa: Media and Elections

The first Reuters Foundation course on "Reporting Elections in Africa" took place in Nairobi, Kenya at the Kenya School of Monetary Studies from 26-30 September 2005. A second was held at the same venue from 28 November to 2 December 2005. The DGG headquarters electoral advisor contributed to the initiative by developing, in cooperation with the Dakar-based regional advisor, a training module on electoral assistance. This module focused on how journalists can and should cover electoral matters not just on election day, but also from the electoral system selection process through to post-electoral disputes and non-election-year administration of civic education, voter registration, and other processes. The expert from DGG's regional facility in Dakar then served on the faculty of the training, which featured classroom lectures, a field trip to Kenya's parliament, written exercises, and a panel of experienced local and foreign journalists. One of the key messages, according to participants, was the need for journalists to "do their homework" prior to elections so they have a thorough understanding of the laws and codes that govern the process—and that they should start this process long before Election Day. All participants left the course with a personal election coverage plan to share with their newsrooms.

Justice and Human Rights

UNDP issued its policy of integrating human rights with human development in January 1998. Since then, human rights have emerged as a key area of the organization's development activities within the practice area of democratic governance. Underlying UNDP's commitment to the integration of human rights with human development is the international human rights machinery. It comprises legally binding human rights instruments adopted at the global and regional levels, the various bodies and mechanisms that have been set up to monitor compliance with these instruments, and the human rights-related output of various world conferences convened by the UN as well as human rights-related resolutions of the UN General Assembly.

The Global Programme on Human Rights Strengthening (HURIST) is a joint programme of UNDP and the Office of the United Nations High Commissioner for Human Rights (OHCHR). It supports the implementation of UNDP's policy on human rights as presented in the policy document "Integrating Human Rights with Sustainable Human Development" (1998) and the Secretary General's Action 2 Reform Programme (2004). HURIST is a global programme designed to equip UN interagency country teams to work with Member States, at their request, to bolster their national human rights promotion and protection systems. Its primary purposes are to test guidelines and methodologies and to identify best practices and learning opportunities in the development of national capacity for the promotion and protection of human rights and in the application of a human rights-based approach to development programming. Currently, HURIST is focused primarily on gathering lessons learned, capacity development, and building communities of practice at the regional level. Moreover, HURIST went through an external evaluation that highlighted the programme's instrumental value. In terms of major activities, a global workshop—with the participation of colleagues from 12 Country Offices, Regional Bureaux, the Poverty Group, the Capacity Development Group, and several outside experts—was organized to take stock of the status of the human rights-based programme reviews of UNDP Country Offices, and regional workshops were supported in Benin, the Czech Republic, and Panama. Implementation of the work plan 2005, as agreed upon by the HURIST Steering Committee, was satisfactorily fulfilled.

As defined in the current Access to Justice Practice Note, UNDP's engagement in rule of law and access to justice programmes and policy development seeks to improve justice and related systems so that they work for those who are poor and disadvantaged, including women. Thorough and consistent access to justice and human rights is indispensable to the provision of protection, empowerment, and dignity to all men, women, and children, and to ensure equality of opportunity. This is consistent with UNDP's strong commitment to the Millennium Declaration and the fulfilment of the MDGs. Empowering the poor and disadvantaged to seek remedies for injustice, strengthening linkages between formal and informal structures, and countering biases inherent in both systems can greatly increase access to justice for those who might otherwise be excluded. The focus of UNDP's engagement in this field is furthermore concerned with the independence, impartiality, and fairness of judges; the importance of applying a human rights-based approach to legal literacy, legal aid, pro-poor laws, and legislative processes; and the necessity of ensuring civic participation in legal and judicial reform.

Box 4: Access to Justice in Asia

Throughout 2005, the Regional Centre Bangkok (RCB) continued to support Country Offices through policy advisory services, capacity development, and knowledge management. For example, the regional publication "Programming for Justice: Access for All—A Practitioner's Guide to a Human Rights Based Approach to Access to Justice" has been completed and distributed to Country Offices. The launch was combined with training on rights-based approaches (RBAs) to access to justice (A2J) on 22-24 September 2005 in Phnom Penh, Cambodia. Staff from 18 Country Offices from throughout Asia and the Pacific attended, as did government representatives and resource people from academia and civil society. In cooperation with OHCHR, a regional consultation on lessons learned from RBAs in the Asia-Pacific region was held on 19-21 September 2005; in attendance were representatives from UN agencies and NGOs in the region. A follow-up phase will be carried out with funding from UNICEF, UNESCO, SIDA, OHCHR, and UNDP to pilot RBA activities in several countries in Asia. This inter-agency collaboration on human rights is a unique arrangement that RCB believes should be replicated elsewhere.

Key achievements and activities in 2005

- **Supported integration of human rights-approach into development programming.** Organization of the first full-fledged human rights and justice community of practice meeting in Prague, Czech Republic (25-26 November 2005) to assist Country Office staff in applying a human rights-based approach to UNDP development programming. The community of practice now includes colleagues from Bosnia and Herzegovina, Croatia, and Cyprus. The meeting was also attended by participants from other regions, including Asia and the Pacific and Latin America. As a next step, participants from RBEC region agreed to document lessons learned where UNDP is already integrating human rights into programming.
- **Supported the establishment and capacity building of National Human Rights Institutions in Europe and the CIS** through How To guides, and agreement on cooperation with the European branch of the International Ombudsman Institute, which will provide acting ombudspersons as pro bono experts for the programme. In 2005, country level support included: recommendations regarding the establishment of a human rights commission in Kyrgyzstan as well as advice on the feasibility of UNDP Kyrgyzstan carrying out a prison reform programme; advice and support to the Human Rights Commission in Kazakhstan at two roundtable discussions devoted to awareness raising and sharing of best practices on the development of a national human rights action plan; recommendations for amendments to the law establishing an ombudsman in Armenia; recommendations to UNDP Moldova on ways to contribute to the further protection of human rights in future programming. As a follow up, the Country Office requested assistance in organizing training for the Ministry of Foreign Affairs on how to report to UN human rights treaty bodies; and policy advice to UNDP Uzbekistan regarding legal aid services.

- **Initiation of a new programme on security sector oversight in the Eastern Europe and the CIS region.** In response to a request from the CIS Parliamentary Network, which is supported by regional programme, UNDP invited parliamentarians and the Geneva-based Centre for the Democratic Control of Armed Forces to meet in Prague, Czech Republic to make recommendations for parliamentarians, civil society, and the donor community on effective security sector oversight. UNDP has supported security sector reform in the past, but this is the first project on governance issues in the security sector. Both BDP and BCPR endorsed the recommendations, which the OECD/DAC will use the recommendations in its implementation framework for security sector reform.

Box 5. Latin America and the Caribbean: Human Security

In Panama, Knowledge Management Toolkits provide the following tools:

- for policy framework (public security, human development and democratic governance: ready and available);
- analysis and research documents (community policing in Latin America, experiences and prospects: ready and available);
- mapping good practices (assessment of comparative experiences in alternative conflict resolution mechanisms: ready and available);
- advocacy and promotion materials, diagnostic (assessment tool for public security: in progress, draft available, tested in Dominican Republic and El Salvador) and programming tools (decentralization and strengthening strategy of public security governance at the local level: in progress, draft available, tested in Paraguay and Costa Rica);
- training tools (virtual diploma on public security policies organized by Lac Surf, the Latin American Faculty of Social Science and the Latin-American Institute for Security and Democracy;
- expert networks (list of certified experts on security sector reform where the expert network is functioning and provides assistance to 12 Country Offices); and
- knowledge and learning networks (work space for the Latin America and Caribbean Human Security Sub-practice Network (<http://intra.undp.org/bdp/lacworkspaces/security/index.htm>).
- Collaboration with Regional Centres: Other Regional Centres expressed interest in the knowledge management framework during a meeting at the Bratislava Regional Centre to share the knowledge management framework advanced within the Regional Project and SURF. As a result, it was recommended that a road show be carried out in other regions to promote knowledge management.

- **Supported national human rights promotion and protection systems through the HURIST and the UN-wide Action 2 programmes.** Together with the Poverty Group, HURIST launched the pilot process on poverty reduction and human rights in Ohrid, Macedonia (10 pilot countries). A spin off workshop was consequently organized in Benin for several Francophone pilot countries. A major task in 2005 was to fully engage in the UN-wide Action 2 Programme focused on supporting national human rights promotion and protection systems. UNDP not only acts as participating agency but also as administrative

agent. UNDP has also played an important role in fundraising for this programme: it received \$3.2 million in 2005.

- **Increased UNDP leadership and positioning in the OECD/DAC Network on Governance (GOVNET).** Proactive engagement in the and with the OECD/DAC GOVNET Human Rights Task Team. As a result, UNDP has now been asked to take the lead in all OECD/DAC topic related to human rights and governance, a development that has created significant positive exposure. A study was produced by Overseas Development Institute (ODI) on “Human Rights in Development” “analyzing the existing synergies between the aid effectiveness, human rights and good governance agendas, with particular reference to the Paris Declaration on Aid Effectiveness. Five short illustration papers providing practical examples on how the approach set out in the framework paper can be applied to support the operational implementation of the Paris Declaration's partnership commitments (ownership, alignment, harmonization, management for results and mutual accountability).”⁵

⁵ http://www.odi.org.uk/rights/What_we_do/Rights_and_aid_policies.html

E-Governance

UNDP has been a pioneer in supporting e-governance projects. This indicates that the Country Offices have significant experience and know-how that would be useful to help strengthen both BDP's policy role and the sub-practice itself. To that end, the completion of the e-governance practice note is an important short-term priority. The practice note (PN) builds on an extensive project mapping exercise undertaken by the sub-practice in early 2005 (with continuous updates until the end of 2005) as well as on the Dakar sub-practice meeting that took place in September 2005. The process is almost completed; the PN has been shared throughout the networks, and many colleagues provided feedback and inputs. The next step is for the PN to be edited and presented to the Executive Team.

Key achievements and activities in 2005

- **Strengthened partnerships and implementation programmes on e-governance.** The UNDP/Italy E-government Programme component of the Democratic Trust Fund is part of a larger E-Governance for Development initiative that promotes the start up and implementation of e-government projects in beneficiary countries. A total of \$3 million has been received from the Government of Italy to support e-government programmes: to date, three countries are benefiting from the programme and are deploying e-administration solutions with a heavy capacity development component for government procurement and accounting. The three countries are Albania (migration to international public sector accounting standards, capacity building through the use of free/open source software); Jordan (e-accounting); and Macedonia (assessment and data migration, capacity building through the use of free/open source software). A new contribution of similar size is expected by the second half of 2006. This initiative provides a concrete approach geared to the implementation of projects by making available financial aid and technical know-how and implementing priority applications such as the digital management of public accounts, the digitalization of public records, and e-procurement. As the programme deepens, it is anticipated that there will be an increase in the number of international partners and beneficiary countries as the projects generate their own positive input from lessons learned.
- **Provided direct support to the existing 'Capacity Development through Knowledge Networking' global programme.** This programme promotes the use of free/open source software by both citizens and governments by supporting the deployment of regional centres that also focus on policy and local capacity development. It supports sub-regional activities in both Eastern Europe and Africa. In Bulgaria, for example, the project launched an innovative local e-governance pilot working with several municipalities to deploy affordable technology and enhanced citizens' access to both information and services provided by the local governments. In South Africa, and working in partnership with the South Africa Capacity Initiative, the project created a partnership with CSIR to support an existing open source centre and to increase its scope of work to the sub-regional level.
- **Creation of a community of practice in e-governance through** a global meeting and the setting of e-governance regional facility in Dakar, Senegal. Those creating the

community decided not to create a separate network on the grounds that ICT is a cross-cutting issue relevant for most DG service lines (*see box 6*).

- **Creation of partnerships with the private sector** is one of the key strengths of the sub-practice. The partnership with Cisco is perhaps the best example because the two organizations are specifically working in developing an assessment tool that will help programme countries not only evaluate ongoing e-governance initiatives but also plan and implement new and innovative ones based on citizens' needs and demands. The partnership has just completed a national citizens' survey in Brazil; among the results of the survey was that government priorities in the area of e-governance are exactly the opposite as those of the average citizen in the country. Partnerships with Microsoft and the One Laptop Per Child (OLPC) association have also been developed with a focus on local capacity building through the use of ICT.

Box 6: West Africa: E-governance sub-practice event

The e-governance sub-practice event, organized with the support of the SURF-WA, took place in Dakar, Senegal, 1-3 September 2005. The global nature of the event was significant in promoting knowledge and best practice exchange on e-governance. The draft practice note on e-governance was shared with participants to obtain critical inputs and to increase ownership of the final product by engaging programme countries. Participants to the sub-practice event included UNDP Country Office governance focal points (from Country Offices in all the Regional Bureaux regional governance focal points; e-governance experts; BDP e-governance policy advisors (Headquarters and SURF/RSC); sub-practice policy advisors/specialists from DGG and other practices; and donor, private sector, and civil society partners. The 46 participants represented 20 countries, four regional centres, and regional programmes.

The event gave participants an opportunity to present and share ideas on a number of themes such as the conceptualization of e-governance, possible entry points for work on ICT and governance, and regional and inter-regional cooperation. In addition, much interest was generated on the identification and dissemination of best practices on e-governance in countries where UNDP e-governance activities are ongoing. Some notable country projects that were presented include: 1) Mozambique's efforts to frame an e-governance strategy within the context of ongoing public sector reform while adopting a multi-stakeholder and open approach to identify the strategy and its priority areas; 2) India's National Institute for Smart Governments, which focuses on improving citizen e-services; 3) Brazil's Virtual Community of Legislative Power, which provides access to legislative information and enhances citizen's participation; 4) Macedonia's e-governance project in municipalities, through which citizen access points are being developed to enhance citizens' participation in public processes; and 5) Bahrain's e-government initiative, which is developing automated processes and digital libraries to enhance citizen access to resources and information.

A full report on the sub-practice event can be accessed online at <http://sdnq.undp.org/egov/report.htm>

Access to Information

Consolidation and expansion were the complementary developments of the Access to Information sub-practice furthering 2005. Special emphasis was placed on 1) the development of key practical guidance materials focusing on the information and communication needs of poor people, for use by UNDP practitioners in Country Offices, and 2) helping improve existing partnerships—and creating new ones—with key organizations active in the area of access to information. There is increasing recognition both within and outside the organization of the vital role of information and communication in realizing the MDGs at the local level. The updating of the Access to Information database revealed that UNDP is supporting projects in this sub-practice in 57 countries. Of these, the majority are discrete Access to Information projects (for example, UNDP India's support to the development of community radio). In the remaining 34 projects, the Access to Information sub-practice is an integral component of other democratic governance initiatives.

Key achievements and activities in 2005

- **Provision of wide-ranging policy guidance and technical support to Country Offices across all regions.** Examples of support include participating in a major policy advisory mission to Mongolia to advise on UNDP Mongolia's governance portfolio; using the DGPN to provide policy advice on role of information/communication/media in post conflict (e.g., Guyana) and post disaster contexts (e.g., Sri Lanka in the wake of the December 2004 tsunami); and advising, commenting on, and providing input in the development of project proposals (e.g., Laos).
- **Supported national and regional capacities through research, development of knowledge materials, and workshops.** Robust toolkits developed to support and underpin Access to Information initiatives (*see publications list on p.40*). Organization of a regional workshop in Uganda on communication for empowerment for programme officers/communication officers in Southern and Central Africa. The discussions informed the development of a practical guidance note on communication for empowerment.
- **Increased interaction with key external players, including civil society organizations, donors, and research institutions** working on issues related to information, communication, media, and civil society—particularly in the area of communication for empowerment. One of the examples of this has been the participation in a major donor meeting, organized by the Open Society Foundation, on the role of media in development. Staff members moderated a session on gender and media. Also, UNDP is perceived as being a significant player in the area of information and communication for development by key external actors including the UK Department for International Development, the Swedish International Development Cooperation Agency (SIDA), the World Bank, and the Norwegian Agency for Development Cooperation (NORAD).
- **Increased interest in access to information initiatives and programming.** During 2005, there was an increase in right to information initiatives supported by UNDP Country Offices. Also, increased interest by programme staff in working on information and communication issues in the Africa region.

Decentralization, Local Governance, and Urban/Rural Development (DLGUD)

The largest concentration of UNDP's work in the Democratic Governance Practice is in the area of decentralization and local governance, both globally and in each of the five regions (as stated in the 2005 MYFF). This service line has provided UNDP an opportunity to continue expanding its reach—from collaborating with mainly national-level officials in the past, to forging solid partnerships with sub-national, local, and community-level leaders today. Such shift is a testament to the organization's commitment to always bring the development agenda back to where it matters the most.

UNDP practitioners around the world are in step with the demands of the times. In a recent practice mapping exercise, the largest number of staff members (201) selected Decentralization, Local Governance, and Urban/Rural Development (DLGUD) as the service line under the Democratic Governance Practice in which they had some expertise. Moreover, the DLGUD network has seen a rapidly growing community of practice since its inception—with membership growing from 100 to what is now nearly 1,000 subscribers in a little more than three years.

DLGUD focuses on the following: 1) creating an enabling policy environment for effective DLGUD processes; 2) capacity development, especially for partnerships of local government, civil society, and business in policy formulation, service delivery, and resource management; and 3) inclusive systems of participatory consultation with local communities, involving especially women, the poor and ethnic minorities. The comparative strength of UNDP is based on the following: 1) a strong donor coordination role in countries where local governance attracts considerable attention from the international community; 2) a strong and dynamic community of practitioners; 3) activities in more than 90 countries with considerable potential for South-South learning and cooperation; 4) flexibility in its support, with focus on local needs; and 5) close cooperation with UNCDF in working with more than 20 LDCs—and presenting a strong foundation for linking poverty reduction with democratic governance and natural resource management.

Key achievements and activities in 2005

- **Strengthen local governance initiatives in different regions through the LIFE Programme.** Coordination of the LIFE programme, which included preparation of a strategic options paper, a bridge year report, a LIFE book and a LIFE Net proposal. The LIFE book was officially launched at headquarters and distributed to all Country Offices and Headquarters. Also, a global LIFE retreat led to the launching of a new LIFE Global-Local Action Network with support from SIDA.
- **Supported decentralization processes and localization of MDGs through workshops and the development of national and local leadership in several regions.** The sub-practice was also involved in the coordination of the cross practice project on localizing the MDGs and the Decentralized Governance Programme (DGP). As part of the DGP's capacity development component, DGG conducted a three-phase initiative in the Philippines titled "Decentralizing the MDGs through Innovative Leadership (DMIL)". This initiative was composed of a national core group that held four workshops in Manila, Tagaytay and Butuan for 300 participants and launched 10 follow up projects to localize

the MDGs. Furthermore, in partnership with UNICEF and CIVICUS, DGG conducted a global workshop titled "Role of CSOs in Localizing the MDGs" for 100 participants as part of the Sixth Global Forum on Reinventing Government held in Seoul, Republic of Korea (May 2005). UNDP colleagues from Albania and Barbados made presentations, and two short films of the event were prepared. DGG hosted a global leadership workshop titled "Localizing the MDGs through Innovative Leadership" in Ashland, Oregon (USA) in July 2005, with the sponsorship of colleagues from Mauritius and the Philippines.

- **Strengthened strategic partnerships with donors and other development assistance institutions, as well as civil society organizations.** Some of the most relevant examples are: 1) partnership with SIDA, the Ministry of Foreign Affairs of the Netherlands, and the German Federal Ministry for Economic Cooperation and Development (BMZ) regarding the LIFE Programme and DGP resulted in the launch of the LIFE Global-Local Action Network; 2) Partnership with UNDESA, UNICEF, and CIVICUS resulted in conducting a joint global workshop in Seoul, Republic of Korea; 3) Partnership with the International Institute for Social Artistry (IISA), the Institute of Cultural Affairs International (ICAI), and the Integral Institute and the Centre for Art and Spirituality in Development (CASID) in capacity development modules on localizing the MDGs; 4) Partnerships with CDG, EEG, and LRC in creating innovative leadership modules and developing partnerships with the Removing Unfreedoms Group; and 5) UNCDF with regular meetings and cooperation.
- **Supported capacity and activities of Country Offices on the area of Decentralization, Local Governance, and Urban/Rural Development.** Relevant examples are: assistance to RBAS on preparations for the Arab Local Governance forum; support to national retreat of DLGUD advisors to dovetail with the Annual Global Governance Retreat 2005 in Maputo, Mozambique (December 2005). The DLGUD retreat resulted in the identification of plans for 2006 within the Integrated Package of Service (IPS) framework.

Box 7. Eastern and Southern Africa: Decentralization

Strategic information was provided and shared on best practices to 10 countries on local development planning, intergovernmental fiscal relations, and legal and policy frameworks for decentralization, popular participation, and CSO/private sector engagement in strengthening local governance and in local government management. The recommendations have been incorporated into the national decentralization frameworks of most sub-Saharan Africa countries undergoing decentralization.

Other key decentralization efforts included the following: 1) providing support through research, referrals, and comparative experiences to all countries of the region in terms of local governance strengthening; 2) fostering cross-thematic linkages, both in terms of localizing the MDGs and poverty reduction. Cross-thematic linkages with capacity development were strengthened through joint work in Jordan, Libya, Sudan, and Syria, and with poverty reduction in Lebanon and Somalia; and 3) the preparation of a paper on approaches to local governance and linkages with poverty reduction and post-conflict recovery. The paper was presented at the regional meeting on local governance and poverty reduction held in advance of the Mediterranean Development Forum (April 2005 in Turkey).

Public Administration Reform and Anti-Corruption

Public administration reform (PAR), including public financial management, has historically been a core area for UNDP support. UNDP is now a leading provider of policy advice on the modernization of State institutions. A cardinal concept of the Millennium Declaration is the right to development, for which good governance is a guarantee, and human development can only be achieved with the aid of an effective public administration. In the area of PAR, UNDP's mandate to reduce poverty and foster respect for human rights implies designing programmes that will have the highest long-term impact on the poor and disadvantaged (especially women and marginalized groups).

The next several years will see a heightened focus on the MDGs and how to achieve them. A number of major donor countries are expected to increase their official development assistance (ODA) funding significantly, and many donors would prefer to channel ODA through direct budget support. Such developments place an even greater emphasis on governance than in the past, and, within governance, an especially strong emphasis on public administration reform and public financial management. UNDP's work in PAR, therefore, will be focused on developing governance capacity in developing countries to achieve the MDGs. This will mean not only focusing on traditional public administration, but also on the links among public administration, the private sector, and civil society.

UNDP's anti-corruption assistance is an emerging growth area for the agency's democratic governance work. Anchored in UNDP's stronghold in public administration reform, it responds to urgent demand for attention toward more politically sensitive areas outside the traditional boundaries of public sector support, including creating responsive, transparent, and accountable public administrations; facilitating participation of citizens in decision making that affect their lives; demanding integrity from public officials and in business transactions; and fighting corruption to alleviate poverty.

The demand for anti-corruption support has mainly been registered in the Eastern Europe and the CIS, Asia Pacific and Africa regions. The types of anti-corruption interventions vary tremendously, although in general there is significant demand for capacity building for independent anti-corruption bodies, development of national strategies and laws, and support to civil society and media for improved oversight and participation. A notable emerging trend has been in addressing corruption in crisis, post-conflict, and post-natural disaster situations (e.g., Afghanistan, Democratic Republic of the Congo, Kosovo, Liberia, Sierra Leone, and Timor-Leste), as well as in the accountable and transparent management of natural resources (e.g., Angola, Cambodia, the Central African Republic, Indonesia, Nigeria, and São Tome and Príncipe). The entry into force of the United Nations Convention against Corruption provides additional impetus for UNDP's work in this area (including in Cameroon, Malaysia, Mongolia, Serbia and Montenegro, and Viet Nam).

In 2005, Public Administration Reform and Anti-Corruption service line aimed to provide policy advise and support to target Country Offices, including facilitating policy dialogue; codifying and sharing knowledge and guidance tools to help partner countries better programme PAR and anti-corruption as part of overall governance interventions; and contributing to global, regional, and national advocacy and partnership building to strengthen UNDP's leadership and niche in this service line. The overall strategy implemented was focusing on internal capacity building of PAR

and anti-corruption practitioners in order to more adequately meet the demands in the field. Provision of policy support, facilitation of policy dialogue, and advocacy formed the core of 2005 activities, with the end goal of enhancing the sub-practice on PAR and anti-corruption. Specifics on the knowledge products are detailed in the next section.

One of the major conferences on PAR was the Global Conference on Reinventing Government held in Seoul, Republic of Korea in May 2005. At this gathering, UNDP demonstrated its expertise and depth of knowledge on PAR by co-organizing a workshop on accountability and transparency in civil service with the UN Department for Economic and Social Affairs (UNDESA) and the Ash Institute on Governance of Harvard University's Kennedy School of Government. The Bangkok Regional Centre for Asia and the Pacific (RCB) has also been active in the area of PAR and regional anti-corruption practice building and knowledge codification. In the area of PAR, the RCB conducted and published a regional study "Trends and Challenges in Public Administration Reform in Asia Pacific". Prepared with the assistance of Country Offices in the region, the study provides an analysis of PAR experiences in the region and UNDP's involvement in national PAR processes

In the area of anti-corruption, the key partnership thrust for 2005 and beyond has been to build a strategic alliance with UNODC and to demonstrate joint work on the ratification and implementation of the UN Convention against Corruption (UNCAC). The comparative study on national anti-corruption legislation mentioned above was one of the first areas of collaboration, and it has been recognized as a solid support to the work of UNCAC implementation. Such efforts will be followed up in 2006 and will move the alliance one step further (e.g., developing training modules for UNDP staff on UNCAC). This critical UNDP-UNODC partnership demonstrates strong leadership in supporting anti-corruption efforts.

"Accountability: Do We Have it to Demand it?", a joint DGPN-MPN e-discussion launched in July 2005, responded to emerging concerns related to strengthening internal accountability within UNDP. The e-discussion received a record high 73 responses, including 12 anonymous ones, over a three-week period of active debate. The proposals that resulted from the internal discussion focused mainly on transforming the culture of integrity within the organization. They focus on issues related to management culture and accountability, including overall human resources management; simplification of rules and procedures; and open communications. The Office for Audit and Performance Review (OAPR) has adopted some of the recommendations to improve its interventions in strengthening internal integrity, and it hopes to release ethics training modules to complement the existing tools on fraud prevention and corruption risk management within the organization. (A summary of discussions is available at: http://content.undp.org:80/go/practices/governance/docs/download/?d_id=309612&g11n.enc=ISO-8859-1 .)

Key achievements and activities in 2005

- **Stronger partnerships:** This year was characterized by a renewed vigor in forging internal and external partnerships on accountability, transparency, and anti-corruption. A particularly strong partnership has been formed with UNODC, which has the normative mandate on UNCAC. A case in point is the budding relationship between the Bratislava Regional Centre and UNODC, a collaboration that led to the Bratislava centre's

participation in a UNODC Regional UNCAC Conference in Sofia, Bulgaria in November 2005 and direct joint implementation of follow-on training for prosecutors. In Asia, the Regional Centre in Bangkok (RCB) strengthened its relationship with the ADB-OECD Anti-Corruption Initiative for Asia-Pacific, which is currently the leading network for anti-corruption activities in the region. The initiative involves 25 countries⁶ in the region that have voluntarily committed to combating corruption and bribery in a coordinated and comprehensive manner, thus contributing to development, economic growth, and social stability in the region. Collaboration is also ongoing with Global Organization of Parliamentarians Against Corruption (GOPAC). The RCB sponsored the first meeting of the Southeast Asian Parliamentarians Against Corruption (SEAPAC) in Manila, the Philippines in May. The meeting resulted in a constitution for SEAPAC and the Manila Declaration against Corruption and Action Plan for follow-up.

- **Better capacity to respond to increasing demand for anti-corruption programming:** The growing arsenal of practical tools (primers, case studies, and comparative analyses) provides a tremendous resource for the UNDP community of practitioners engaged in anti-corruption. The production of these tools will be supplemented by more targeted training and capacity building activities to maximize the knowledge resources produced in the last few years.

Box 8. Deepening support for public administration reform and anti-corruption initiatives in Asia

In Asia, assistance in the area of PAR remains heavily targeted towards the LDCs, countries in transition, and post-conflict countries. Cross-practice work with the capacity development group is increasing (e.g., in Sri Lanka and Timor-Leste). Other important PAR activities have included support provided to the Prime Minister's Office in the Lao PDR for the restructuring of the machinery of government; the development of an institutional support project for the Office of the President in Timor-Leste; and a complete review of the UNDP governance portfolio in Mongolia, which includes various PAR and anti-corruption initiatives.

The number of specific anti-corruption initiatives has also increased. The UNDP-RCB participated in the steering committee meeting of the ADB-OECD Anti-Corruption Initiative for Asia Pacific (Beijing, China in September 2005), followed by a keynote speech during the 5th Regional Anti-Corruption Conference. A comparative study on institutional arrangements for combating corruption was also finalized during 2005.

In Mongolia, meanwhile, the Country Office, with support from the RCB, helped promote the successful adoption by the government of an innovative plan to achieve anti-corruption goals within the MDGs. A regional meeting of UNDP practitioners working on anti-corruption in Asia will be held in the first half of 2006, and it will be linked closely with the planned global community of practice meeting on anti-corruption in November 2006.

⁶ Australia, Bangladesh, Cambodia, China, Cook Islands, Fiji, Hong Kong (China), India, Indonesia, Japan, Kazakhstan, Kyrgyzstan, Malaysia, Mongolia, Nepal, Palau, Papua New Guinea, Pakistan, Philippines, Samoa, South Korea, Singapore, Thailand, Vanuatu, and Viet Nam.

The RCB governance team is also engaged in a comparative study on participatory monitoring systems of service delivery. The study will provide an overview of various systems used in countries around the world for engaging civil society and the broader public in monitoring the quality of public service delivery and to extract lessons learned that can guide policy development for UNDP practitioners and their counterpart in developing countries. The study is being undertaken as a joint initiative of the PAR and Local Governance service lines. It is scheduled for completion in the second quarter of 2006, and a regional workshop on the topic is scheduled for later in the year.

Gender

During 2005, DGG made gender one of its priorities and engaged in several strategic activities to improve the way gender is programmed into the organization's governance work. As starting point, DGG carry out a gender mapping on the seven service lines. In collaboration with BDP's gender unit, DGG developed terms of reference that drew on an earlier gender mapping of the seven service lines. They covered the following: strengthening staff capacity to provide gender-sensitive policy and programme advice; a review of materials to identify gaps and entry points; and a review of reporting mechanisms.

Box 9. Arab States: Gender and governance

A gender mainstreaming exercise in seven UNDP Country Offices in Arab States helped facilitate the involvement of SURF-AS in linking gender and governance programming in the region in 2005. UNDP staff convened a regional meeting for gender and governance focal points to introduce the issue; organized a joint mission to Kuwait to design an electoral strategy for women empowerment in the forthcoming 2007 parliamentary elections; and conducted a joint mission with the Government of France to inject a programmatic component of gender empowerment in local governance and recovery in South Sudan. More sensitization of UNDP Country Offices on the linkage of gender-sensitive governance programming and the human rights-based approach to programming is expected to take place in 2006.

Key achievements and activities in 2005

- **DGG advisors at HQ and the wider circle of governance advisors outposted to the regions now share a common understanding of the issues.** Confusion and lack of clarity around terms and concepts were addressed and for the most part dispelled during the e-discussion, at the retreat, and in information materials. One-on-one meetings were conducted during between July and November 2005; these involved meeting each of the 14 advisors at least twice. The first set of meetings identified existing capacity, needs, and resistance as well as openness to gender mainstreaming. The interviews revealed considerable commitment to the goal of gender equality as well as some specific problem areas. During the preliminary meetings, DGG advisors identified materials or initiatives they were working on that could be part of a desk review

In later meetings the advisors worked with a consultant to develop an approach to the e-discussion, to analyze the contributions to the e-discussion, and to develop the content of the Annual Global Governance Retreat 2005 (Maputo, Mozambique, November 2005). The process of working on these materials provided the DGG advisors with greater understanding of how they should bring gender into their governance service line, and where their approaches and materials needed to be enhanced. This understanding will be reinforced during the preparation of Tip Sheets.

Greater understanding of gender issues has enhanced their capacity to develop the practice notes and primers currently under production, for example in the area of public sector reform and e-governance. Staff is committed to ensuring that gender implications are always addressed in DGG staff advisory services. They also now require consultants and partners to address gender implications in DGG assignments.

Learning day at the DGG retreat, in which over 60 staff members from all across UNDP regions worked in groups towards a common understanding of gender and governance and strengthened their skills. The aim was not just to share knowledge and experience across countries and regions, but also, through some interactive exercises, to draw attention to issues of power dynamics and culture, including one's own personal, social, and political culture.

A session on gender and governance was included in the LEADING seminar conducted by OGC together with Harvard University in December 2005. The interactive session for over 20 participants, Resident Representatives, and Deputy Resident Representatives covered gender and governance issues in general as well as the challenges facing UNDP.

- **Desk review.** The desk review began in August 2005. It covered all the practice notes as well as selected documents and reports, both published and under preparation. It also covered e-mail exchanges on DGPN and Gender-net between July and November 2005. The review was useful in identifying ways to bring gender equality into the different service lines; the outcomes were included in the materials used in the learning day on gender at the Annual Global Governance Retreat 2005.
- **Management has committed to providing the resources necessary for DGG staff to fulfill the above commitments.** DGG was one of five Headquarters units that received funds from the Gender Thematic Trust Fund during the second half of 2005. The Gender TTF, which has been generously supported by the Government of the Netherlands, works to better integrate the goal of gender equality in UNDP advisory services.

Oslo Governance Centre (OGC)

The major role of the Oslo Governance Centre (OGC) is to help position UNDP in the promotion of democratic governance as an end in itself, and as a means to achieve the MDGs. This is done through knowledge networking and multi-disciplinary team work, as well as through close partnerships with leading policy and research institutions in the North and South.

Most of OGC's work falls within SL 2.1 (Policy Support for Democratic Governance). OGC is also responsible for SL 2.5 (E-governance and Access to Information); its work with that service line is covered separately elsewhere in this report.

For several reasons, 2005 was a year of transition. Staff turnover was high, and the centre moved physically to new premises around the time a new director took over.

Furthermore, OGC was in the first year of a new mandate, as per the Phase II period of 2005-2009. This mandate focuses the work more clearly, and it strengthens the corporate ownership of the centre. Partnership development with leading research organizations and think-tanks continues to be an ongoing priority for the centre and an integral component of the work of the director and the policy advisors.

In 2005 the work was organized around three projects: Democracy and Human Development; Learning and Capacity Development; and Governance Indicators for Pro-Poor and Gender-sensitive Policy Reform. OGC also provided policy advisory services and backstopping to Country Offices, Regional Service Centres, and Regional Bureaus, although these may not be articulated in the three projects above.

Key achievements and activities in 2005

- **Strengthened understanding between governance and the MDGs.** Bergen Seminar 2005, "Unleashing Capacity to Achieve the MDGs", co-hosted by UNDP and with the Chr. Michelsen Institute (CMI), was held in early May. Seminar participants examined capacity constraints in the work towards attaining the MDGs and considered ways in which they might be overcome.
- **Work in the area of Access to Information was further expanded and consolidated.** Important progress was seen in the area of communication for empowerment, which is part of the work done through the E-governance and Access to Information service line. In 2005, with the E-governance and Access to Information service line and in collaboration with an external right to information expert, the project also began the development of a guide for measuring the impact of right to information programming. Both guides were in final draft form at the end of 2005 with publication and dissemination expected in the first quarter of 2006.
- **Strengthened UNDP staff capacity and knowledge on democratic governance.** A pilot seminar on "Leadership and Innovation in Democratic Governance" (LEADING) was hosted in Oslo, Norway in December 2005. The Leading 2005 and was organized as a

joint venture involving OGC, BDP Democratic Governance Group, the Learning Resource Centre, and the Ash Institute at Harvard University's John F. Kennedy School of Government. The seminar was organized around trends and innovations in governance; governance challenges. A summary note and executive summary of the proceedings and these themes are available on the OGC website (<http://www.undp.org/oslocentre/leading05.htm>).

- **Supported efforts to integrate human rights in governance programming.** The HURITALK network increased its membership sharply, particularly among external UN agencies, and facilitated a series of useful topics to help UNCTs better mainstream human rights into their work.
- **Established UNDP leadership in new and cutting edge areas through groundbreaking research and knowledge products on political parties, civil society, and governance indicators.** A mapping of UNDP Country Office engagement with political parties was undertaken and published. The first ever mapping of civil society organizations working with democratic governance across the democratic governance service lines was published.
- **The Governance Indicators Project recorded progress in methodological development, country piloting, and development of knowledge tools.** A technical workshop with the Indian Council on Social Science Research was held in April 2005 and a report of the proceedings was produced and disseminated. The main purposes of the workshop were to: 1) develop a common framework for identifying national governance indicators in six countries to be included in the pilot programme; 2) review and appraise existing methods and tools for measuring governance at national and sub-national levels; and 3) identify and discuss best practices and lessons to be learned from national efforts to use governance indicators for policy-making. The workshop report serves as a key input for the development of the framework for the piloting programme (<http://www.undp.org/oslocentre/docs05/cross/Workshop%20report.pdf>).
- Technical support and seed funding through UNDP Philippines were provided to the National College of Public Administration and Governance at the University of the Philippines to undertake a national mapping exercise to understand whether pro-poor and gender dimensions are included in the governance indicator systems that are in place in the country. The project implementers also developed and distributed a questionnaire-based survey as part of an effort to understand whether policy makers actively use these existing governance indicators to monitor progress in achieving governance reform.
- Pilot work on governance indicators was conducted with UNDP Mongolia to draw out lessons and best practice for developing an inclusive (i.e., multi-stakeholder) and dialogue-based process for developing indicators. The development of national democratic governance indicators in Mongolia is being informed by International IDEA's Democracy Assessment method. The knowledge gleaned from Mongolia's experience in taking this approach, as well as the experiences from other countries that have adopted IDEA's assessment method, have been incorporated into the project's methodological framework.

Democratic Governance Practice Network (DGPN)

In 2005, DGPN membership increased by 20 percent, growing from 1,213 in January 2005 to over 1,500 by the end of December 2005. DGPNet was the busiest of the practice networks. It received 94 queries (and handled three times this amount off the “off network”), and provided 86 consolidated replies and 20 revised consolidated replies. The overwhelming majority of queries were for comparative experiences (77, or 82 percent) with 17 (18 percent) being expert referrals. Thirteen news updates were prepared, and 35 info messages were posted.

DGPN queries covered all regions and service lines. The highest number of queries originated from the Asia Pacific region (31 queries, or 33 percent of the total of 94) followed by Africa (25, or 26 percent); Eastern Europe and the CIS (16, or 17 percent); Latin America and the Caribbean (10, or 11 percent); Arab States (7, or 7 percent) and Headquarters (6, or 6 percent). The breakdown by service line was as follows: Public Administration Reform and Anti-Corruption (20, or 21 percent); Access to Justice and Human Rights (16, or 17 percent); Decentralization, Local Governance, and Urban/Rural Development (12, or 13 percent); Parliamentary Reform (12, or 13 percent); Policy Support for Democratic Governance (10 or 11 percent); E-Governance and Access to Information (6 or 6 percent); and Electoral Systems and Processes (6 or 6 percent). Five queries (5 percent) were related to gender and another seven (7 percent) were cross-cutting (see *Figures 2 and 3 below*).

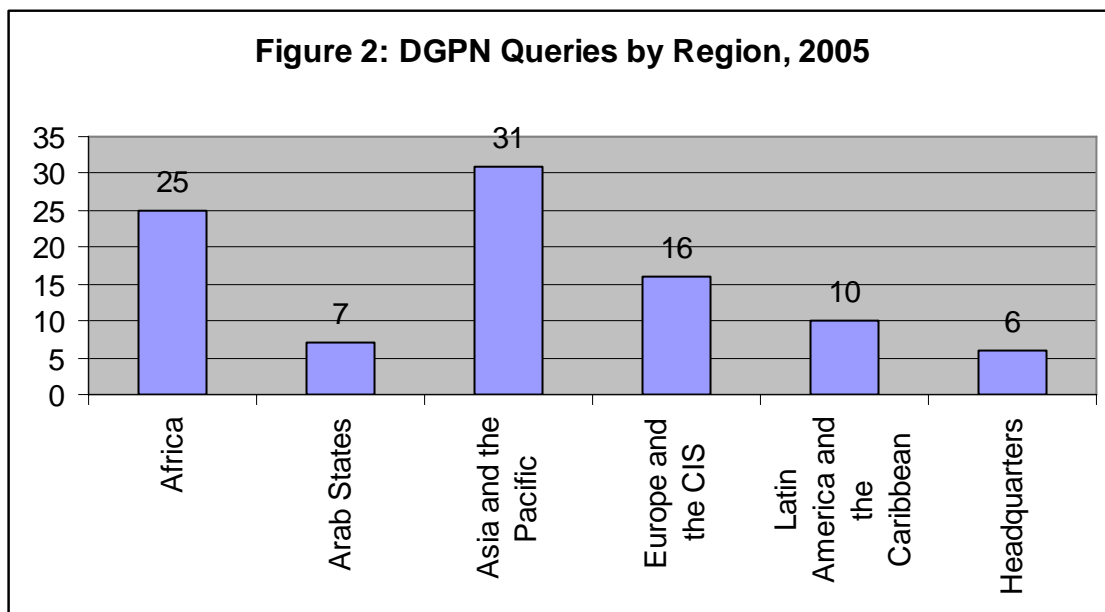
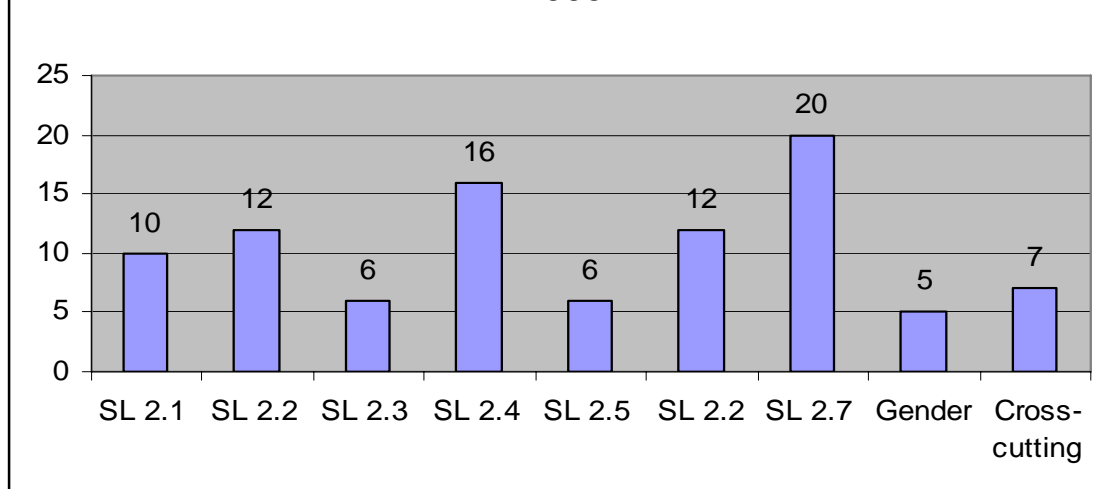


Figure 3: DGNP Queries by Service Line/Theme, 2005



In addition, DGNP hosted e-discussions on the following themes:

- tsunami response: restoring sustainable livelihoods;
- institutional and human capacity: governance and HIV/AIDS in LDCs;
- internal accountability;
- fiscal decentralization; and
- gender and governance.

The e-discussion on internal accountability was one of the liveliest in DGNPNet history, with 74 contributions, including 12 anonymous responses. Recommendations were shared with senior management, including staff from the Office of Human Resources (OHR)—who took the discussion into account in developing their strategy for managing human resources. Follow up actions to this discussion will include a pilot ethics training module for UNDP staff, to be developed by DGG together with OAPR and OHR. Results of the e-discussion on gender and governance informed discussion at the Global Governance Retreat and fed into a report that outlines commitments to further bolster democratic governance in UNDP. Finally, input provided by the community through the e-discussion on fiscal decentralization and poverty reduction was used by the author of a primer on that subject—a publication that was developed jointly by members of the global UNDP communities of governance and poverty practitioners in the Country Offices, regional centres, and Headquarters.

Other significant themes covered included aid coordination and direct budget support; support to constitution making processes; the role of the media in conflict; support to legal aid programmes; and programmes to spur job growth/governance and private sector development.

Numerous positive testimonials on the impact of the networks at country level were received. The following is just one example. When the American Bar Association's International Legal Development Project was requested by the Constitutional Drafting Committee (CDC) of Iraq's transitional national assembly to share examples of how other countries had successfully

established electoral commissions, public integrity commissions, and human rights commissions under constitutional drafts or other legislation, ABA Jordan maximized its working partnership with UNDP to launch, jointly with UNDP Yemen, a query to the DGPN and CPRPNet. Within six working days, the networks generated a comprehensive consolidated reply incorporating the contributions of 11 members from eight different countries, ranging from policy advisers to Country Office-based governance officers, to external partners. After the ABA and UNDP shared the information with the CDC and the Government of Iraq, the CDC took the advice of DGPN members, enshrining the existence and independence of each of the committees in the Iraqi Constitution in order to safeguard them against sudden changes by executive action or through the ordinary legislative process. According to Nefertiti Toson of ABA Jordan:

What we received was high quality and exactly what we needed. Some of the experiences could not have been found without the help of UNDP's networks. Connecting with this information saved us a lot of time at a very hectic period. The CDC had requested the information by the beginning of August. Thank god the information came at the appropriate time.

Another positive testimonial was received from UNDP Ukraine, following a query launched by that office after the so-called Orange Revolution in December 2004. The new president and the Government of Ukraine asked UNDP for advice on establishing permanent advisory structures to the president and the prime minister, as well as a presidential secretariat and cabinet of ministers. UNDP Ukraine launched a query to DGPNet and, according to UNDP's Joanna Kazana-Wisniowiecka, "In a very short time we were able to get answers to very complex questions. DGPNet members responded in a very timely fashion...and the network team did a fabulous job in analyzing the inputs into an excellent summary." The consolidated reply was distributed to various national institutions, the Government, and top think-tanks in the country during a strategic retreat facilitated by UNDP to discuss available options. "Everyone—governmental partners, think tanks, other donors—was surprised how fast we had generated the advice and of what quality," Kazana-Wisniowiecka said. "The Government asks the same question to each donor partner in the region and whoever is first gets the job....With this example, I see that UNDP works; that it generates knowledge."

Finally, 2005 saw preparations for the launch of DGPN's External Advisory Board, which is composed of 45 distinguished persons from partner agencies, NGOs, research institutes, and universities, representing all regions and with expertise from all service lines. These individuals have kindly agreed to share their expertise and experience through the Democratic Governance Network and relevant sub-practice knowledge networks.

Knowledge products

In December 2005, the second phase of Democratic Governance Practice Workspace was launched. The workspace now provides real time access to knowledge network messages, the ability to search for governance practice resources by key word across relevant UNDP intra/internet sites and network archives, and the ability to directly add content to the site by any practice member anywhere in the world. The workspace is part of UNDP's efforts under the knowledge

management roadmap to provide better access to information to practice members and a space for collaboration and knowledge sharing.

In 2005, data from DGG's expert roster was updated and migrated to the WIDE "Best Experts and Institutions" online platform, which provides a user-friendly interface searchable by keyword, and is accessible to all UNDP staff from any computer.

Communications and advocacy

The UNDP Democratic Governance Public Site was redesigned in line with the new corporate template and revamped to provide the public with a dynamic overview of UNDP's work in democratic governance around the world, as well as a selection of its key products.

Organized around UNDP's governance service lines, with cross-cutting pages on "governance and gender" and "governance and the MDGs", the site features the following:

- updates on "what's new" in UNDP governance programmes at the country, regional and global levels;
- access to key documents published by UNDP, including practice notes, guidelines, toolkits, and publications;
- briefings on UNDP governance events of public interest taking place at the country, regional and global levels; and
- information on DGTTF, including Annual Reports and updates on the progress of DGTTF-funded projects.

The site is updated monthly to highlight the latest newsworthy endeavours and achievements in the field of democratic governance.

HURITALK network highlights

Membership

In 2005, the United Nations Development Group website (www.undg.org) was set up to include a resource corner for HURITALK under the framework of Human Rights/Action 2, where network services as well as resources are posted. Currently, the network archives can be accessed at <http://www.undg.org/content.cfm?id=1318>. Because the Action 2 programme did not materialize in the manner as originally expected during 2005, parts of HURITALK funding for 2005 were covered by UNDP's knowledge management roadmap.

Key initiatives in 2005 included outreach among other UN agencies to diversify the membership base of HURITALK. By the end of the year there were 700 members, covering 13 different entities as well as external resource people and institutions. Two "hot topics" were posted covering the UN reform process and its implications for the UN's human rights mandate and institutions.

HURITALK provided network services as normal during 2005 with 25 consolidated replies being produced as well as the monthly resource updates. Members also used the network to circulate or announce new studies, reports, initiatives, and developments in the field of human rights, as well

as to request for reviews, comments, and suggestions on documents still in development. A network participant was selected to cover a key human rights event in 2005, the UNDP/OHCHR Regional Consultation on Lessons Learned from Human Rights-Based Approaches to Development in Bangkok.

E-Discussions and work space

- HURITALK is increasingly used as a space for sharing information among network members.
- HURITALK has made Headquarters-produced materials more easily available in the field, including sharing external knowledge and products on human rights-related issues; disseminating speeches and statements related to the Action 2 Programme; circulating UN Human Rights Day messages; and informing members of important developments in the field of international human rights.

DLGUDNet highlights

Membership

Established in mid-March 2003, with an initial membership of 100, the Decentralization, Local Governance, and Urban Development Network (DLGUDNet) now has 985 members. They represent a cross-section of the different governance themes and UNDP practices, including more than 100 Country Offices; the Headquarters Bureaux/Units; and UNDP staff, from Resident Representatives to Programme Assistants, as well as colleagues from the SURFs, regional, and global initiatives. DLGUDNet's composition is thus reflective of the cross-thematic linkages, the knowledge orientation, and the emphasis on partnership-building that the sub-practice seeks to promote.

E-Discussion and work space

The DLGUD network also hosted two e-discussions within this period: one on "integrating human rights with decentralization" and the other on "fiscal decentralization, poverty reduction, and the MDGs." Both generated a lively exchange of ideas (http://stone.undp.org/system2/com_stage/util/message.cfm?messageid_+JiNAPyAnXVcrCg==&src+121515).

Queries

In 2004 and 2005, the network hosted more than 200 postings (and cross-postings with other networks), including member queries, consolidated replies, and moderated discussions. Members also used the network to circulate or announce new studies, reports, and initiatives, as well as to request for reviews, comments, and suggestions on documents still in development.

Resource updates

More than 10 network digests featured articles written by members, who shared with the community of practice some of the lessons learned, good practices, and challenges they faced in the field. The digests also informed members of forthcoming workshops, job vacancies, and other updates. A special issue was dedicated to two timely subjects based on initiatives undertaken by the decentralization and local governance team in the Bangkok Regional Centre: "Representation in Decentralized Governance" and "Local Service Delivery for the MDGs." The special issue, first circulated on the network, has become a useful knowledge tool/resource.

All regions were represented in the queries received on the network. However, a significant number of postings in this period came from Country Offices in Africa and Asia; most of them requested comparative experiences in building capacities or establishing partnerships for policy formulation, service delivery, and resource management. Below are examples of some of these queries:

- Ethiopia: comparative experiences/disbursing and monitoring project funds to regional, district and community levels
- India: comparative experiences/capacity building of local governance institutions
- Rwanda: comparative experiences/development of monitoring system to assess local government's performance
- Viet Nam: comparative experiences/strengthening local capacity for planning and budgeting

List of Publications and Knowledge Products Produced in 2005

Policy Support for Democratic Governance

- *Governance for the Future: Democracy and Development in the Least Developed Countries*, <http://www.undp.org/governance/docs/Policy-Pub-LDCReport.pdf>

Parliamentary Development

- Global Programme on Parliamentary Strengthening (GPPS) brochure – English
- GPPS brochure – French
- GPPS Arab States brochure – English
- GPPS Arab States brochure – French
- Draft guidelines for the International Community on Parliaments, Crisis Prevention and Recovery (for dissemination at the 19-21 April 2006 International Conference on Parliaments, Crisis Prevention and Recovery in Brussels, Belgium)
- West Africa study on support mechanism for insufficiently experienced and skilled parliamentarians – French
- Brochure on international knowledge network for women in politics – English

Electoral Systems and Processes

- **A Handbook on Working with Political Parties**, <http://www.undp.org/governance/docs/policy-pub-polpartieshandbook.pdf>
- **Getting to the CORE: Cost of Registration and Elections**, <http://www.undp.org/governance/docs/Elections-Pub-Core.pdf>
- **UNDP Procurement Guide for Post-Conflict Elections**,
- **Fast Facts on Elections**,
- **10 one-pagers on election projects**. A joint initiative with the Regional Bureau for Africa, these one-pagers capture the salient details of UNDP electoral assistance projects in countries including Democratic Republic of the Congo, Ethiopia, and Tanzania.
- Human development viewpoints: **“Inclusive Local Governance: Representation and Affirmative Action”** and **“Show Me the Money: Political Party Financing Disclosure”**

Justice and Human Rights

- **Practice Note on “Human Rights in UNDP”** (http://www.undp.org/governance/practice-notes.htm#pn_justice)
- UNDP submission of the UNDP bi-annual submission to the UN Human Rights Commission (E/CN.4/2005/133).

- Three guides for ombudsman institutions in the region: “How to Handle Complaints”, “How to Conduct Investigations”, and “How to Handle Cases of Discrimination”.

E-governance and Access to Information

- A European Commission–funded study on the use of ICT to empower parliaments. This study provides the basis for the finalization of a primer on ICT and parliaments.
- E-governance assessment methodology developed in partnership with Cisco; details are available online <http://sdnhq.undp.org/e-gov/undp-cisco-egov.html>.
- Updated searchable Access to Information database. Access to Information publications can be accessed at <http://www.undp.org/oslocentre/citzpart.htm>.
- Access to Information brochure summarizing information from the database; the target audience for the brochure was both UNDP Country Offices and external partners.
- Updated Access to Information literature review, which provides a synopsis of key publications and knowledge resources in this area.
- Publication of a handbook titled “A Guide to Civil Society Organizations working on Democratic Governance”.
- Completion of a draft HDV titled “A Strategic Approach to Information-sharing and Communication—A Core Building Block for the MDGs”.

Decentralization, Local Governance, and Urban/Rural Development (DLGUD)

- A second book on the LIFE Programme titled “Pro-Poor Urban Governance: Lessons from LIFE 1992–2005” (http://www.undp.org/governance/docs/DLGUD_Pub_lifebook.pdf).
- A primer on fiscal decentralization (<http://regionalcentrebangkok.undp.or.th/reports>).
- Two HDVs on “Applying the LIFE methodology” and on “Decentralizing the MDGs through innovative leadership” (<http://practices.undp.org/democratic-governance/hdvs>).
- A pamphlet on SL 2.6 (Decentralization and Local Governance).
- In partnership with UNDP’s Human Development Report Office, a paper on decentralized governance based on national human development reports.
- Ten chapters on innovative policy perspectives on decentralized governance in the following publication: “Human Development Viewpoints: Presidentialism in Decentralized Governance: More Local Leadership but at What Costs?” (<http://practices.undp.org/democratic-governance/hdvs>).
- “Inclusive Local Governance: Representation and Affirmative Action” (<http://practices.undp.org/democratic-governance/hdvs>).

Public Administration Reform and Anti-corruption

- Eight primers on PAR were commissioned in 2005. Three have been completed: “Performance Management in the Civil Service”, “PAR in Different Administrative Traditions”, and “Central Reform to Enable Decentralization” (http://content.undp.org/go/practices/governance/docs/download/?d_id=406827).

- *Trends and Challenges in Public Administration Reform in Asia and the Pacific*, <http://regionalcentrebangkok.undp.or.th/reports/>
- **Six country case studies on UNDP lessons in anti-corruption** were produced in 2005. They focused primarily on documenting lessons of UNDP Country Offices in developing and implementing anti-corruption programmes. The case studies produced were Armenia, Burkina Faso (also translated in French), Democratic Republic of the Congo (also translated in French), Kosovo, Lithuania, Nigeria, and Palestine. Case studies such as these are invaluable tools for other UNDP Country Offices attempting to develop and implement their own accountability and transparency interventions that are guided by concrete, practical, and common experiences. The six produced in 2005 supplement the eight previously completed case studies on anti-corruption and form part of the larger UNDP Anti-Corruption Tool Kit to be completed and launched in 2006.
- A comparative study of national anti-corruption legislation was also commissioned, primarily to support UNDP Country Offices responding to government demand for assistance on the ratification and implementation of the UN Convention against Corruption. It was also developed to support the work of UNODC, the secretariat for UNCAC, on producing a practical and user-friendly legislative guide on UNCAC.
- A joint programme initiated in early 2005 to release practical guides in 2006 to help promote the ratification of UNCAC and the African Union Convention on Preventing and Combating Corruption (AU Convention). The partners are UNDP, Transparency International, and the Institute for Security Studies. The guides include the following:
 - A “**CSO Advocacy Guide**” targets civil society and aims to explain UNCAC in simple language, indicating how it can be useful in addressing corruption; explaining what steps are needed for national ratification and implementation; explaining the relationship of UNCAC with other international anti-corruption conventions; and providing tools to help civil society organizations push for ratification and implementation.
 - A “**Comparative Guide to UNCAC and AU Convention**” will review legislative requirements of UNCAC and AU Convention and provide MPs with key tools required to ensure the effective implementation of the two anti-corruption conventions. Where applicable, it may also serve to strengthen domestic anti-corruption legislation.
- A Francophone adaptation of Country Assessment in Accountability and Transparency (CONTACT) was produced jointly with UNDESA in the third quarter of 2005. Developed by the United Nations, CONTACT is designed to assist governments in conducting a self-assessment of their financial management and anti-corruption systems. The guidelines streamline this process into a uniform, comprehensive, and efficient methodology that minimizes doubt or misinterpretation.
- The Tiri Corruption Case Law Reporter is published quarterly with support from UNDP under the BMZ Trust Fund for the Programme for Accountability and Transparency in support of the Independent Corrupt Practices and Other Related Offences Commission of Nigeria. This is a joint project of the Commonwealth Legal Education Association, the Commonwealth Magistrates’ and Judges’ Association, the Commonwealth Secretariat, and TIRI (<http://tiriweb.tiri.org/forums/forumdisplay.php?f=100>)

- “**Institutional Arrangements to Combat Corruption (A Comparative Study)**” was authored by Patrick Keuleers and Nils Taxell of the Bangkok Regional Service Centre. The study, which resulted from an initial request for comparative experiences made by the anti-corruption working group of the Mongolian parliament, provides a comprehensive analysis of different models of anti-corruption agencies ranging from the oft-cited Hong Kong Independent Anti-Corruption Commission to the Botswana Directorate for Corruption Prevention and Economic Crime to the Lithuania Special Investigations Services (http://regionalcentrebangkok.undp.or.th/practices/governance/documents/Corruption_ComparativeStudy-200512.pdf).

Gender

- The background note for the retreat summarized the lessons and insights regarding the challenges facing gender and governance at UNDP, as did the briefing note produced at the end of the assignment. The case studies and learning materials produced for the gender learning day at the retreat form the basis of Tip Sheets, a set of observations and concrete suggestions to further address gender-related issues in each service line. It is scheduled for production at the end of March 2006.

Oslo Governance Centre

- **A Guide to Civil Society Organizations working on Democratic Governance**, http://www.undp.org/oslocentre/docs05/3665%20Booklet_heleWEB_.pdf
- **Measuring Democratic Governance: A Framework for selecting pro-poor and gender sensitive indicators**, <http://www.undp.org/oslocentre/docs06/Framework%20paper%20-%20entire%20paper.pdf>
- **Indicators for Human Rights Based Approaches to Development in UNDP Programming - A Users Guide**, <http://www.undp.org/oslocentre/docs06/HRBA%20indicators%20guide.pdf>
- **An OGC Update**, the fourth since OGC was established, was published in April 2005; it focused on the Arab Human Development Report and the Governance Indicators Project (http://www.undp.org/oslocentre/docs05/Update_april%202005.pdf).
- The e-discussion that was held on the DG Net in late 2004 was supplemented with a mapping exercise (undertaken in April-May 2005) to inform the development of a paper on UNDP's current engagement with political parties. The paper has been finalized and disseminated internally and shared with selected external partners.
- A summary note of the key points emerging from seminar deliberations, including identification of bottlenecks hindering capacity development and reviews of strategies to overcome them, was disseminated to UNDP participants and to key external partners, including the OECD/DAC network on governance. Several of these action points have subsequently been followed up and developed by BDP/CDG. All papers related to the seminar can be accessed on the OGC website (<http://www.undp.org/oslocentre/achvmdg3.htm>).

Annex: State of Democratic Governance Practice — MYFF 2005 Analysis⁷

In 2005, UNDP continued to expand and consolidate its work in democratic governance, which leads the practices in terms of expenditure and is rapidly approaching universal presence in country programmes. Democratic governance accounted for approximately 46 percent (nearly \$1.4 billion) of UNDP's global technical assistance expenditures in all practice areas in 2005. This amount, twice that of any other single practice area, also makes UNDP by far the world's largest provider of governance technical assistance.

Of the 135 UNDP Country Offices, a total of 133 (or 99 percent) reported work in democratic governance, making it the second-most dominant practice (after poverty) in the organization. Every Country Office in the regions of Africa, Arab States, Europe and the CIS, and Latin America and the Caribbean reported work in democratic governance, as did all but two in the Asia and the Pacific region.

Globally, the content of UNDP's work in democratic governance follows recent trends in terms of three service lines (Justice and Human Rights; Decentralization, Local Governance, and Urban/Rural Development; and Public Administration Reform and Anti-Corruption) being well subscribed in each region, and four service lines (Policy Support for Democratic Governance; Parliamentary Development; Electoral Systems and Processes; and E-governance and Access to Information) being used to a greater or lesser degree depending upon the region and the strategic opportunities available. In terms of its human capacity, the Democratic Governance Practice now numbers 1,500 colleagues, most of them employed as national programme officers, spread out through the spectrum of UNDP's offices. UNDP plays an increasingly crucial role in providing governance assistance in conflict and post-conflict countries, particularly in the area of transitional justice and security sector reform, and in bridging the transition from UN peacekeeping operations to electoral and constitutional processes and institution building of State bodies.

Table 1. Country Office (CO) breakdown by democratic governance service lines (133 countries reporting)

Service line	# COs	% COs reporting
2.1: Policy Support for Democratic Governance	43	32%
2.2: Parliamentary Development	47	35%
2.3: Electoral Systems and Processes	33	25%
2.4: Justice and Human Rights	85	64%
2.5: E-governance and Access to Information	23	17%
2.6: Decentralization, Local Governance, and Urban/Rural Development	90	68%
2.7: Public Administration Reform and Anti-	71	53%

⁷ See published version of this document at: <http://www.undp.org/execbrd/adv2006-annual.htm>

Corruption		
2.8: Outcome outside service lines	2	2%

Further analysis of the number of outcomes reported and the resources associated with them reveals that there are 464 outcomes being pursued by UNDP Country Offices within the Democratic Governance Practice, with Justice and Human Rights as the lead service line in terms of outcomes reported (107, or 23 percent). The distribution of resources by service line (captured in Table 2) demonstrates that three service lines together account for approximately 84 percent of the resources in the practice (Public Administration Reform and Anti-Corruption; Electoral Systems and Processes; and Decentralization, Local Governance, and Urban/Rural Development). These are also three of the “top” four service lines in the MYFF, which together account for 50 percent of total expenditure.

This breakdown is not surprising, considering that these three service lines address systemic, nationwide, and/or costly processes and institutions. In 2005, for example, UNDP provided technical assistance and coordinated donor support to the electoral processes in Afghanistan, Democratic Republic of the Congo, and Iraq, complex environments where significant expenditures were required. For two of the lines—Decentralization, Local Governance, and Urban/Rural Development and Public Administration Reform and Anti-Corruption—activity and spending are particularly common in the Latin America and Caribbean region. UNDP in this region has made a concerted effort to address the threats to democracy, which have been identified through the Latin America Democracy report and other sources as the failure of public institutions, among other factors. As a result, much of UNDP’s efforts have gone into strengthening public institutions, covering the executive, legislative, and judicial branches, as well as moving down from the level of the national State actors to the provincial and local levels. Decentralization in this region, as in Africa and Asia, is the next wave of ensuring that public institutions are able to function effectively and deliver required services, thereby reducing threats to democracy. These efforts extend beyond the State because they also include strengthening civil society by focusing on citizens’ obligations and responsibilities as a way to promote democratic processes.

Democratic governance continues to be the major practice area for financial resources—both in terms of leveraging non-core resources and in terms of expenditures. Also important to note is the fact that 41 percent of the practice’s non-core resources have been generated at the national level, which indicates that UNDP Country Offices have become more adept and credible in making a convincing argument for local bilateral and multilateral donors and governments to put their resources behind UNDP democratic governance initiatives. While the volume of resources generated and expended by UNDP in the practice of democratic governance and in these service lines in particular is striking, it should also be remembered that resources do not tell the whole story. After all, several of the services lines—such as Policy Support for Democratic Governance, Parliamentary Development, and Justice and Human Rights—achieve innovations and transformative change with relatively modest resources, and they can be important in ensuring the successful implementation of governance reform in other areas.

Table 2. Distribution of demand and resources by service line: Democratic Governance Practice area

Service line	% of outcomes	% of resources
2.1: Policy Support for Democratic Governance	11%	7%
2.2: Parliamentary Development	11%	2%
2.3: Electoral Systems and Processes	9%	26%
2.4: Justice and Human Rights	23%	6%
2.5: E-governance and Access to Information	5%	1%
2.6: Decentralization, Local Governance, and Urban/Rural Development	22%	22%
2.7: Public Administration Reform and Anti-Corruption	19%	36%

Analysis by region is noted below:

- **Africa** continues to be the dominant governance region in terms of the number of countries in which UNDP is working on governance and the breadth and depth of programming in those countries. The region shows fairly even involvement across all the service lines, with no service line emerging as dominant and almost all featuring strong subscription. Africa is also the most active among the regions in terms of Electoral Systems and Processes, where over a third of the Country Offices report activity.
- In the **Asia and the Pacific** region, the trend is similar, although Justice and Human Rights emerges as the strongest service line with 19 out of 23 Country Offices reporting work in the area.
- The **Arab States** region distribution is fairly evenly divided between the “leading” service lines (Justice and Human Rights and Decentralization, Local Governance, and Urban/Rural Development) and the strong “supporting” ones (Parliamentary Development and Public Administration Reform and Anti-Corruption).
- In **Europe and the CIS**, the trend is similar to the global one in that three service lines (Justice and Human Rights; Decentralization, Local Governance and Urban/Rural Development; and Public Administration Reform and Anti-Corruption) are much stronger than the others. It is also the region with the most activity in the E-governance and Access to Information service line (8 of 25 Country Offices).
- The **Latin America and the Caribbean** region shows the strongest use of the service line on Policy Support for Democratic Governance, with half of the Country Offices reporting work in the area. The Latin America and the Caribbean region also accounts for the largest portion of democratic governance expenditures by UNDP: 41 percent of the total, distributed primarily in two service lines (Decentralization, Local Governance, and Urban/Rural Development and Public Administration Reform and Anti-Corruption).

UNDP’s core results in each of the service lines include an emphasis on developing capacities for democratic governance, whether by enhancing the capacity of electoral management bodies to administer electoral processes sustainably and cost-efficiently in the inter-election period, or enhancing capacities of local governance actors in urban/rural areas for policy formulation. One element that stands out with respect to the Justice and Human Rights service line and capacity

development is the increased reporting on the application of a human rights–based approach to programming. Although the reported number under the service line remains low, a deeper look reveals that 23 Country Offices report on the application of a human rights–based approach in different parts of their reports. In Latin America, UNDP has been in the forefront of developing assessment frameworks, tools, and instruments for changes and improvements in the public security sector with a particular emphasis on local communities and justice in response to violence against women and children. In Mozambique, building the capacity of an independent and pluralist media at national and local level is a core element of the democracy and governance practice. In many areas community radio is a key tool for poorer groups to participate in development processes.

Achievement of annual programme and financial targets

In the Democratic Governance Practice, Country Offices reported progress in 398 total outcomes with the following ratings:

- fully achieved: 219 (55 percent);
- partially achieved: 160 (40 percent); and
- not achieved: 19 (5 percent).

On a regional basis, the trend is fairly consistent, with the exception of the Africa region where the “not achieved” rating for outcomes is used more frequently, and the Europe and the CIS region, which lists a high rate of outcome achievement at 72 percent (*see Table 3 below*).

Table 3. Performance by region

Achievement of targets related to Democratic Governance Practice area			
Region	% High	% Medium	% Low
Africa	43%	48%	10%
Asia and the Pacific	58%	41%	1%
Europe and the CIS	72%	23%	6%
Arab States	40%	57%	3%
Latin America and the Caribbean	67%	32%	1%

When examining the performance by service line of progress towards outcomes, a consistent picture emerges of steady achievement, with all service lines scoring a combined full and partial achievement rate in the 90th percentile, while the service lines at the same time show an average financial delivery rate in the mid 50th percentile (*see Table 4 below for more details*).

Table 4. Performance by service line: Democratic Governance Practice area

Service line	Rate of Achievement (%)		
	Fully achieved	Partially achieved	Not achieved
2.1: Policy Support for Democratic Governance	60%	36%	5%

2.2: Parliamentary Development	43%	50%	7%
2.3: Electoral Systems and Processes	67%	30%	3%
2.4: Justice and Human Rights	60%	35%	5%
2.5: E-governance and Access to Information	52%	43%	5%
2.6: Decentralization, Local Governance, and Urban/Rural Development	55%	42%	3%
2.7: Public Administration Reform and Anti-Corruption	49%	45%	5%

In the *Policy Support for Democratic Governance* service line, the emphasis has been on national dialogue for responsive governance and democratization, including in post-crisis and transitional countries and particularly in Latin America. Progress in this core result has been strong, with 63 percent of outcomes reported as fully achieved. It is primarily through this service line and core result that the findings and recommendations of the Latin America Democracy Report have been pursued and programmed at country level. An analysis of DGTTF also reveals that Country Offices in all regions are using this service line in particular to test innovative and catalytic programmes in political party support and national dialogue processes.

In the *Parliamentary Development* service line, UNDP has continued to support the three functions of legislatures—oversight, law making, and representation—although in 2005 the emphasis was overwhelmingly on enhancing the representation function, which accounted for 32 of the 46 outcomes reported. Progress towards outcomes in the area of representation was good (44 percent fully achieved and 50 percent partially achieved), and it has taken place in diverse contexts from Algeria to Viet Nam. In Benin, with UNDP support and National Assembly funding, MPs organized annual nationwide public consultations on matters of national interest in order to better connect with constituents and inform the legislative process.

The service line of *Electoral Systems and Processes* in 2005 demonstrated the heaviest focus and progress in the core result of legal and institutional frameworks that enable free, fair, transparent, and sustainable elections at all levels—which accounted for 18 of 30 outcomes reported. This area emphasizes capacity development of electoral management bodies not only during elections but also in the periods between elections. For example, in 2005 UNDP provided support to the Independent Electoral Commission of Iraq in the form of advisors and training as its staff prepared for the January 2006 parliamentary elections—yet at the same time UNDP also provided support to strengthen the capacity of the Cambodian National Election Committee as a permanent election body in the inter-election period to manage the continuous voter registration process and undertake civic education.

Justice and Human Rights continues to be a service line through which UNDP is successfully leveraging its recognized impartiality and trust by engaging in critical yet sensitive issues. These include working in post-conflict situations to support transitional justice and security sector reform through assistance in drafting of legislation for the establishment of truth and reconciliation bodies and special courts/tribunals to address the crimes of the past (e.g., Bosnia and Herzegovina,

Liberia, and Sierra Leone). UNDP has also worked to increase human resources capacities through the introduction and consolidation of systematic training for legal, judicial, and administrative officers in the justice system (Timor-Leste), and provision of human rights knowledge for police, judiciary, media, and the expansion of human rights advocacy networks (Egypt). UNDP is increasingly engaged in joint programming processes related to the implementation of the UN-wide Action 2 Programme that further strengthens national human rights promotion and protection systems.

In the *E-governance and Access to Information* service line, UNDP's focus has been on increasing participation, especially of vulnerable groups, in policy dialogue through enhanced access to information, and enhancing transparency and accountability of government functions to civil society. For example, in India UNDP is using community radio as a medium to empower marginalized groups through discussions on human rights issues and as an alternative forum for dispute resolution. This service line complements other service lines to a high degree, as demonstrated in Armenia where the UNDP project focuses on strengthening civil society's capacity to effectively monitor the national anti-corruption strategy; training CSOs, private sector, parliamentarians and public officers in advanced lobbying practices; and establishing ICT public access sites in all regions.

In the *Decentralization, Local Governance and Urban/Rural Development* service line, the dominant emphasis continues to be in capacity building of local governance actors to achieve the MDGs in urban/rural areas, which is happening in countries as diverse as Albania, Barbados, Kenya, and the Philippines. Localizing the MDGs will continue to be a major part of UNDP's Integrated Package of Services. UNDP continues to emphasize support for macro decentralization policy making; local governance institution building, including strengthening participation and partnerships in service delivery; policy formulation and resource management; and urban and rural development.

The *Public Administration Reform and Anti-Corruption* service line focuses primarily on the areas of reform for efficient, effective, responsive, and pro-poor public services—and in the development of institutional, legal, and policy frameworks to promote and enforce accountability, transparency, and integrity in public service. This is happening in countries such as Afghanistan, China, Democratic Republic of the Congo, Lao PDR, Nigeria, São Tome and Príncipe, Serbia and Montenegro, and Timor-Leste.

Overall, the performance of the Democratic Governance Practice in UNDP—which accounted for the biggest proportion of the organization's work—has been excellent, with 95 percent of targets fully or partially achieved and the largest volume of resources allocated and delivered.

Performance against development drivers

An analysis of which development drivers are emphasized reveals a similar picture in 2005 as in 2004. The reliance on the Partnerships and Policies driver remains strong in areas related to democratic governance, and the Capacity Development driver is growing in emphasis. South-South Solutions and Enhancing National Ownership are also making gains, particularly in the elections area. Where the picture is less bright, however, is in the universally low reported reliance on the Gender driver.

There is at the same time a need to look behind the drivers as they—despite the ratings used—emphasize results rather than effort. For example, many countries are programming in gender yet report low reliance on the Gender driver because the results in terms of strategies, capacities, and institutions may not yet be evident. In Honduras, to take one example, UNDP reported under the Policy Support for Democratic Governance service line the achievement of proposals for a gender - equity approach in public policies based on a completed country gender assessment. However, this work reported a low reliance on the Gender driver because it was seen as laying the groundwork for eventual policies and strategies that the new government would formulate.

Table 5. Extent of emphasis on drivers of development: Democratic Governance Practice

Driver	Degree of emphasis		
	% High	% Medium	% Low
Capacity Development	25%	49%	26%
Enhancing National Ownership	16%	35%	49%
Enabling Policy	37%	42%	21%
South-South Solutions	21%	36%	44%
Gender	14%	33%	53%
Partnerships and Policies	43%	43%	14%

Of all the service lines, Policy Support for Democratic Governance shows the strongest and most varied reliance on the different drivers, with Parliamentary Development also demonstrating considerable diversity. Again, however, the numbers reveal different trends when looking at both high and medium reliance on the drivers. In **Enhancing National Ownership**, the service lines of Decentralization, Local Governance, and Urban/Rural Development and Electoral Systems and Processes demonstrate the highest reliance overall, with 65 percent reporting high or medium reliance. For **South-South Solutions**, Electoral Systems and Processes leads the service lines with 71 percent of Country Offices reporting high or medium reliance, and for **Partnerships and Policies**, the Policy Support for Democratic Governance service line leads in both, with 98 percent and 95 percent of Country Offices reporting high or medium reliance on the drivers, respectively.

Table 6. Extent of emphasis on drivers of development by service line: Democratic Governance Practice

Service Line	Degree of emphasis on driver					
	Capacity Development	Enhancing National Ownership	Enabling Policy	South-South Solutions	Gender	Partnerships and Policies
2.1: Policy Support for Democratic Governance	Yellow	Red	Green	Yellow	Red	Green
2.2: Parliamentary Development	Yellow	Red	Yellow	Yellow	Yellow	Yellow
2.3: Electoral Systems	Red	Yellow	Yellow	Yellow	Red	Yellow

and Processes	High	Medium	Low	High	Medium	Low
2.4: Justice and Human Rights	Medium	High	Medium	High	High	High
2.5: E-governance and Access to Information	Medium	High	Medium	High	High	Medium
2.6: Decentralization, Local Government, and Urban/Rural Development	Medium	Medium	High	High	High	Medium
2.7: Public Administration Reform and Anti-Corruption	Medium	High	Medium	High	High	Medium

(Colour coded to indicate whether high, medium, or low overall emphasis on the drivers)

For **Gender**, the service line of Policy Support for Democratic Governance again demonstrates highest reliance overall, with 60 percent of Country Offices reporting high or medium reliance. This reflects the high emphasis on dialogue, political party support, and enhancing women’s political participation initiatives that tend to fall within this service line. Reliance on the Gender driver is of particular interest and concern, given the finding highlighted in the democratic governance analysis of the MYFF/ROAR Report 2004, which noted, “One of the main challenges for the democratic governance practice is to build on ongoing efforts and raise the emphasis on gender equality in the terms identified by UNDP.”

As a result of this finding, in 2005 the Democratic Governance Practice in partnership with the UNDP Gender Unit launched an initiative designed to strengthen staff capacity to provide gender-responsive policy and programme advice; review materials to identify gaps and entry points; and review reporting mechanisms. The overall goal is to strengthen and institutionalize the efforts of mainstreaming gender in policy and programming in the democratic governance area. Preliminary findings show that there has been considerable progress in terms of women’s empowerment, including the promotion of greater numbers of women in elections, parliaments, and other governing institutions. There has also been progress in structural areas that can challenge discrimination against women and other vulnerable groups (such as the poor and ethnic minorities) in areas such as citizenship rights, property rights, and access to justice. There is, however, less progress and more uncertainty about how to move beyond the numbers. Over the next year, the Democratic Governance Practice’s gender initiative will seek to increase the practice’s internal capacity in gender mainstreaming.

In terms of the **Capacity Development** driver, the service line of Decentralization, Local Governance, and Urban/Rural Development shows the highest reliance, with a total of 85 percent of Country Offices reporting high or medium reliance. Indeed, an analysis of country activity reveals a rich range of progress in influencing national, sectoral, and local development strategies to incorporate MDG targets; strengthening the capacity of public and civil society institutions to monitor and report resource use for development results; and facilitating policy dialogue among key State and non-state stakeholders, with the goal of building broad-based consensus. In Barbados, for example, UNDP supported capacity-building initiatives assisting OECS-SIDS in the formulation of pro-poor policies and development agendas to address traditional vulnerabilities in a new wide-

ranging development context that includes issues such as women’s rights, youth, serious crime, drug trafficking, high debt, and economic diversification. Efforts in this service line have focused on improving the capacity of national and sub-national agencies in service delivery for the poor; in Sierra Leone, for example, UNDP has supported the decentralization of agriculture and health services to local councils through pilot activities with a focus on transparency, accountability, and participation—and an explicit link to MDGs.

Table 7. Extent of emphasis on drivers of development by region: Democratic Governance Practice

Region	Degree of emphasis on driver					
	Capacity Development	Enhancing National Ownership	Enabling Policy	South-South Solutions	Gender	Partnerships and Policies
Africa	High	Low	High	Low	Low	High
Asia Pacific	High	Low	High	Low	High	High
Europe and the CIS	High	Low	High	Low	Low	High
Arab States	High	Low	High	High	Low	High
Latin America and the Caribbean	High	Low	High	Low	Low	High

(Colour coded to indicate whether high, medium or low overall emphasis on the drivers)

As seen in Table 7, regional reliance on the drivers is quite good across the board in Partnerships in Policy, and low in Enhancing National Ownership, South-South Solutions, and Gender, despite some variations as seen earlier in certain service lines.

Conclusion

The Democratic Governance Practice continues to be the dominant practice in UNDP, given both the number of Country Offices programming in it and the resources generated and expended through it.

The data reveals that UNDP is bearing the development drivers increasingly in mind when designing and implementing democratic governance programming; however, the results of these efforts have for the most part not yet borne fruit in terms of results. The Afghanistan Country Office raised a common issue when it noted, “Despite significant progress, UNDP could not yet establish sustainable capacity within government institutions.” A number of Country Offices are programming in a gender-sensitive way, taking national ownership into account and designing their programmes to develop capacities—yet they consistently report low reliance on these drivers. More in-depth analysis is needed to discern why this is the case, but a likely consideration is the complexity of the questions asked of Country Offices when completing the analysis.

As noted in the Annex and elsewhere in this report, performance against targets in democratic governance varies by region and by service line. Overall, however, UNDP seems to be developing

leading and supporting service lines in each region that respond to the needs and contexts of the countries there.