



BUILDING BRIDGES BETWEEN THE STATE & THE PEOPLE

An Overview of UNDP's Recent and Current Interventions in
Public Administration and Local Governance
in AFRICA

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CONTENTS

INTRODUCTION	3
OVERVIEW OF MAIN CHALLENGES.....	5
REGIONAL INITIATIVES.....	8
MAIN AREAS OF INTERVENTION	9
Public Administration & Civil Service Reform	9
Support to the Centre of Government & Strategic Policy-Making	15
Local Governance & Decentralization.....	17
Accountability, Transparency & Integrity in Public Administration	24
Public Financial Management	27
Aid Effectiveness	28
E-government, Information & Communication Technologies (ICTs)	29
Institutional Development of Specific Government Ministries & Agencies.....	31
Access to Information	33
Streamlining Regulations & Procedures.....	34
Gender & Public Administration.....	34
CONCLUSION	35
Acknowledgments	37

INTRODUCTION

This paper is part of a series of regional monographs prepared by the *Responsive Institutions Cluster* within the Democratic Governance Group (DGG), Bureau for Development Policy (BDP). The regional papers aim to capture the volume and nature of UNDP's recent and current work on public administration and local governance.

The five regional stock-takings were prepared on the basis of desk reviews of existing project documents, project briefs, UNDP websites, project databases of individual Country Offices, Regional Centres, the Democratic Governance Trust Fund (DGTTF) database and Atlas; complemented with additional inputs from the field. The monographs focus on UNDP's current and most recent interventions, and provide an overview of what UNDP is currently doing in these service lines. The purpose of these papers is not to evaluate the quality of the outputs or the outcome of UNDP's work in public administration and local governance in specific countries or regions. Such evaluations are undertaken by the UNDP Evaluation Office.

In addition to compiling information on all ongoing civil service reform, local governance and decentralization projects, the regional papers also include information on initiatives in other service lines that touch directly on the public administration at the national and sub-national levels, such as:

- Projects that support strategic policy-making at the centre of government;
- Institutional strengthening projects focused on specific agencies or ministries;
- Anti-corruption projects that include initiatives to address the accountability, transparency and integrity of the public administration and local governments;
- Institutional and capacity development projects, focusing on the public sector;
- Aid coordination and aid effectiveness initiatives that deal directly with budget policy and coordination;
- Projects that support E-government development and ICTs;
- Access to information projects essentially dealing with the supply of government information;
- Projects that support the streamlining of regulations and administrative procedures; and
- Initiatives that address gender policies in public administration and local governments.

The five regional monographs on public administration and local governance constitute one component of a broader corporate initiative aimed at providing direction and support to meet the increasing demand from the field in these two service lines. The relevance and impact of our work in public administration and local governance will not only be of critical importance for the achievement of the MDGs, it is also central to building and sustaining peaceful, inclusive and tolerant societies, and communities.

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OVERVIEW OF MAIN CHALLENGES

Africa's social and economic situation has improved significantly in recent years as a result of the renewed commitment of its leaders to collectively address the continent's development challenges – with marked progress being made towards MDG-based planning in response to the pledge made at the 2005 World Summit – and the commitment of its development partners to scale up aid. Furthermore, many of the conflicts affecting the West and Central Africa sub-regions, notably the Great Lakes Region, Liberia and Sierra Leone, have been largely contained. Sub-Saharan Africa has also seen an acceleration in its economic growth, with GDP growth rising progressively from less than 3.0% in 1999 to 6.9% in 2007, coupled with substantial poverty reduction since the late 1990s. However, as a direct correlation of the 2008 crisis, the GDP growth rate plummeted to 2.1% and, even though projections estimate a 4.5% rate for 2010 and a sustained fall in poverty rates, these are not enough to make up for lost ground¹.

Significant strides have also been made towards democratic governance and protection of human rights. Electoral processes are taking root, despite some recent setbacks and short-comings, and civil society and the media are increasingly participating in public accountability processes and human rights advocacy. At the regional level, the African Union (AU) is retooling itself to more effectively address problems of conflict and political instability, and to accelerate economic integration. For their part, the Regional Economic Communities (RECs), such as the Common Market for Eastern and Southern Africa (COMESA), the Economic Community of Central African States (ECCAS), the Economic Community of West African States (ECOWAS), and the Southern African Development Community (SADC), have become much more proac-

tive in promoting regional integration. In addition, the New Partnership for Africa's Development (NEPAD)² serves as the economic strategy of the African Union, and the African Peer Review Mechanism (APRM) as the mechanism for benchmarking progress on democratic governance.

Within this regional context, UNDP has been one of the main providers of support in the area of Democratic Governance. This includes: assisting countries in conducting successful elections³, including in countries emerging from conflict such as Burundi, DRC, Liberia, Rwanda, and Sierra Leone; supporting the establishment or maintainance of successful human rights institutions in Tanzania, Uganda, Ethiopia, Sierra Leone, Liberia, Rwanda, Burundi and others; and supporting the biannual publication of the Africa Governance Report (AGR⁴), led by the Economic Commission for Africa. The increase in democratic systems on the continent has also resulted in an improvement in the respect for human rights in many countries. Consistent with global trends, more African countries are broadening the space for proactive engagement and dialogue

² The 37th OAU Summit held in Lusaka, Zambia in July 2001, adopted the New Partnership for Africa's Development (NEPAD), as the integrated and comprehensive socio-economic development programme to accelerate Africa's renewal. The Summit also agreed on the creation of the Heads of State and Government Implementation Committee (HSGIC), which in turn established the NEPAD Steering Committee and the NEPAD Secretariat to coordinate and administer its activities. NEPAD's overarching objectives include: (i) poverty eradication; (ii) promotion of sustainable development; and (iii) addressing Africa's marginalization under globalization.

³ There are an increasing number of people participating in elections (US\$ 25.7 million or 80% in the DRC in 2006; US\$ 23 million or 77% in South Africa in 2009; and US\$ 8.6 million or 69.5% in Ghana in 2008).

⁴ The African Governance Report (AGR) is a biannual publication which assesses and monitors progress towards good governance in African countries. AGR 1 entitled "Striving for good governance in Africa" was published in 2005 and covered a survey of 27 countries using instruments developed by ECA to assess the perception on governance by households and experts at the country level. The Report is published in response to a growing and powerful consensus emerging around the world, and amongst African leaders, that good governance is a prerequisite for overcoming development challenges and achieving the MDGs.

¹ Source: "Global Monitoring Report 2010: the MDGs after the Crisis", World Bank.

on public affairs with civil society organizations, including the media. These non-state actors are increasingly playing a dual role: expanding opportunities for citizen engagement in decision-making processes related to public affairs, and holding governments and public institutions accountable.

In addition, the continent has made significant progress with regards to promoting gender equity in politics. The recent South African election in April 2009 saw women representation in parliament rise to 45%; in Uganda's parliament, women comprise 30.9% of representatives, whilst in Rwanda the proportion of women in parliament is now 56%, and 36% in the cabinet. Other measures to empower women have included the creation of ministries and national agencies dedicated to promoting and protecting women's rights and interests. In addition, the number of women appointed as ministers and public officials has increased on a scale previously unseen in Africa. However, despite important efforts, promotion of women within the senior ranks of the public administration is still limited. As is the case in the other regions, there are few UNDP projects that address upfront the issue of gender within the public administration itself or, more generally, the challenges of developing a public administration that is sufficiently representative of society. This includes not only the gender dimension but also ensuring sufficient access and promotion opportunities for minorities, and persons with disabilities.

Progress in democratic governance, although laudable, has been uneven. Sustainable peacebuilding and conflict resolution remain fragile and tenuous in several sub-regions, while serious challenges remain with respect to deepening democracy beyond elections, strengthening economic governance and the state of law, and fostering a state that effectively delivers services and promotes pro-poor growth and accountability. Another pervasive problem requiring urgent attention is the serious capacity deficiencies of both state and non-state actors as reflected in systemic, institutional and human resource capacity weaknesses, as well as in weak accountability and transparency mechanisms.

Most public sector reforms implemented in Africa throughout the 80's and 90's were linked to structural

adjustment programmes aimed at improving the efficiency of the public sector. The focus was on the cost of the bureaucracy, while the goal of building a state apparatus able to deliver – directly or through alternative means – accessible and quality services to the people, was only implicitly present. In fact, some of the reforms that were implemented, aggravated by the HIV pandemic in the region, actually resulted in an even weaker capacity of the public service to deliver on some essential services. Since the mid 90's, and in particular since the start of the new Millennium, public administration reform became an integral and essential part of the "Good Governance Programmes", designed in many countries in the region to support the implementation of the national development plans (NDPs) and related poverty reduction strategies (PRSPs). In this way, the attention was shifted to service delivery and responsiveness aspects rather than only costs. Nonetheless, the reasons cited in the 80's and 90's for the failures to transform the African public administration still prevail today: weak administrative capacities for policy analysis, implementation, monitoring and evaluation; insufficient social and public infrastructures; excessive centralisation of service delivery mechanisms, decision making, resources and power; mismanagement of public funds and enterprises; inadequate resources; unproductive and unmotivated civil servants; and corruption⁵.

Decentralization has been a key development goal since the 80's, but the process has been problematic and progress has been slow, with an enduring discrepancy between what governments decentralize de jure and de facto. Depending on the context, this divergence can be explained by limited resources, the need for attaining economies of scale, capacity constraints, lack of political will, and the influence of bureaucratic politics. These challenges are usually

⁵ For example, a review of the public administration in Togo revealed a marked lack in leadership skills for the design and coordination of the reforms. The freeze in recruitment and large number of retirements explains the lack of staff in certain sectors, while remaining staff have weak qualifications, show low levels of motivation, and operate in unproductive work environments. Operating budgets are limited and there is a general lack of equipment. Furthermore, the current administrative system is characterised by excessive centralisation of decision-making powers, weak organizational capacity, conflicting mandates, lack of clear procedures and standardised working methods. These weaknesses are representative of most deficiencies present in the public administration across the African continent.

heightened in countries endowed with rich natural resources, and in those where there is widespread resistance from central government and politicians to decentralize decision-making powers. In addition to these difficulties, one of the main challenges is the risk of state capture at the local levels: even where the rural poor have achieved some form of representation, accountability mechanisms are usually not strong enough to ensure that their interests are represented effectively in decision-making processes. As a result, although public sector decentralization and local governance have been incorporated into the process of economic and democratic change⁶, it is unlikely that this will lead to pro-poor outcomes without serious effort to strengthen upward and downward accountability at both local and national levels.

The difficulties described above have been aggravated by the global economic and financial crisis of 2008, which has dampened the progress visible on the continent since 2000. Moreover, the weaknesses detected in many of the governing institutions also affect the state structures responsible for managing Official Development Assistance (ODA) flows. It is thus critically important to strengthen capacities to better manage increased international aid flows, as well as revenues from commodities (notably oil), in order to channel an increased proportion of such resources into basic service delivery, especially for the poor. This is a key rationale behind UNDP's 2006 regional strategy, refocused on promoting capacity development for pro-poor growth and accountability as the programming lens for its interventions in the Africa region.

In response to these challenges, the 6th Panafrican Conference of Ministers of the Public Service⁷, held in 2008 in Johannesburg on the theme "Building the Public Service and Administration Capacity of the State in Africa", agreed that the state must be strengthened in

order to address the crisis and achieve balanced development, with a special focus on governance and institutional capacity of the public administration. It was also acknowledged that whilst capacity development had been much talked about in the continent, many of the past initiatives had been driven by partner agendas and concerns, with very few resulting in real local ownership. Therefore, developing the capacity of the public service and the public administration was considered a *sine qua non*, not only to guarantee inclusive MDG achievement, but also to foster national ownership of development interventions and programmes. It is within this line of thinking that the Conference discussed and adopted the Draft African Charter on the Values and Principles of the Public Service that is to be adopted by the African Union. The charter aims to promote adherence to the agreed principles and values for the effective response to community needs, encourage member states in their efforts to modernise and strengthen their capabilities to improve public service delivery, promote accountability, promote gender equality, as well as encourage the exchange of experience and good practices between member states. As this Charter moves into finalisation, ratification by the AU and domestication, the central question will then be how to support and monitor implementation. UNDP, through the Regional Governance Programme for Africa, will provide support in this area also.

This Charter is but one of several recent initiatives that show the region's growing commitment towards collective action in the field of public administration. In January 2007, the Heads of State and Governments adopted the Charter on Democracy, Elections and Governance⁸, which recognised, amongst others, the centrality of effective, efficient, responsive, innovative

⁶ Article 34 of the African Charter on democracy, governance and elections stipulates that "state parties shall decentralize power to democratically elected local authorities as provided in national laws".

⁷ The Panafrican Conference of Ministers of the Public Service is a biannual event launched in 1994, which provides African Ministers of Public/Civil Service with a platform to exchange ideas and share experiences on issues of governance, to assess the transformative processes taking place in the African public sector, and to determine best practice interventions to achieve excellence in service delivery amongst African Union member states.

⁸ The Charter endorses, inter alia, the need for state parties to: (i) advance political, economic and social governance (art 27), by improving public sector management, the efficiency and effectiveness of public services, the development and utilisation of information and communication technologies; and the establishment of the necessary conditions to foster citizen participation, transparency, access to information and freedom of the press; (ii) institutionalize good political governance (art 32) through an accountable, efficient and effective public administration (in order to consolidate a culture of peace and democracy, art 11); and (iii) the institutionalization of good economic and corporate governance (art 33) through effective and efficient public sector management, promoting transparency in public finance management, preventing and combating corruption and related offences (in accordance with the AU Convention on Preventing and Combating Corruption, 2003), and an efficient and effective tax system premised on transparency and accountability.

and capable public administration. After the formal launch in 2005 of the African Management Development Institutes' Network (AMDIN), which took a lead on capacity development in the public sector, in February 2009, in Cape Town, the African Public Administration Community also launched the African

Association of Public Services Commissions. In addition, the African Public Service Day (23 June) is now an entrenched strategic event on the African Union calendar that emanates from the declaration of the First Pan African Conference of Minister's of Public / Civil Service held in Morocco in 1994.

REGIONAL INITIATIVES

The Regional Governance Programme for Africa has been designed to support the achievement of the democratic governance outcomes of UNDP's Strategic Plan (2008-2011) and all four programme results/outcomes for the consolidating democratic and participatory governance focus area of the Regional Cooperation Framework for Africa (RCF III: 2008-2011). Interventions in the area of "Consolidating Democratic and Participatory Governance" will focus on supporting implementation of the African Charter on Democracy, Elections and Governance. The programme entails four key components, namely: (i) strengthening the governance capacities of the African Union and the Regional Economic Communities, including support to the organization, conduct and monitoring of elections; (ii) support to the Africa Governance and Public Administration Programme; (iii) more effective management of governance knowledge, primarily through support to the African Peer Review Mechanism; and (iv) joint UNECA/UNDP governance initiatives, including collaboration on the Africa Governance Report and the African Governance and Development Forums.

Under the new regional programme, the Regional Bureau for Africa is developing several initiatives in public administration. The "Africa Governance and Public Administration Programme (AGPAP)", will be managed from the Regional Centre in Johannesburg. Similarly, the Regional Centre in Johannesburg is developing a

programme on local government capacity-building: "Strengthening Local Government Capacities in Eastern and Southern Africa". This programme will support the region's efforts at decentralized governance and local development by focusing on three key areas, namely: (i) decentralization; (ii) local government finance and inclusive service delivery; and (iii) local government capacity-building. This is a joint initiative between UNDP, UNCDF and Commonwealth Local Government Forum (CLGF).

The Regional Centre in Dakar currently manages the Spanish Trust Fund⁹, which provides € 10 million in support to nine West African countries: Benin, Cape Verde, Gambia, Guinea, Guinea-Bissau, Mali, Mauritania, Niger and Senegal. These resources are earmarked for projects in public administration reform, access to information and E-governance, which will help strengthen national development strategies aimed at the attainment of the MDGs. In addition, a regional project has been developed to facilitate cooperation amongst the eight countries and to generate useful lessons for replication in other West African countries and the rest of the continent. The lessons learned will also inform the design of support to African countries on issues pertaining to the strengthening of strategic partnerships around civil service reform and informa-

⁹ The Trust Fund was established in January 2007, through a Memorandum of Understanding signed between the Spanish government and UNDP.

tion technology. In addition, UNDP's (regional) POLE project in West Africa aims to support governments in the sub-region with the integration of national medium and long-term visions of development into public financial management. The project focuses on tools and processes which enable improved coherence between

public finance and national poverty reduction strategies, as well as facilitating experience sharing amongst countries in the region. So far, it has concentrated its support on Benin, Burkina Faso, the Central African Republic, Mali, Senegal and Togo. It also operates from the Regional Centre in Dakar.

MAIN AREAS OF INTERVENTION

Public Administration & Civil Service Reform

A common characteristic shared by many countries in the region is that public administration reform initiatives are often part of the "Good Governance Programmes" which have been designed to support the national development plans (NDPs) and related poverty reduction strategies (PRSPs).

UNDP **Benin** advances public sector reform through its "Support to Administrative and Institutional Reform (PARAI)"¹⁰ project (2007-2010, US\$ 1.3 million). The project assists the Ministry of Administrative and Institutional Reform with a comprehensive review of the governance sector (public administration, legislature, judiciary, private sector and civil society) in order to determine the main causes of the existing governance dysfunctions, and to provide institutional support to the reform agenda. A comprehensive analysis of the institutional context was also conducted, and fed into the design of a roadmap for reform, including both short-term high impact actions and longer-term structural adjustments. In addition, a charter on good governance for development was drafted, and will be submitted to a National Conference for approval. Prior to 2007, the CO supported a number of administrative

reform initiatives which aimed to, for example: (i) support cross-cutting and sectoral administrative reforms through inter-ministerial coordination and national capacity-building for better coordination of public activities; (ii) fight corruption through the establishment of a special unit within the office of the President responsible with the fight against corruption; and (iii) improve inter-ministerial coordination through the review of relevant legal instruments and the involvement of civil society.

In **Burkina Faso**, UNDP supports the Ministry of Civil Service and State Reform with the implementation of the government's "Programme for Strengthening Administrative Governance and the Coordination of National Policies for Good Governance (PNBG)"¹¹ (2006-2010, US\$ 2.3 million). The programme provides capacity development for the Permanent Secretariat of the PNBG, while tackling two components of the governance programme: administrative governance and anti-corruption¹². With regard to the former, the main areas addressed by the project include: (i) the lack of by-laws to implement the reforms; (ii) weak personnel management systems and lack of HR planning; (iii) weak personnel motivation and absence of merit-

¹⁰ *Project d'Appui à la Réforme Administrative et Institutionnelle.*

¹¹ *Programme de renforcement de la Gouvernance administrative et de la coordination de la Politique Nationale de Bonne Gouvernance – PNBG.*

¹² For more information, see the [Accountability, Transparency and Integrity in Public Administration](#) sub-section.

based incentives; and (iv) limited innovation in public administration. The project also assists the government with its deconcentration policy, its initiatives to improve working methods in the public administration, and the issuance of procedural manuals for both.

Reform of the public administration was essential after the crisis in **Burundi**. Under the Peace and National Reconciliation Agreement signed at Arusha in August 2000, as well as Strategic Frameworks such as the Poverty Reduction Strategic Paper (PRSP) and the Strategic Framework for Peace Consolidation (SFPC), Public Administration Reform is one of the main domains in which decisive measures and actions need to be taken so that conflicts which have marred Burundi for so long do not persist. These can be divided into four components: (i) political: alignment of policies, programmes, actions and activities with national, regional and continental priorities for full national ownership; (ii) strategic: formulation of comprehensive and detailed plans such as a National Good Governance Plan and Public Administration Reform Plan; (iii) programmatic: implementation of projects, programmes and strategic frameworks; and (iv) operational: undertaking of concrete operations leading to actual changes in the way Public Administration structures operate in Burundi, are perceived by the general public, and provide public goods and services in an efficient, timely, and effective manner. Actions were taken or are being completed for the first two components, and capacity development efforts launched for some of the main actors in the implementation of the Public Administration Reform, such as the Ministries of Civil Service and Good Governance, as well as the General Secretariat of the Government and the newly created National School of Public Administration. The country is also in need of concrete solutions to the question of land, which represents close to 80% of litigations and which, for repatriated refugees and other displaced persons, poses a great potential threat to social stability. The “Support to Public Administration, Parliament and Local Governance” project (2007-2009, US\$ 2 million) covered several areas. Its outputs included the establishment of a national high-level inter-ministerial committee to lead and coordinate a comprehensive cross-sector public administration reform strategy. The strategy, defined and

validated by representatives from the government, civil society and private sector, will result in a presidential decree for the establishment of a new structure responsible for implementing the reform strategy within the Ministry of Public Services¹³, as well as regional offices to better coordinate implementation of public administration reform activities with ministries and government offices. The project will also offer improved training courses at the National School of Public Administration (ENA) on topics pertaining to public administration, financial management and information technology and will support the adoption of a plan for establishing an Ombudsman’s Office in conformity with the Arusha Peace Accord and the national constitution.

UNDP **Comoros** assists with public sector reform through its DGTTF-funded “Project in Support of the Establishment of a Public Administration Adapted to a New Institutional Framework”¹⁴ (2007, US\$ 225,000). The project builds on a first phase that was implemented in collaboration with the World Bank, and the EU, mainly in the area of civil service restructuring. The second phase aims to achieve the following outputs: (i) establishment of the High Authority of the Civil Service; (ii) establishment of personnel plans for the public administration; (iii) preparation of subordinate regulations for the application of the Civil Service Statute and (iv) implementation of GISE (integrated personnel and organizational management).

UNDP’s largest governance programme in Africa, the “Good Governance Programme”¹⁵ project (2008-2012, US\$ 58.5 million), is being implemented in the **Democratic Republic of the Congo**. The programme also represents the largest investment ever made by a single donor (DFID), for a single programme in the sector. Implementation of this programme is taking place in a challenging and complex environment characterized by instability of various origins that persist in different parts of the country, in particular in the East. The governance programme is structured around five strategic areas: (i) political governance: covering elections, support to representative bodies, media and civil society;

¹³ Which replaces the former *Bureau pour l’Amelioration des Structures de l’Administration Publique – ASAP*.

¹⁴ *Project d’Appui a la Mise en Place d’une Administration Publique Adaptee au Nouveau Cadre Institutionnelle et Performante*.

¹⁵ *Programme de Bonne Gouvernance*.

(ii) administrative governance: including support to centre of government and inter-ministerial coordination, civil service reform, deconcentration, government communication; (iii) economic governance: comprising statistics, strategic planning, aid coordination and strengthening of the legal environment for private sector development; (iv) justice and security governance: consisting of the reinforcement of defence and security institutions, including public oversight and modernization of the judicial system; and (v) local governance: covering decentralization strategies and legal development, establishment of decentralized local entities, reinforcement of provincial and local administration, provincial and local development. In addition, four cross-cutting themes are also included: (i) anti-corruption¹⁶; (ii) capacity development of state and non-state actors; (iii) gender; and (iv) conflict prevention. The aim of the administrative governance component, for which the Ministry of the Civil Service is responsible, is to improve inter-ministerial coordination through the Prime Minister's Office, and implement the administrative reform action plan, which includes the legal framework for the functioning of the public administration, codes of conduct, improved human resource management, establishment of a senior civil service, performance management, and communications between the centre and the periphery. It is probably at the local level that the weaknesses of the public administration are most visible. At the provincial level, public expenditure is limited to the payment of civil servants' salaries; with limited budgets, service delivery had deteriorated and local populations lost faith in the capacity of the public service to deliver. Local planning was also absent, with hardly any involvement from the populations. In response, the local governance component, under the responsibility of the Ministry of the Interior and Decentralization, aims to support the decentralization and provincial development process by means of two major interventions: (i) at national level, it aims to bring together all key actors to establish the legal and financial architecture needed to underpin the decentralization policies; and (ii) at the level of two pilot provinces, it aims to experiment local

development initiatives mainly through the use of local development funds as the primary means for supporting participatory planning, transferring resources and responsibilities between the different tiers of governments. The ultimate goal is to improve the accessibility and quality of basic services, and to foster people's participation in the management of local affairs. Finally, within the economic governance component under the overall responsibility of the Ministry of Planning, UNDP supports aid coordination, statistics and planning/budgeting.

As part of the "Support to the Design of a National Programme of Good Governance"¹⁷ project (2005-2007, US\$ 600,000) UNDP **Gabon** aimed to promote discussions on all components of the proposed governance programme including delays in the implementation of public administration reforms, public finance, anti-corruption, decentralization and deconcentration. The programme also aimed to combat the practice of non-respect for regulations, impunity, and lack of transparency in the management of public resources. The project assisted with the organization of thematic group discussions, commissioning papers, actions plans, and support to the secretariat. A similar initiative is underway in **Guinea** where UNDP is assisting the "Enhancement of Democratic Governance and Strengthening of Institutional Capacities"¹⁸ programme (2007-2011, US\$ 750,000). This project, also supported by USAID, France, Spain and implemented by the Ministry of the Interior and Security, consolidates the governance programmes implemented during the period 2002-2006. The project aims to strengthen the capacities of decentralised and deconcentrated structures for planning and monitoring, improve service delivery through ICTs, promote national policies to combat fraud, strengthen government coordination and enhance mechanisms for institutional checks and balances.

In **Ethiopia**, UNDP is working with the Ministries of Capacity-building (MoCB), Finance and Economic Development (MoFED), and Federal Affairs (MoFA), to implement the "Civil Service Reform Programme

¹⁶ Anti-corruption activities, encompassing the control of financial accounts, internal control systems, media and civil society, were initially included within the administrative governance component, but were then repositioned as one of the four cross-cutting themes.

¹⁷ *Project d'Appui à l'Elaboration du Programme National de Bonne Gouvernance.*

¹⁸ *Programme d'Amelioration de la Gouvernance Democratique et Renforcement des Capacites Institutionnelles.*

(CSRP)” (2008-2011, US\$ 288,000 for the first year). This programme is designed to support the efforts being made by the government to build a fair, responsible, efficient, effective and transparent civil service¹⁹, by addressing the following issues: (i) improving governance of human resource management and monitoring, and improving performance and service delivery in the entire civil service; (ii) improving transparency and accountability in civil service, and strengthening the top management system of the federal civil service; and (iii) building policy and institutional governance capacity in the four less developed regions (Afar, Benishangul-Gumuz, Gambella and Somali). UNDP’s assistance in this area particularly focuses on supporting institutionalization of the Leadership Development Programme (LDP) and strengthening the Women in Management Institute.

In line with the changing discourse on civil service reform, the “Public Service Reform and Institutional Capacity Development” project (2007-2011, US\$ 1.8 million) in **Gambia** was developed to focus attention on the role of the Gambian civil service in optimising service delivery for the poor. The project aims at: (i) strengthening government’s leadership and coordination role in public service reform; (ii) development and implementation of short-term strategies to address pressing capacity gaps, focusing on critical skills and capacities in selected strategic areas (i.e. economic governance, policy formulation and strategic management); (iii) assisting key public service institutions to identify appropriate structures, human resources and systems that will enable them to carry out functions efficiently and effectively in the medium term; and (iv) implementing a comprehensive long-term vision and strategy for an efficient public service sustained by institutional arrangements and partnerships.

In **Kenya**, the “Results for Kenyans: Public Sector Reforms” (2004-2010, US\$ 15 million) project is developed in congruence with other ongoing institutional reform initiatives including Public Financial Management Reforms, the Public Procurement Reforms, the National Monitoring and Implementation Project, as

well upgrading of the National Statistical Systems. The Public Service Reform and Development Secretariat (PSR&DS) was established in the Cabinet Office, Office of the President in September 2004 with the mandate to coordinate all public sector reforms and mainstream Results Based Management (RBM) in the Public Service. It has since evolved into the Public Service Transformation Department in the Office of the Prime Minister and improvement of its systems and institutional capacities is listed as one of the top priorities in the Prime Minister’s Strategic Plan 2009-2012. The overall goal of this Programme is to enhance public service delivery through the effective implementation of RBM. The government and its stakeholders recognize that re-orienting the public servants’ mindsets for RBM required strengthening capacities in line ministries, departments and agencies (MDAs) and building leadership capacity to embrace and spearhead reforms. Capacities of the piloted ministries have been enhanced through training and leadership development and administrative processes are being re-engineered. The institutionalization of RBM is being undertaken through introduction of management tools such as Strategic Planning, Performance Contracts, Rapid Results Initiative, and Performance Appraisal System that have resulted in better performance of MDAs and improved service delivery. The government has also recognized that a strong and committed leadership is essential precondition for achieving and sustaining institutional reforms. The transformative leadership programme component is focusing on enhancing the change management capacity of the executive, permanent secretaries and all public service leaders. The intent of the government was to support the development of leadership skills and a code of values and ethics as a tool to instil amongst public servants a culture of achieving results in service delivery and accountability. Specifically the focus was to be on implementing a programme to inculcate good values, ethics and discipline for transformative leadership and mainstreaming Results Based Management²⁰ in ministries and departments to plan and achieve pre-

¹⁹ The UNDAF outcome is to contribute to the achievement of the MDG’s through justice reforms and civil service and civil society capacity-building and promoting decentralized governance and the respect for human rights.

²⁰ In 2003 the government of Kenya directed that all Permanent Secretaries and Chief Executives of State Corporations sign performance contracts. Currently all public institutions are on performance contracting with many of them restructuring and redesigning their operations. Performance contracting is contributing significantly to the realization of the Millennium Development Goals (MDGs) especially in education.

determined outputs or targets.

“Support to Public Sector Reform” in **Liberia** (US\$ 500,000) is provided to the Government Reform Commission (GRC) to pursue the national reform agenda as mandated by the Comprehensive Peace Agreement signed in Accra, Ghana in August 2003. Expected outputs include: (i) drafting a Code of Conduct for Public Officials; (ii) preparation of recommendations on the reform of the governance structure through the revision of mandates, functions, and structures of government agencies and ministries; (iii) drafting of a Blueprint of Options for Decentralization in Liberia; (iv) support to three professional Liberians under the TOKTEN modality to facilitate the work of the Commission; (v) draft Rules and Regulations for Civil Service.

The “Reform Programme for Administrative Efficiency”²¹ in **Madagascar** (2005-2009, US\$ 620,000) aimed to strengthen the capacity of public officials in certain public institutions such as the civil registry, set standards for public services, monitor the quality of the services delivered, introduce E-government tools, and strengthen the coordination capacity of the project secretariat.

UNDP **Mali** supported the government’s “Institutional Development Programme” (2006-2008, US\$ 500,000). The project was attached to the Ministry for Civil Service, State Reform and Institutional Relations, and supported a number of outputs identified under the national programme, in particular: the restructuring of the central administration, processes and procedures for the management of public affairs, strengthening of decentralization and deconcentration, human resource management, communication and relations with citizens and customers.

In **Malawi**, a number of projects implemented in partnership with development partners have aimed to address capacity development needs of Malawi administration. Though some successful achievements have been made, these initiatives have been uncoordinated, represented uneven improvement, often led to duplicated efforts and came at high implementation costs. UNDP spearheaded the design of a programme

which was to provide coordinated support for functional capacity development through the Office of the President and Cabinet (OPC). The Programme will be implemented by the relevant line ministries and common service institutions, and will contribute to avoiding duplication of efforts, creating synergies and ensuring programmes are in line with the MDGS. The “Capacity Development for Public Management” project (2007, US\$ 520,000) aimed to: (i) improve functional capacity for implementing the MDGS; (ii) improve performance in public service delivery; (iii) increase government ownership in managing development projects and (iv) increase public sector accountability. In order to achieve these four objectives, focus was placed on public procurement, financial and human resource management, information and communication technology, programme planning and project management, auditing and reporting, monitoring and evaluation, sector coordination and management, economic development planning and administration.

In **Senegal**, UNDP supports the “Good Governance Programme”²² (2008-2011, US\$ 6.6 million). As in many other countries in the region, these governance programmes support the implementation of the Poverty Reduction Strategy papers. The UNDP project mainly addresses the simplification of procedures to foster accessibility of the public service, aid coordination and enhanced capacities for coordination, monitoring and evaluation and resource mobilisation for the programme. UNDP Senegal also supports this programme with a subordinate project: “Public Administration Reform and Good Governance”²³ (2008-2010, US\$ 1.4 million), with funding from the Spanish Trust Fund. The programme aims to rationalize administrative structures (to curb the inflation of administrative units) and instil in the public service a culture of integrity, transparency and a quality approach to the delivery of public services, in line with principles of good governance. The project also promotes the broadening of spaces for dialogue between the state and the citizens. Main implementing partner is the Presidency of the Republic, while coordination is the responsibility of the Ministry of Economy and Finance.

²¹ *Programme de Reforme pour l'Efficacite de l'Administration.*

²² *Programme de Bonne Gouvernance.*

²³ *Reforme de l'Administration publique et de Bonne Gouvernance.*

In **Togo**, the “Support to Public Administration Reform and Modernization”²⁴ project (2008-2012, US\$ 3.2 million for the initial 3 years) aims to: (i) assist the government and national partners in the process of modernising the public administration²⁵; (ii) review the legal and regulatory framework of the civil service with regard to three main areas (staffing laws²⁶, salaries, pension and social security); (iii) analyze the organizational framework of the ministries and rationalize missions and organization charts; (iv) strengthen the capacities of the human resources in the public administration to increase overall productivity to deliver quality services to the public (in particular related to the MDG targets); and (v) modernize the public administration through the introduction of E-government applications²⁷ to improve the circulation of information and communication within the administration, and between the administration and the general public (government intranet and web portals of the different ministries and public agencies). UNDP’s interventions focus on strengthening capacities for the development, coordination²⁸ and implementation of reforms and interventions in strategic areas.

Capacity development for public administration is an essential component of reform programmes. In **Gambia**, the “Rapid Advisory and Capacity Development Facility” project (2007-2011, US\$ 1.5 million), attached to the Office of the President, seeks to address emerging capacity development challenges within the framework of the Regional Bureau for Africa’s strategy on capacity development for pro-poor growth and accountability (CD-PGA). An important obstacle in the governments’ efforts to eradicate poverty is the widespread and persistent capacity erosion that affects

public and private sector institutions, including civil society. The project supports the establishment of a rapid response mechanism to provide advisory services and technical expertise to selected government and public institutions and civil society organizations in order to enhance formulation and implementation of policies for pro-poor growth and accountability. Capacity development assistance will also be provided to key stakeholders to enhance the effectiveness of UNDP interventions under the UNDP Country Programme for 2007-2011. In particular, the project will facilitate dialogue and enhanced coordination and cooperation amongst key stakeholders and strengthen programme development and oversight capacities, foster effective monitoring and evaluation systems, support the development and implementation of sound communications, partnership-building and resource mobilisation strategies, and support efficient management of financial resources, including the roll-out of the Harmonised Approach to Cash Transfers (HACT).

In **Liberia**, the “Emergency Capacity-Building Support Project” (2006-2008, US\$ 2.4 million), was a two-year, catalytic intervention, expected to support critical functions of government while consolidating democracy, peace and recovery. In partnership with the Civil Service Agency (CSA), the project aimed to: (i) establish a repatriation fund²⁹ to attract competent Liberian professionals back home to take up leadership positions in the public sector; and (ii) promote reform initiatives by providing assistance to the government of Liberia to strengthen institutional capacity-building and operational effectiveness³⁰. The “Emergency Capacity-Building Support (LECBS)” project was conceived by the government to support institutional capacity development and promote public sector reform. The positions funded under the project are directly identified by the President and considered by the Project Steering Committee (PSC) based on the triple criteria such as:

²⁴ *Projet d'Appui à la Réforme et la Modernisation de l'Administration Publique.*

²⁵ The strategic framework for the reform and modernization of the public administration in Togo was approved in May 2008, and formed the basis for the public administration project that started in 2009.

²⁶ Including for the transfer of personnel to the deconcentrated administrations.

²⁷ The automated management of human resources and data management has been launched and will be operational in early 2010.

²⁸ Several coordination mechanisms have been established. Weekly cabinet meetings chaired by the Prime Minister, weekly Council of Minister meetings chaired by the President, weekly ministerial coordination meetings chaired by the Secretary general of the government (secretary generals and directors of the cabinets of the different ministries). Since 2009, each minister received a mission statement and expected results, managed by the prime Minister.

²⁹ This component is intended to attract competent Liberians from the diaspora to join the public sector in critical leadership positions, utilizing the project to supplement the salaries of these Liberians.

³⁰ The focus is to provide support to the government of Liberia in launching and implementing priority reforms, such as public sector reform; aid coordination and development management; providing technical and logistical support to line ministries and agencies; conducting training, seminars and workshops, studies and assessments. Under this initiative, 8 project proposals have been submitted by line ministries and agencies and approved by the PSC for financial support.

(i) policy priorities of the government of Liberia; (ii) leadership role in delivery of key policy reform initiatives; and (iii) commensurate/demonstrated expertise. The project was implemented with the support of UNDP and the Open Society Institute (OSI). Also in Liberia, the “Senior Executive Service” (2007-2010, US\$ 10 million) project is implemented by the Civil Service Agency. Based on best practices from other African countries including Zambia, Ghana and Sierra Leone, the Senior Executive Service (SES) Programme has been formulated to attract and recruit competent and skilled professionals to help the government work towards achieving effective management of public resources and economic growth. The SES is expected to recruit about 100 high profile and competent senior executives, selected on a highly competitive and transparent basis to promote nation building and effective public service delivery. This core group of public sector leaders will be charged with the responsibility of providing administrative and technical leadership required in delivering Liberia’s governance and development agenda. The project has three key objectives: (i) attracting and retaining qualified professionals with requisite technical and managerial skills for strategic decision making and improved service delivery in the public service; (ii) generating massive but optimally balanced ‘surge’ executive capacity needed to kick-start government’s civil service reform effort; and (iii) providing a realistic platform for transforming the civil service into a more professional, effective and accountable organ (change agent) of the democratic government. Similarly in Liberia, the “Transfer of Knowledge through Expatriate Nationals (TOKTEN)” project (2006-2008, US\$ 2 million), implemented by UNDP in collaboration with the Civil Service Agency was a component of the government’s multi-pronged capacity development initiative. It was intended to facilitate the recruitment of at least 20 expatriate national professionals and 15 local professionals, expected to technically support the government reconstruction and development agenda and help alleviate the impact of brain drain the country experienced over the years of conflict and political instability³¹.

³¹ In essence, TOKTEN facilitates the return of expatriate professionals for a limited amount of time to temporarily fill key posts in different sectors and institutions. During their posting, they build capacity in the receiving institutions and sectors in which they are active.

In **Sierra Leone**, UNDP assisted the government with the “Delivering Results and Accelerating Public Sector Reform with Diaspora Resources and Experts from the South” project (2008-2009, US\$ 2 million). The project aimed to identify 35 Diaspora professionals and other experts from the South to fill critical capacity gaps in the government. In delivering these development results and the government’s ‘Agenda for Change’, strategic and critical gaps need to be filled in key government positions. The project was implemented by the Office of the President.

Support to the Centre of Government & Strategic Policy-Making

The “Support to the Establishment of a Mechanism for Collaborative Governance”³² project in **Benin** (2008-2010, US\$ 1.6 million) responds to aspirations expressed by the people during the 2006 elections for a more transparent public management. The project, executed by the Office of the President of the Republic³³ aims to create small discussion forums at the local level (12 selected villages in the poorest communes) as well as a national forum allowing the population to express their views on the pressing public policy issues and the general functioning of the public institutions. The plan is to establish a High Commission on Participatory Governance attached to the Presidency. The following outputs relate directly to the public sector: establishment of a permanent forum citizens consultations in public policy-making, improved relationships between public sector institutions, private sector and the citizens, improved information sharing, sensitisation of public officers on their accountability to citizens, instruments for monitoring the implementation of the national budget, improved transparency and integrity in the management of public resources.

In **Burkina Faso**, the PNBG programme³⁴ with the

³² *Projet d'Appui a la Mise en Place d'un Mechanisme de Gouvernance Concertee.*

³³ *Haut Commissariat à la Gouvernance Concertée.*

³⁴ For more information, see the [Public Administration and Civil Ser-](#)

Ministry of Civil Service and State Reform, coordinates the national policy on good governance. The project also assisted in putting in place the “Secretariat Permanent de la Politique Nationale de Bonne Gouvernance (SP/PNGB)”.

In **Chad**, UNDP supported policy-making related to MDG achievement through the “Strengthening Capacities of National Structures for MDG Achievement”³⁵ project (2007-2009, US\$ 3.7 million). The project was implemented by UNDESA and addressed amongst others capacity-building for the development, follow-up and evaluation of public policy, including the monitoring and control of public finance as well as greater transparency in governance. The project also put in place teams to address the costing of the MDGs.

The “Support to the Public Service Reform and Development Secretariat” project in **Kenya** (2004-2008, US\$ 1.2 million) included a component on supporting the centre of government. The functions in support of the Presidency at State House and the Cabinet Office at the Office of the President were rationalized through a structural and functional review in order to provide support for more coherent and comprehensive public sector reforms. Under the results-based management component, the role of the centre of government was strengthened by creating an enabling environment for public service to perform and achieve set targets.

In **Sierra Leone**, the “Support to the Strategy and Policy Unit in the Office of the President” (2008-2010, US\$ 4 million) champions the implementation of the government’s ‘Agenda for Change’ as agreed upon at the first government’s retreat held at Bumbuna. The Strategy and Policy Unit (SPU) is the technical arm in the Presidency set up as part of the government’s effort to rationalize functions and institutions in the civil service. Key outputs include: (i) coherent policy framework for the implementation of the ‘Agenda for Change’; (ii) policy papers developed on matters of strategic importance to the country; and (iii) a Results Based Management System to support and monitor

the implementation of the ‘Agenda for Change’.

In **Tanzania**, the “Capacity for External Resources and Development Management” project (2007-2010) has three main objectives: (i) strengthening national capacity in Aid Coordination and External Resources Management to support the National Strategy for Growth and Reduction of Poverty; (ii) strengthening the capacity of the President’s Economic Policy Advisory Unit to ensure increased adoption of equitable pro-poor and gender-sensitive economic policies and programmes; and (iii) enhancing coordination capabilities of the government business functions in the Prime Minister’s office.

In **Zambia**, the “Capacity Development for Cabinet Office” project (2008-2010, US\$ 120,000) focuses on the development of capacities of senior managers in the cabinet office and senior civil servants for performance monitoring at institutional level for the implementation of programmes in line with the Fifth National Development Plan (FNDP).

The government of **Zimbabwe** has also embarked on a major initiative to implement a results based management programme across all government agencies with the aim of ensuring that the entire public sector machinery improves public service performance and delivery as well as successfully achieve macro development targets. The objective of the “Strengthening Government Capacity for the Implementation of RBM” programme (2007-2010, US\$ 7.6 million) is to strengthen government capacity to fully implement and utilize the integrated RBM programme that seeks to enhance strategic linkages between the different government systems from the Ministry of Finance, Public Service Commission, Ministry of Economic Development, Reforms Department in the Office of the President and Cabinet and the Ministry of Science and Technology Development. The programme addresses four major areas: results-based budgeting, personnel performance system, monitoring and evaluation, management information systems and E-government, and will ensure that the results and principles deriving from the RBM programme are cascaded and implemented in all other quasi government agencies such as parastatals, local authorities and academic

[vice Reform](#) sub-section.

³⁵ *Renforcement des Capacities des Structures Nationales dans la Mise en Oeuvre des MDGs.*

training institutions across the country, improving their accountability, overall performance and sustainability.

Local Governance & Decentralization

UNDP **Angola** has been supporting the decentralization and local governance process since 2004 (first phase 2004-2007, US\$ 9.3 million). The second phase of the project (2008-2010, US\$ 9.4 million) aims to enhance popular participation in decision making and local governance processes, involving local communities in local development planning and service delivery, empowering local communities for poverty reduction, strengthening of local government system for effective public service delivery, and promoting and consolidating a democratic culture. The main objective is to strengthen the capacity of 15 municipal administrations under the project and to empower the communities in these municipalities for greater control on decision making and resource allocation processes, and allowing their direct participation in improving public service delivery practices and local development for poverty reduction. The project aims to support the government with establishing a legal and institutional framework clarifying the functional and fiscal relations between the different tiers of local government; to initiate fiscal decentralization through the pilot experience of a Municipal Development Fund; to promote a participatory democracy and to improve local authorities' capacities to plan and manage resources, including natural resources and land in particular, considered a critical development issue. The project also aims to promote the active partnerships between the various decentralization stakeholders: national and local governments, traditional authorities, non-governmental organizations (NGOs), community-based organizations (CBOs), private firms and donors. Also under this project, and as part of the UNDP Global Programme on Capacity Development for Democratic Governance assessments and measurements, UNDP will strengthen 15 Municipal Administrations's capacity for evidence based policy-making and good governance practices through a systematic capacity assessment and institutional CD plan, providing training, coaching and mentoring and

establishing systems and procedures to manage resources for effective service delivery. .

UNDP **Benin** focuses its efforts on strengthening capacities for municipal planning, in particular in the communes of Bourgo: "Support to the Development of Communes and Local Initiatives (ADECOI)"³⁶ (2003-2008, US\$ 6.5 million / PA3D: 2009-2013, US\$ 9.4 million) and Alibori: "Local Development and Support to Alibori Communes Project (ADECOM)"³⁷ (2003-2008, US\$ 3.8 million). Through local-authority driven development, these projects support the decentralization process through capacity-building and local development for wealth creation, including through the provision of funding and micro-credits for grassroots, municipal and inter-council income generating initiatives. The initiatives, undertaken in collaboration with the Belgian Survival Fund (BSF), the Government of Benin and UNCDF, have culminated in the establishment of a Local Development Fund to support municipal infrastructures for education, health, and rural development.

In **Burkina Faso**, within the larger "Strengthening Administrative Governance and Coordination of the National Policy on Good Governance (PNBG)"³⁸ programme, the sub-programme "Support to Decentralization and Citizen Participation (ADEPAC)"³⁹ project (2007-2010) aims to support the finalisation of the legal framework for implementation of the decentralization policy⁴⁰ (village development councils, inter-communal collaboration, distribution of functions), capacity development of concerned stakeholders at the commune level and the development of instruments and tools for communal and regional planning and management. The project would also support the establishment of a forum for consultation, partnerships and codify and distribute good practices.

After the Arusha Agreements in 2000 and the adoption

³⁶ *Appui au Développement des Communes et aux Initiatives Locales.*

³⁷ *Projet de Développement Local et d'appui aux Communes de l'Alibori.*

³⁸ *Programme de Renforcement de la Gouvernance Administrative et de la Coordination de la Politique Nationale de Bonne Gouvernance.*

³⁹ *Projet d'Appui à la Décentralisation et à la Participation Citoyenne.*

⁴⁰ UNDP also has a partnership with the Dutch SNV on the costing of the MDGs in two regions, as part of a support to local development initiative particularly targeting the health and education sectors.

in 2005 of the Communal Law in **Burundi**, the process of decentralization has resumed, and a letter of National Decentralization Policy and Community development was issued. The “Support to Decentralization” project (2008-2009, US\$ 115,000) supported the government’s policy to move from a state-centred policy system to a system of social and economic development driven by private sector and community initiatives. The project included two key outputs: (i) a consultative process organised around the findings of the decentralization review; and (ii) the development of a national decentralization policy and a three-year action plan. Also in Burundi, the “Strengthening the Delivery of Local Public Services” project (2008-2009, US\$ 3 million) implemented jointly by the Ministry of Good Governance, the Ministry of Interior and Communal Development and the Ministry of Planning facilitated the functioning of the communes and supported the implementation of their plans and programmes. Key outputs included: (i) development of a national roster of decentralization actors and their roles to avoid duplication; (ii) establishment of a national association of local elected officials (including women elected officials); (iii) creation of a national civil registry database and records; (iv) handbook detailing the roles and responsibilities of municipal counsellors and civil servants⁴¹, (v) national network of civil society organizations working on decentralization; and (vi) construction of municipal offices where they do not exist and rehabilitation of those classified as unsuitable. In addition, the “Local development in Rutana Province” project supports implementation of the decentralization policy in several communes in Rutana province. The programme will support local communes in developing their local development plans, human capacities through training, performance evaluation to track national progress on the decentralization process as well as target specific weaknesses of communal administration and suggest relevant responses.

In the **Central African Republic**, UNDP supports the Ministry of Economy, Planning and International Co-

operation with a project to “Reinforce Capacities for the Promotion of Local Governance” (2007-2011, US\$ 200,000). In 2005, the country made a turn towards the restoration of democratic institutions. The project aims not only to increase participation in public management at the local level but also to provide the local governments with the tools to promote a more efficient and transparent management of public resources. The project includes training of mayors, staff and civil society representatives in good governance and municipal management, the establishment of rural radios to promote people’s participation and the development of coordination capacities of the mayors’ offices.

In the **Democratic Republic of Congo (DRC)**, UNDP and UNCDF are jointly implementing the “Support to the Decentralization and Local Development Programme – PADDL”⁴², in response to the country’s priority to execute the decentralization process mandated in the 2006 constitution. The project – an integral part of UNDP’s “Good Governance Programme”⁴³ – aims to improve the quality and accesibility of basic services, and create opportunities for wealth-creation through the implementation of a national decentralization strategy. Specific outputs include: (i) establishment of National and Provincial Decentralization Support Units; (ii) development and adoption of a legal and financial framework for the decentralization process; (iii) introduction and dissemination of tools for planning and managing local development; (iv) strengthening national capacities for piloting decentralization; (v) development of coordination mechanisms between the technical and financial partners and the government; (vi) adoption of a participatory approach to programming for provincial and sectoral development; and (vii) increased effectiveness of citizen participation in the management of local affairs.

In **Ethiopia**, the “Emerging Regions Development Project” (2007-2011, US\$ 13.5 million), has been designed to support capacity development including institutional and systems development of regional and local governments in the regional states of Afar, Benishangul Gumuz, Gambella and Somali through integration of a set of focused initiatives, including review

⁴¹ Full decentralization is new in Burundi, dating back from April 2005 only, with the adoption of a new legislation stemming from the Arusha Agreement. Lack of understanding of the new legislation translates into high levels of instability and a high turnover amongst the Commune Administrators (Mayors), due to constant conflicts between these Commune Administrators, the Communal Councils, Chairpersons, and other stakeholders in the process.

⁴² *Programme d’Appui à la Décentralisation et au Développement Local.*

⁴³ See the [Public Administration and Civil Service Reform](#) sub-section.

of regulatory provisions, local government capacity development, local development funding and support to local economic development. The main implementing partner is the Ministry of Federal Affairs. UNDP is funding the soft side of investment, including capacity-building, while UNCDF will provide the seed capital through a local development fund (LDF) which will include associated institutional reforms in public expenditure management (PEM). The Emerging Regions of Ethiopia suffer from extreme poverty and there is a serious lack of capacity to implement the decentralization programme. The main causes of this situation include: (i) the absence of clear and detailed Regulations as an interpretation of national policy and law on decentralization to implement the assigned functions at Woreda and Kebele levels; (ii) inappropriate structures and processes to deliver the basic infrastructure and local public services; and (iii) absence of the most basic infrastructure and services in the four regions to support socio-economic development. This programme therefore seeks to address these issues through five interventions⁴⁴, including new regulatory provisions, policy reviews, local government capacity development, local development funding and local economic development.

The “Programme for Local Development” in **Guinea** (US\$ 6.3 million) is a joint-UNDP-UNCDF project in support of the Ministry of Territorial Administration and Decentralization. The programme is linked to the Poverty Reduction Strategy. The project typically follows the UNCDF approach of using local development funds to pilot local investment planning and budgeting

particularly focusing on socio-economic services that respond to needs expressed, and that are within the legal mandates of the local governments. The project works with a large number of districts and communities. Lessons learned are captured and analysed and feed into national policy-making.

To support the peacebuilding process in **Ivory Coast** UNDP has a project with the Ministry of the Interior to “Support Decentralization, Local Development and Peace Building” (2008-2011, US\$ 2.65 million). The project builds capacity of mayors, municipal agents and local populations, in particular female locally elected representatives, promotes consultations on the way forward on decentralization and local development, supports local participatory planning, the development of public policy related to decentralised cooperation and the establishment of a mechanisms for local financing based on international best practice.

In **Lesotho**, the “Local Development Programme” (2008-2011, US\$ 2.5 million), implemented in collaboration with the UNCDF and the government of Lesotho, focuses on institutional development and capacity development aspects of decentralization and local development including the improvement of systems and procedures for community infrastructure and service delivery. The main implementing partner is the Ministry of Local Development. The project aims to: (i) establish systems for inclusive, pro-poor decentralised and effective planning and budgeting of local development at central level and implement (as pilots) in the three central districts; (ii) strengthen implementation of sustainable mechanisms for the provision of public infrastructure and the delivery of social services; (iii) establish and operationalize mechanisms for financing local public infrastructure and service provision as well as local economic development of rural communities in central districts; and (iv) integrate lessons learned and best practices from the LLDP into national policies on decentralization.

Liberia was facing highly centralised government with all decision-making centralised in the executive government, weak capacities at local level and devastated infrastructure. In 2006, UNDP’s “Decentralization Reform Project” (US\$ 140,000) assessed and appraised the existing legal frameworks governing local govern-

⁴⁴ The intended outputs are: (i) development of new regulatory provisions to remove the obstructions to a smooth operational environment for decentralization in practice, at region, woreda and kebele levels; (ii) policy reviews, as a way of influencing policy assessments and as a platform for replicating the successful practice achieved, particularly in local development funding mechanisms and innovations in LED and its supporting financing models; (iii) local government capacity-building at bureau (regional) and woreda (district) levels, focusing on the processes and supporting structures to ensure the smooth resource flows into projects and resulting infrastructure and services from local government; (iv) local development funding at woreda and kebele level, in the context of local government planning and budgeting to ensure success in the planning, implementation and review of local initiatives, as a contribution to the public expenditure (PEM) cycle; and (v) local economic development (LED) from both the public investment and inclusive financing perspectives, as an innovative local development model, to include, for example, new approaches to inclusive financing for shelter development, in the context of ‘scattered settlement patterns’.

ments and assessed their capacity needs –the latter focusing on financial management-. Secondly the project sponsored a post facto ‘poverty and social impact assessment’ to determine depth and extent of prevalent poverty. The two studies provided a basis for the third component that will revise the existing legal environment governing local governments, to introduce a framework that would foster decentralization and participation in areas including revenue collection and management. The project would support the Governance Reform Commission, aiming for: (i) a pilot Local Development Fund to support decentralization and development in mining; and (ii) a revised policy and legal framework for decentralization.

The “Support to Decentralization Project” in **Madagascar** (2005-2009, US\$ 360,000) supported the Ministry of Decentralization with the implementation of the national decentralization and deconcentration programme. The project aimed to support the preparation of a policy paper on the transfer of competencies, improvement of financial and technical capacities of local entities and improved transparency in the management of local affairs.

The “Territorial Collectivities and Local Development”⁴⁵ project in **Mali** (2006-2010, US\$ 11.4 million) covers the regions of Mopti and Timbuktu, and is a follow-up to the previous project in support of the rural communes. The project aims to improve local participation and the functioning of local institutions, human resource development and better access of the population to basic services, development of basic infrastructure and the productive sectors. The project is implemented in collaboration with UNCDF.

In **Mauretania**, the “Support to the Community of l’Assaba”⁴⁶ programme (2004-2007; US\$ 3.1 million) implemented by the Ministry of Interior, Posts and Telecommunications aims to improve the access of the populations in Assaba to basic services and basic infrastructure, while responding to local priorities. The project is implemented with support from UNCDF and thus includes the usual local planning, budgeting, definition of roles and responsibilities of local institutions,

improvement of financial and planning instruments and lessons learned feeding into national policy-making. A similar project was implemented in **Niger**: “Support to Local Development in Mayahi”⁴⁷ (2004-2008, US\$ 1.4 million).

In **Mozambique**, UNDP has been a key partner of the Public Sector Reform and Decentralization Programme using a two-prong approach: at national level, supporting the implementation of the various components of the Public Sector Reform Programme (PSR), such as the decentralization legal framework, HIV/AIDS, gender and electronic governance components, monitoring and evaluation and knowledge management systems. At decentralized level, UNDP supports the implementation of the PSR namely through District Participatory Planning and Finance Programme, as well as the Local Economic Development Programme. UNDP tries to combine national and local governance and economic approaches seeking to ensure that development processes in the area of Decentralization and Local Development are influenced dynamically in the downstream, upstream and horizontal directions. The main Implementing Partners are: the Ministry of State Administration, the Ministry of Planning and Development and districts of Cabo Delgado, Gaza, Nam-pula and Inhambane provinces. The total amount for the current cycle is US\$ 15 million.

The “Support to Decentralization and Local Governance”⁴⁸ project in **Togo** (2009, US\$ 1.3 million) is part of the UNDP country programme 2009-2013 and aims to support the Ministry of Local Administration, Decentralization and Local Government in pursuing decentralization and local governance processes. The main issues to be addressed was the gap between legal frameworks and actual governance practices, lack of autonomy of the local governments, lack of sensitisation on the reforms, and delays in integration of the decentralization reforms into the sectoral policies. The new programme is built around 8 main axes: (i) review of the existing legal framework; (ii) establishment of the local tiers of government across the territory; (iii) development of the system of local financing; (iv) enhancement of local governments’ human resource

⁴⁵ *Collectivites Territoriales et Developement Local.*

⁴⁶ *Programme d’Appui aux Communes de l’Assaba.*

⁴⁷ *Appui au Developement Local de Mayahi.*

⁴⁸ *Appui à la Décentralisation et à la Gouvernance Locale.*

capacity; (v) establishment of a support mechanism; (vi) improvement of state control over local governments through better deconcentration; (vii) mobilisation of all stakeholders in the implementation process; and (viii) transfer of title of assets to the local communities. UNDP will focus on capacity development of the technical unit in the ministry, information and sensitisation as well as on axes (i), (ii), (iii), (iv), and (vii).

In **Nigeria**, the “Assessment of Good Urban Governance” project (2009-2010, US\$ 250,000), implemented in collaboration with UNHABITAT, aims to strengthen national capacity in the assessment of urban governance challenges in Nigeria as a prime step towards determining programmatic and policy responses to achieving sustainable urbanization and good urban governance. Key outputs include: (i) the reinforcement of stakeholders-driven policy dialogue on good urban governance in Nigeria; (ii) the development, internalisation and application of assessment indicators, methodologies and data collection instruments on good urban governance; and (iii) an expanded and up-to-date knowledge and database on urban governance. An ‘Urban Governance Information Resource Centre’ will be set up, housed in the National Bureau of Statistics (NBS). Also in Nigeria, the “Niger Delta Local Development Programme” (2007-2010, US\$ 10 million), a pilot project currently implemented in two states, supports the development of effective, responsive and accountable local governance institutions capable of delivering public infrastructure and services using participatory, transparent and gender sensitive planning, monitoring and evaluation procedures. Outputs include: (i) enhanced dialogue and cooperation between local communities, state governments and LGAs as well as effective collaboration between local institutions, civil society and the private sector; (ii) technical and advisory notes on policy and legislative constraints to local development; (iii) participatory planning developed and tested; (iv) Local Development Fund (LDF) established and investment schemes utilizing LDF planned through a participatory process, within the agreed procedure and implemented; (v) capacity of LGAs and communities in planning, financial management, procurement, operation and maintenance developed; and (vi) participatory monitoring and evaluation procedures established and in operation at

State, LGA and community levels. The “Strengthening Pro-poor Fiscal Policy Capacity at State Level” project (2007, US\$ 300,000) in Nigeria, implemented by the National Planning Commission has supported two of Nigeria’s 36 states. The constitution assigns primary responsibility of delivering core public services to the States and the state governments enjoy significant autonomy in public financing decisions and can determine the pace and priorities of reforms. However, the historical legacy of military rule had institutionalised a centralised approach to governance marked by discretion and ad-hoc decision making. Thus the absence of a credible fiscal policy process and the weakness of public financial management institutions continue to be significant gaps in the capability of the system to ensure predictable, transparent and efficient fiscal management and service delivery, particularly at the state level. The project aims to boost responsive and accountable public spending through a multi-pronged strategy to facilitate dialogue with policy makers, strengthen ownership amongst relevant officials, improve the capacity of fiscal policy managers to facilitate participatory and transparent fiscal policy development, and build the capacity of key civil society organizations to participate in the process.

The “Strengthening Capacities of Elected Officials to Deepen Local Democracy”⁴⁹ project in the **Republic of the Congo** (2005-08; US\$ 250,000 DGTTF) filled a capacity gap, as most elected officials at the local levels did not receive any training adapted to their needs since 2002. The project included a training of trainers component, and targeted both elected officials as well as officials in the deconcentrated administrations⁵⁰.

In **Sierra Leone**, the “Transition Initiatives” project and Transition Initiatives Funds (TIF) (2005-2008, US\$ 6 million) were conceived to support the country’s decentralization process, initiated after the 2004 Local Council Elections. Project is designed to facilitate the identification and implementation of transition projects at district level in areas within their mandate, based on and in support of the district development plans; to

⁴⁹ *Renforcement des Capacités des Elus Locaux dans l’Approfondissement de la Démocratie Locale.*

⁵⁰ In each department, three-day training seminars were organised on two major topics: “local governance and decentralization” and “local governments and local administration”. 28 trainers were involved and 876 local representatives and their staff have been trained.

strengthen the capacity of Local Councils in coordination, development planning, monitoring and evaluation, and information management, in view of their broad mandate of decentralized service delivery. The “Kenema Economic Recovery Programme” (2007-2011), implemented by UNCDF and the Ministry of Local Government recognises the importance of raising local economic activity and resulting increases in enterprise and household income allowing for improved local government revenues and consequent improvements in local services for local economic development. The rural-urban linkage will be a key feature, hence the selection of both Kenema district and town councils. The programme will give impetus to the local development process by introducing a local development fund (LDF) and wider initiatives on development planning and public expenditure management (PEM) for local government (LG). The project has three main outputs: (i) develop and implement innovative approaches to local economic development (LED) to increase economic activity in the agricultural sector, with particular regard to gender development and empowerment; (ii) develop and implement an equitable, economical, efficient and effective LG development planning and public expenditure management (PEM) system, with particular regard to the most disadvantaged locations and population groups; and (iii) achieve policy, legal and regulatory improvements through lessons learnt, to support the first two outputs.

In **Sao Tome and Principe**, the “Strengthening Political and Institutional Capacity of Elected Officials and Updating of Legislation”⁵¹ project (2007-2008, US\$ 260,000) aimed to put in place a legislative cadre for the administrative decentralization of the country and thus bringing the administration closer to the citizens. The project provided training to local elected officials and members of the Cabinet of the Minister of Public Administration, State Reform and Territorial Development.

In **Tanzania**, the “Localizing MDGs by Improving Information Demand and Supply in Local Governance” project (2007-2009, US\$ 260,000) intended to improve the quality of local governance by increasing access to

and use of relevant local government information by the public. The project aimed to facilitate the setup of an Information Centre in each of the 5 District areas. These ICs will be mandated to access LG information, translate that into understandable and relevant format and disseminate it to the citizens of the District. The project shall inform the Prime Minister’s Office, Regional and Local Government (PMORALG) of the type of information the public would like to receive routinely. The project will also support local governments in their relatively new role of suppliers of information to the public, take stock of what data is being collected, and advise on what data could be usefully fed into the Local Government Monitoring Database (LGMD). Two main outputs: (i) improved quality of local governance by increasing public access to and use of relevant local government information; and (ii) improved quality of social services by enhancing local government capacity to manage and analyse data and information.

In **Togo**, UNDP supports the Ministry of Interior, Security and Decentralization with the implementation of the “National Programme to Consolidate Decentralization”⁵² adopted in 2004. UNDP’s project (2008, US\$ 220,000) aimed to enhance participatory governance. 8 years after the approval of the Law on Decentralization (1998) people were still ignorant of its content and purpose. UNDP’s project focused on: (i) strengthening the technical unit in charge of decentralization; and (ii) supporting the preparation of a new legal framework on decentralization, improved communication strategy and study on local finance.

In **Uganda**, the “Support to Urban Development Policy” project (2009, US\$ 800,000) aimed to build a foundation for a nationally-owned pro-poor policy framework on urban development in Uganda, which was experiencing a rapid expansion of urban centres (5-7% per annum). The whole process lacked a guiding policy, many of the related laws, regulations and plans were nonexistent or outdated (dating as far back as the 1940s-60s). This policy gap had negative conse-

⁵¹ *Renforcement des Capacities Politiques et Institutionnelles des Elus Locaux et Actualisation de la Legislation.*

⁵² *Programme National de Consolidation de la Decentralization.* The programme includes 8 components: (i) legal framework; (ii) implementation of the local constituencies across the country; (iii) development of a system of local finances; (iv) capacity of human resources; (v) support to local governments; (vi) state control and strengthening of deconcentrated administration; (vii) stakeholder mobilisation; and (viii) assets of the new decentralised entities.

quences for the urban environment, service delivery and urban population's well-being especially the poor and marginalized groups. The project rested on a holistic framework, covering areas such as democratic governance, poverty, environment, health, sanitation, transportation, disaster management and gender mainstreaming. To achieve this, UNDP worked with the newly established Department of Urban Administration (DUA), Ministry of Local Government to achieve the following outputs: (i) participatory situational analysis of urban settings, highlighting policy issues to be addressed; (ii) draft Urbanization Policy developed through consultative process involving key ministries, development agencies, private sector and civil society; (iii) draft Town and Country Planning Regulations, based on the new Act now being discussed in the Parliament, produced and disseminated to the stakeholders; and (iv) obsolete or inappropriate laws and regulations, revised and submitted to government for approval and implementation. The project will apply an unconventional inter-ministerial, inclusive and consultative approach between DUA, other key ministries and agencies, donors, private sector and civil society, with UNDP playing a crucial coordinating role.

In **Zambia**, the "Support to the Implementation of the Decentralization Policy" project (2007-2010, US\$ 450,000) complements efforts of the Zambian government in implementation of the Decentralization policy. In particular the project is supporting legislative reform for devolution of responsibilities from the central line Ministries. Further, the project seeks to support engagement of civil society and community based organization in implementation of decentralization policy. The project seeks to deliver the following outputs: (i) prioritised list of services to be devolved with full consideration of the financial and human resource implications; (ii) draft legislation and legal framework to support sector devolution; and (iii) community based organization at sub district level and CSOs mobilised and engaged.

ART-GOLD **Gabon** (2006-2009, US\$ 4.2 million) promotes international cooperation at the local level. 84% of the population in Gabon lives at the urban level. The project aims to promote an international partnership at the local level in order to develop capacities for local

planning, innovations, community development, participation of women, local infrastructure, micro-projects. The project works essentially with the Ministry of Planning and Development.

In **Mozambique**, the "Support to the Local Economic Development of Mozambique"⁵³ programme (ART-PAPDEL: 2009-2011, US\$ 7.2 million), is an ART initiative coordinated nationally by the Ministry of State Administration, through the National Directorate for the Promotion of Rural Development (DNPDR), and focusing on complementing current decentralized planning and financial management processes. The programme aims to cover all territories in Mozambique in order to operationalize the Action Plan for the Reduction of Absolute Poverty and the attainment of MDGs (PARPA II). ART-PAPDEL's strategy foresees the strengthening of technical, human and institutional capacities in Local Economic Development (LED) at the different levels as well as an active and efficient coordination amongst LED actors. At the local and national level, expected results include: (i) strengthening institutions relevant for LED; (ii) incorporating the LED approach into local planning processes; (iii) promoting and supporting business initiatives; (iv) establishing local coordination mechanisms; (v) establishing knowledge in LED management system; and (vi) drawing up and approving a LED Strategic Plan. At the international level, the programme includes participation in/or organization of events in order to draw together the LED actors in dynamic networks of knowledge in the spirit of South-South, North-South and South-North cooperation. Coordination with UN Agencies constitutes an equally important element of the Programme, evident in the collaboration with ILO, UNESCO, UNCDF, UNIDO and UNIFEM. The main achievements of ART-PAPDEL has been the establishment of agreements with the Local Economic Agencies (LEDAs) in Nampula, Inhambane and Gaza Provinces and training the local governments in the identification of market opportunities, value chains and marketing to endorse their regions. Moreover, ART-PAPDEL has promoted LED Working Groups at national, provincial and district levels such as the National Coordination Committee or the National Working Group –LED Intersectorial Com-

⁵³ *Programa de Apoio ao Processo de Desenvolvimento Económico Local de Moçambique.*

mission. During this first phase of the programme, the LED Network in Mozambique (REDEL) has been established in order to strengthen LEDAs in all the country. It is important to emphasise the successful Massinga Economic Fair (300 visitors) and the Entrepreneurship Fair in Ilha de Mocambique (2200 visitors) under the responsibility of the Department for Promotion of Rural Development and the LEDA in Nampula and Inhambane. In coordination with the DNPDR, three Regional Seminars to the beneficiaries of the District Development Fund, with more than 600 participants has been organized.

Accountability, Transparency & Integrity in Public Administration

Efforts in **Burkina Faso** to progress on the Human Development scale are hampered by deteriorating levels of corruption. This explains why anti-corruption is one of the components of the government's Programme for the Strengthening of Administrative Governance and the Coordination of the "National Good Governance Policy". The DGTTF-funded "Support to the National Policy for the Fight Against Corruption"⁵⁴ project (2007, US\$ 100,000) and the PRGA-PNBG assisted the Ministry of Civil Service and State Reforms in addressing administrative deficiencies, but also built the coordination capacity of the High Authority for the Coordination of the Fight against corruption.

In **Burundi**, UNDP supported the Ministry of Good Governance, State Inspection and Local Administration with a project to "Reinforce Mechanisms for Combating Corruption and Embezzlement" (2007-2009, US\$ 1.5 million). Special Anti-Corruption Police Brigades and a Special Anti-Corruption Court were established, while, at the local level, anti-corruption task forces including representatives of local NGOs were established and trained in the 17 communes where they do not yet exist. The project also assisted with the

establishment of the official website of the OLUCOM⁵⁵.

In **Cameroun**, the "Change Your Habits – Oppose Corruption (CHOC)"⁵⁶ project (2007-2009, US\$ 2 million) was attached to the Prime Minister's office and supported by many donors. The project was part of the National Governance programme, coordinated by the Office of the Prime Minister, and aimed to support implementation of the UNCAC, focusing in particular on the public sector reforms chapter.

In **Cape Verde**, a key mandate in ensuring the integrity of public finance is with the General Inspection of Finance (IGF), in the Ministry of Finance. UNDP, through its "Support to the Strengthening of Transparency and Integrity for the Improved Management of Development"⁵⁷ DGTTF-funded project (2007, US\$ 150,000) aimed to build the capacity of the IGF and to provide it with the tools to counter the mismanagement in public finance. The project also promoted participatory budgeting. It addressed the challenges through three main outputs: (i) strengthening the capacities of the general inspectors of finance, and public servants at central and local level; (ii) revision and dissemination of the regulations on public financial management amongst the public; and (iii) participation of the population in budget preparation and control, in four municipalities.

UNDP **Ethiopia** manages the "Support to Democratic Institutions"⁵⁸ multi-donor programme (US\$ 50 million). As part of this programme UNDP implements two projects that are key for advancing accountability and transparency in public administration. The first one was the "Capacity-building of the Ethiopian Institute of the Ombudsman" (2007-2008, US\$ 6 million) project which aimed to enhance the capacity of the Ethiopian Institute of the Ombudsman to receive, investigate and follow up on complaints related to maladministration. The project also helped the Institute expand its public outreach programme to increase public awareness. Key outputs included: (i) system established for receiving, investigating and reporting on administrative

⁵⁵ *Observatoire National de Lutte Contre la Corruption.*

⁵⁶ *Changer d'Habitudes – Opposition a la Corruption.*

⁵⁷ *Appui au Renforcement de la Transparence et de l'Integrite pour une Meilleure Gestion du Developpement.*

⁵⁸ The programme also provides support, amongstst other, to the Human Rights Commission and the Ethics and Anti-corruption Commission.

⁵⁴ *Project d'Appui a la Politique Nationale de Lutte contre la Corruption.*

complaints and mal-administration; (ii) increased public awareness of the mandate of the Institute of the Ombudsman; (iii) established and fully functioning branch offices in all regional states; and (iv) organizational structures both for the head and regional offices prepared and approved. The second project was the “Support to the Federal Ethics and Anti-Corruption Commission (FEACC)” initiative (2007-2008, US\$ 4 million). The FEACC was established in 2002 as part of a broader civil service reform programme and related initiatives to mainstream anti-corruption into civil service reform programmes and enhance accountability and integrity in the civil service. The project aimed to assist the Commission in expanding public outreach programmes resulting in increased public awareness on ethics and fight against corruption. The project also aimed to enhance the capacity of the Federal Ethics and Anti-Corruption Commission (FEACC) in investigating and prosecuting corruption cases. Key outputs included: enhanced capacity of the FEACC to receive, investigate, and follow-up on complaints related to corruption; efficient, independent and appropriately resourced anti-corruption bodies established in all regions (regional ethics and anti-corruption offices); improved operational systems to combat corruption and its causes at all level in government; investigative capacity of FEACC on the working practices and procedure of public enterprises and public offices increased and effective outreach to citizen/public and relevant government institutions.

In **Liberia**, the “Restoration of Government” project (\$750,000) is a UNDP managed multi-donor contribution that provides for the procurement of computers and computer accessories, desks and chairs, filing cabinets, stationery and supplies. UNDP undertook the responsibility of procurement to avoid duplication and misuse of resources.

In **Malawi**, through the “Building National Procurement Capacity to Implement the Public Procurement Act” project (2006-2007, US\$720,000⁵⁹), UNDP worked with Office of the Director of Public Procurement – ODPP to strengthen its functions and to create a better understanding of public procurement and the role of

ODPP. UNDP provided technical expertise, funding of activities and of procurement positions⁶⁰.

Mali currently has a project to improve governance and fight corruption (2008-2011, US\$ 1.5 million) implemented by the Commission for Institutional development and the Ministry of the Civil Service, State Reform and Institutional Relations. In **Mauretania**, UNDP supported the DGTTF-funded “National Campaign for the Promotion of Integrity” (2005-2008, US\$ 250,000), implemented by the Ministry of Civil Service, State Reforms and Institutional Relations. The project included raising awareness amongst civil servants, an assessment of the national institutional framework, the development of sectoral action plans and capacity development interventions. UNDP **Niger** also implemented a project to combat corruption (2007-2009; US\$ 530,000), geared towards the parliament, judiciary and civil society.

In **Namibia**, UNDP supported the Anti-Corruption Commission (ACC) to ensure good governance, accountability and service delivery in line with the Anti Corruption Act (2007-2009)⁶¹.

In **Rwanda**, UNDP supported the “Capacity-building of the Ombudsman Office” (2006-2008, US\$ 350,000). With the end of the transition period in 2003, the government of Rwanda put in place – through a participatory approach – a conducive environment for democratic and good governance systems to be institutionalised. The government of Rwanda adopted a new governance paradigm underpinned by values of transparency, accountability, decentralized power structures, social inclusion and gender equity amongst others. In the Rwandan context, the government’s vision was to promote decentralization of financial and human resources, thus building the necessary institutional and human capacities for sound administration

⁵⁹ Since 2008 incorporated into the Capacity Development for Public Sector Management project until 2011.

⁶⁰ This programme has facilitated access to the Government Wide Area Network for ODPP staff and made information available to the public via the Internet—especially on major procurement activities such as proposal requests and contract awards. The programme has supported ODPP in monitoring of record-keeping and management of public procurement data, making market price information available to procurement officers and auditors on common goods to minimize corruption and facilitate compliance with rules and regulations for submitting proposals.

⁶¹ Due to support provided by UNDP reporting of corruption cases has been steadily going up from 686 cases in the year ending 31 March 2007 to approximately 974 in the year ending March 2009.

through an efficient and effective state. The Office of Ombudsman was one of the good governance institutions provided for by the new constitution and one of the target institutions in the “Programme for Strengthening Good Governance”⁶². Since its establishment in 2004, the Office of the Ombudsman has made considerable progress in investigating and exposing cases of corruption and redressing social economic injustice particularly amongst vulnerable groups. An important function of the Ombudsman Office is the monitoring of accountability, transparency, integrity and fairness in public institutions especially fighting corruption and abuse of public office. The expected outputs of the project included: (i) staff of the Ombudsman Office is more effective in executing their duties; (ii) Office of the Ombudsman is computerised and strengthened in terms of ICT infrastructure and operations; (iii) district mayors are able to respond faster and more effectively to cases of injustice and corruption; (iv) the Public has become aware of its rights and demand accountability from duty bearers; (v) corruption in different forms is monitored more effectively; (vi) partnership with other Ombudsman Offices established and important lessons learned from the conferences to improved service delivery by Ombudsman Office; and (vii) finalised and adopted Policy on Corruption facilitate improved handling of corruption.

In **Sierra Leone**, the “Open Government” initiative (2008-2009, US\$ 300,000) aimed to enhance the accountability and transparency of key state institutions. It was recognized that the GoSL’s communication with the public was generally characterized by weak and

inadequate infrastructure, communication and information systems, as well as limited financial resources to develop or strengthen them. The President stressed the importance of accountability and higher performance standard in public service and was committed to zero tolerance for corruption. The project supported the strengthening of mechanisms for public information flow from the three main powers of government to the public, while providing opportunities for public dialogue on development policies and programmes. In particular, with regard to the public administration, the project assisted the government to regularly communicate and discuss its strategy and actions with the general public and develop the capacity of the Ministry of Information and Communication. Focus was also on improving the capacity of the Office of the Government Spokesman to electronically document, produce and distribute promotional audio and video materials on the policies and activities of the executive branch. The strategy argued for an improved capacity of government ministers to interface with the media. The project was implemented by the Ministry of Information and Communication, in close coordination with the Ministry of Presidential and Public Affairs.

In **Tanzania**, the “Strengthening Transparency Integrity and the Rule of Law” programme (2007-2010, US\$ 1.6 million) is designed to promote transparency, accountability and good governance through the strengthening of national and local governance structures and systems. The programme mainly targets the justice sector but also aims to support the improvement of government communications for better public access to key information.

In **Uganda**, the “Support to the Inspectorate General of Government (IGG)” project (2006-2010, US\$ 100,000) is intended to strengthen the capacity of the IGG to fulfil its mandate, as a principal entity to fight corruption and to induce a strong culture of transparency and accountability in the country. IGG will be empowered to carry out timely investigations and prosecutions, especially those related to high profile case. Other specific foci relating directly to public administration reforms, include conducting of policy and study of systems in selected institutions to identify corruption prone processes; recommending specific measures to address the loopholes; and implementation of the leadership

⁶² The “Programme for Strengthening Good Governance” (2007-2010, \$10mil.) aims to enhance effectiveness and capacities of key national institutions, mandated to promote state accountability, responsiveness, and transparency. It is built around a shared agenda between the government of Rwanda, DFID and UNDP that gives weight to the need for the development of a responsive and accountable state in order to promote and strengthen good governance; a state which enters into a social contract with its citizens, listens to citizens’ voice, allows itself to be held accountable for the way in which it develops its policies and delivers its services; and a state which protects and upholds the rights of all. The basic assumption is that good governance is central to the development process, and that it requires state capability, responsiveness and accountability as prerequisites. The institutions to whom support has been provided are: the National Parliament, the Office of the Ombudsman, the National Human Rights Commission, the National Unity and Reconciliation Commission, the National Election Commission (in year one of the programme), the High Council of the Press (years 2-4 of the programme), and the National Women’s Council (years 2-4 of the programme).

code and provision of strategic support in preparatory activities for the National Integrity Survey. The “Support to the Directorate of Ethics and Integrity” project (2006-2010, US\$ 70,000) is one of the critical components of the transparency and accountability portfolio of UNDP Uganda. Project objectives are embedded in the national strategy to fight corruption, which strives to promote ethics and integrity in public office. UNDP’s support is focused on strengthening ethical decision making in local governments, thus facilitating effective implementation of the national strategy for mainstreaming ethics and integrity in local governments. Planned outputs include: (i) a baseline report on strengthening the ethics and integrity in local governments; (ii) a tool to monitoring the progress in mainstreaming ethics and integrity in local governments; (iii) capacity development and information-sharing materials for local governments; (iv) training manuals on ethical decision making for lower local governments; (v) a clients’ charter for local governments to improve their operational efficiency; and (vi) training and workshops for local leadership on ethical decision making. In Uganda, it is estimated that 60-70% of the national budget is spent through the procurement systems. Building the capacity of the procurement sector for efficient management and accountability of public resources is thus seen as a critical intervention of UNDP. This project is part of the transparency and accountability portfolio of UNDP, dealing specifically with improving the public procurement systems in the country. Therefore, the “Support to Public Procurement and Disposal of Public Assets Authority (PPDA)” project (2006-2010, US\$ 350,000) aims to build capacity of PPDA to effectively establish public procurement systems in the country. UNDP supports the capacity development function of the Training and Capacity-building department of PPDA, which entails developing procurement and disposal capacity. This is accomplished through individual training of PPDA staff, but also establishment of regulations, systems and procedures, development of user guides, and restructuring the public procurement and assets system to enforce compliance of the procurement requirements under the new procurement law. This in turn is aimed at ensuring improved accountability, integrity and transparency, and increased value for money in application of public funds.

Public Financial Management

In **Mauritius**, the “Strategic Budgeting in the Government” project (2007-2009, US\$ 685,000 and 2009-2011, US\$ 1.3 million) supported the Economic Reform Programme of the government of Mauritius. The first phase focused on Strategic Budgeting, while the current phase supports the further development of the Performance-Based Budgeting (PBB) framework, strengthening of the System of National Accounts (SNA) and the setting up of the Social Registry of Mauritius (SRM). This UNDP project was implemented by the Ministry of Finance and Economic Empowerment (MoFEE). Over the past four decades, Mauritius achieved remarkable progress in attaining sustained economic growth and improved standard of living, while decisively reducing the dependence on trade preferences. Since 2006, Mauritius moved from a first-generation of reforms, championed and executed mostly by the Minister of Finance, to a second-generation reform environment where coordination amongst multiple ministries / departments as well as broader institutional capacity in the public sector has become a key challenge. The global economic crisis, forced the government to opt for policy scenarios that will balance the long-run nature of its policies with quick-win measure that will respond to immediate economic and social consequences arising from the crisis. UNDP was part of this process providing timely assistance, at the government’s request. The government of Mauritius, led by the MoFEE, has introduced a number of initiatives aimed at modernizing public resources management and improving the efficiency and effectiveness of government spending. These initiatives include strengthening the budgeting process, further developing the Programme-Based Budgeting (PBB) framework across the public sector (central government, local governments, Rodrigues Regional Assembly, and statutory bodies), strengthening the SNA in the Environment and Tourism sectors, and setting up the Social Registry of Mauritius (SRM). The economic and environmental vulnerability of Mauritius, makes the development of an Environmental-Economic Accounting (EEA) system of utmost importance as it would provide a transparent information system which could be used to identify more sustainable paths of

development. Moreover, the Tourism Satellite Account (TSA) will provide information on the role that tourism industry is playing directly, indirectly or through induced effects on the Mauritian economy in terms of generation of value-added, employment and income. The Social Registry of Mauritius (SRM) will be a large database of social programme beneficiaries, which will assist the government to effectively manage social programmes by harmonizing criteria and better targeting of beneficiaries. SRM will contribute to substantial savings of public funds through evidence based analysis of the cyclical and structural poverty reduction policies; and will constitute a core element of anti-poverty policies. The broad objective is to provide strategic advice and support to: (i) the Ministry of Finance and Economic Empowerment that undertakes the modernization of the Public Financial Management system and also links the PBB framework with the ongoing Performance Management System reforms managed by the Ministry of Civil Service and Administrative Reform; (ii) the Central Statistics Office to strengthen the System of National Accounts in the Environment and Tourism sector; and (iii) the Ministry of Social Security in setting up the SRM, including the rationalization of social programmes based on the acquired evidence.

Aid Effectiveness

In **Benin**, the “Capacity Development Project”⁶³ (2008-2010, US\$ 1,3 million), supports the Ministry of Economy and Finance in tackling economic development capacity challenges – particularly in the area of planning, programming, monitoring and evaluation in sectoral ministries – essential to speed up progress towards the MDGs and demonstrate that the State has the capacity to respond to the population’s development needs.

UNDP **Burkina Faso** supports the “Capacity-building of the Ministry of Economy and Development and the Ministry of Finance and the Budget”, with the aim of enhancing the monitoring and evaluation of public policies, programme/project management and aid coordination functions. UNDP assisted in putting in place a

new aid management platform, annual reports on development cooperation (2004-2008), and elaboration of a National Action Plan to support implementation of the Paris Declaration.

In **Gambia**, the “Support to the Establishment of the National Planning Commission” project (2007-2008, US\$ 330,000) aimed to strengthen aid coordination and management. A key output was the provision of training and capacity development, including through study tours and exposure visits, as well as technical assistance with a specific focus on aid coordination⁶⁴.

UNDP **Guinea** has an ongoing project “Support to the Strengthening of Aid Coordination Capacities”⁶⁵ (2008-2012, US\$ 110,000), implemented by the Ministry of Foreign Affairs and International Cooperation. The project aims to centralize aid related information, and better coordination amongst the responsible institutions, thus addressing the current challenges due to overlapping mandates between the Ministry of Foreign Affairs, the Ministry of Economy and the Ministry of Finance.

In **Ethiopia**, the “Capacity Development for Effective Delivery” project (2007-2011, US\$ 3.6 million) provides project management support and other integrated services to enable government overcome barriers to implementation and effective execution of projects aimed at supporting the achievement of the MDGs. In addition, the Ministry of Finance and Economic Development - MOFED, as coordinating entity of bilateral and multilateral development assistance, will strengthen UN Team coordination, monitoring and evaluation capacity; undertake annual assurance exercises including auditing and assessments, etc. In order to support the government in achieving the goals of the Ethiopian Plan for Accelerated and Sustained Development to End Poverty (PASDEP) the project aims to provide support to selected priority development projects and ensure that they are effectively implemented with the greatest possible impact on achieving the MDGs. UNDP provides additional support to MOFED through the “Support to Enhance the Overall Capacity of the Ministry of Finance and Economic Development” project (2007-2011, US\$ 585,000), designed to build the

⁶³ *Projet de Développement des Capacités-PDC.*

⁶⁴ For more information, see the [Institutional Development of Specific Government Ministries and Agencies](#) sub-section.

⁶⁵ *Appui au Renforcement des Capacités de Coordination de l'Aide.*

capacity of MOFED to ensure efficient and effective planning, execution, and reporting of the growing inflow of external assistance. The project mainly focuses on improving the technical competence of the Ministry and provides MOFED professionals with updated and high quality training in country and abroad.

In **Malawi**, the “Development Assistance Coordination Project” (2007-2011, US\$ 2 million) is assisting the Ministry of Finance in making development assistance more effective. As of 2006, just over half of aid to Malawi was reported in the national budget. Failing to coordinate aid can mean high transaction costs and wasteful duplication and overlap in the work of donors. In 2005, there were 69 parallel project implementation units and only 24 percent of donor missions were coordinated. The main expected outputs of this project are: establishment of a Development Assistance Coordination Unit (DACU) within the Ministry of Finance’s Debt and Aid Division (DAD); supporting key policy documents on development assistance strategy, and building DAD capacity to implement Paris Declaration targets. UNDP will provide funds and assist DAD to develop human capacities and to build physical resources. This includes undertaking a baseline study, providing gap funding for 11 posts in DAD, supporting training of DAD staff in aid harmonization, upgrading ICT facilities, establishing a comprehensive development assistance policy framework, strengthening project monitoring capacity, and advocacy efforts targeting donors and relevant ministries.

The “Development Planning Coordination and Monitoring Project” in **Mozambique** (2007-2011, US\$ 4.3 million) assists the Ministry of Planning and Development in monitoring MDG progress at sectoral and local levels. Moreover, the project supports the government in strengthening its aid coordination capacities so as to be able to more effectively source, manage and harmonize the external assistance, thus reducing transaction costs and increasing levels of efficiency in the use of external aid. Two outputs of direct interest are: (i) the national budget formulation process (based on MTFP) improved (making it more policy and performance-based); and (ii) GoM aid coordination capacities and processes strengthened.

In **Sierra Leone**, the “Sierra Leone Information Sys-

tems (SLIS)” project (2005-2009) was a component of the strategy put forth by the Development Assistance Coordination Office (DACO), which itself is under the Office of the Vice President. SLIS was established by UN-OCHA in 2002 to coordinate the collection of data of war related socio-economic destruction down to Chiefdom level. In addition, the “Who does What, Where” database was established to identify the various Humanitarian Relief actors, their projects and project locations. In 2004, as Sierra Leone was transitioning from Relief to Development, the role of SLIS was re-examined and re-adjusted. It was agreed the SLIS products to be realigned from humanitarian relief to development. The project assisted the Development Assistance Coordination Office in developing capacity at Local Council level and within the Ministries in the area of data collection, processing, management and analysis as well as promoting the usage of such information products in strategic planning and policy formulation. It also assisted in the creation of an operational system for the Office of the Vice President, Ministry of Mineral Resources, Office of National Security, Freetown City Council and other government institutions, which required administrative systems.

In **Tanzania**, “Capacity for External Resources and Development Management” (2007-2010) is a project at the centre of government⁶⁶ that also includes an output that aims to strengthen national capacity in Aid Coordination and External Resources Management to support realization of National Strategy for Growth and Reduction of Poverty goals.

E-government, Information & Communication Technologies (ICTs)

The “Strengthening the Decentralization and Modernization of Local Governance”⁶⁷ project in **Cape Verde** (2009-2010, US\$ 200,000) assists the General Direction for Local Administration with the introduction of

⁶⁶ For more information, see the [Support to the Centre of Government & Strategic Policy-Making](#) sub-section.

⁶⁷ *Renforcement de la Decentralization et Modernisation de la Gouvernance Locale.*

ICTs in municipal administrations. 18 of the 22 municipalities have already developed a Municipal Information System and are connected to the government's electronic network. This project will benefit the four municipalities that are still lagging behind as well as the central direction which will be able to follow directly the evolution of data in all 22 municipalities.

In realizing the national policy of good governance and sustainable growth in **Ghana**, the Ministry of Information, through the "ICT and the Promotion of Good Governance Project" (2007-2008, US\$ 240,000) aimed to create an informed society, focusing on wealth-creation and poverty reduction. The government further aims at creating the enabling environment for implementation of policies and programmes in meeting the MDGs through development of a national communication policy. The project will also train government information officers. The UNDP has in the immediate past provided support to the MINO in enhancing the government's web portal to serve as the ultimate doorway to Ghana's digital community. Also in Ghana, through the "ICT for Development" project (2007, US\$ 1 million) and in line with the national ICT policy for accelerated development, the Ministry of Communications (MOC) aimed to develop the requisite telecommunications infrastructure to transform the Ghanaian community into an information society. The government had already taken steps to achieve their goal of bridging the gap from three main perspectives: ICT for entrepreneurship development, ICT for promoting decentralization and E-government. The Office of the Head of the Civil Service and selected district assemblies were amongst the co-implementing partners. The project supported municipal and district Community Centres, the establishment of a national data centre and the standardisation and harmonisation of the government network system.

In **Guinea**, the "Support to the Modernization of the Administration through ICTs"⁶⁸ project (2008-2011, US\$ 1.4 million) was formulated to strengthen the capacities of the central administration in order to improve, through ICTs, the management of human and financial resources and the quality of delivered services. Key objectives include: (i) developing a national

policy for the introduction of ICTs in the public administration; (ii) training civil servants in ICTs; and (iii) improving transparency and service delivery.

The "Local E-Governance" project (2008-2010, US\$ 1.4 million, Spanish Trust Fund), implemented by the Ministry of Administrative Reform and Civil Service in **Guinea Bissau** aims to support, through ICTs, local participatory budgeting, deconcentrated service delivery and increased transparency in public management. The project aims to address the following challenges: deficient management of the civil service, the weak presence of the administration at local level and lack of information of local communities.

In **Kenya**, the "People Centred Government Delivery Services through E-Government" project (2006, US\$ 315,000) aimed to modernize the government's service delivery and make it more efficient, effective and people-centred. Project outputs included: (i) implementation of selected E-government strategic thrust components; (ii) development of legislation in support of electronic transactions and online information dissemination, including recognition of computer crime, digital IDs, signature certificates and electronic authentication and verification; and (iii) implementation of a system of monitoring economic-wide reforms.

In **Mozambique**, the "Service Delivery Network to Support Decentralization" project (2006, US\$ 171,000) piloted a knowledge network and E-government Access Centres at the decentralized level to form a common platform and vehicle for current and future E-government services of a decentralized state. Project interventions aimed at enhancing access to knowledge and services (health, education, agriculture, citizens' rights, news, vulnerabilities, natural disasters, etc.) for teachers, district administrators, health professionals and common citizens through information centres and community radios. The project supported the training of public servants; building of accountable and transparent District and Provincial governments with multi-directional communication and feedback mechanisms; and to establish one Provincial Digital Resource Centre in the Provincial Capital of Nampula, two Community Multimedia Centres in district capitals and to support the establishment of a Provincial Portal under the Provincial Development Observatory for monitoring

⁶⁸ *Appui à la Modernisation de l'Administration à travers les NTIC.*

provincial development activities. Another initiative, the “Establishment of a Provincial Digital Resource Centre in Gaza” (2006-2008, US\$ 81,000) supported the Centres designed to operate as hubs with a multi-sectoral and multi-functional approach, intended to foster the development of both intra and extra-provincial networks and to provide access to both information and content. The CPRD was also designed to function as the management hub of the provincial Government Electronic Network (GovNet). The “ICT for Ministry of Science and Technology” project (2006-2010, US\$ 1 million), provides development assistance to the Ministry of Science and Technology in the area of Information and Communication Technologies, especially in integrating ICTs to national plans and strategies, in developing service delivery methodology of the government of Mozambique and in supporting implementation of key government ICT strategies. The project has contributed to the consolidation of the Government Portal with an increase of the quantity of documents in the portal from about 400 to 1062 and a 20% increase in number of visitors to the portal. Also in Mozambique, the “ICT Human Resources Development” project (2006-2008, US\$ 1.5 million) aimed to increase ICT awareness of development specialists of the possibilities of new technologies for reducing poverty and pursuing public administration reform processes. Intended outputs included: (i) training packages for educating trainers, civil society trainees and public servants; (ii) training of ICT specialists (teachers); (iii) web portal elaborated with relevant and up-to-date information about ICT for development practitioners; and (iv) 25 trainers, 500 certified students (ICT for Development operators) and 1000 public servants successfully trained. The project contributed to the establishment of seven Provincial Centres of Digital Resources (CPRDc) which offered ICT training to about 700 civil servants and nearly 1700 members of civil society organizations. Also under the project 13 civil servants were trained on management of information in government portals. Two Community Media centres have been established two others are under rehabilitation.

UNDP **Niger** implemented the “E-Governance and Access to Information”⁶⁹ project (2007-2009, US\$ 1.6 million) with the Ministry of Economy and Finance. The

⁶⁹ *Gouvernance Electronique et Access a l'Information.*

principal objective of the project is to support the modernisation of the public administration through ICT innovations in certain areas, including through introduction of the Official Bulletin of the government and increase access to information, better monitoring and evaluation at commune level.

Institutional Development of Specific Government Ministries & Agencies

Many of the post-conflict societies have seen the nearly total destruction of their administrative records, and national accounts, including land titling system, civil service personnel records and also the civil registry system. There are numerous cases where this “administrative vacuum” resulted in human rights violations, affecting all groups in society, but the poor in particular. With the crisis that started in 1993, many of the civil registry offices housed in the communes in **Burundi** were destroyed, including registry documents. Data had become incomplete and obsolete, also due to large population movements. UNDP **Burundi**⁷⁰ supports the Ministry of Interior and Communal Development in rehabilitation of the Civil Registry Services through the “Civil Registry Support” project (2008-2010, US\$ 300,000), including fostering better access by the citizens. The project aims for the following outputs: (i) equip the registry offices in all 129 communes with filing cabinets and computer equipment where feasible; (ii) capacity development of inspectors and civil registry officers at national level and commune level; and (iii) review of regulations and public awareness. But not all these projects are in post-conflict societies and much can be learned from projects that are ongoing in more advanced administrative environments. In **Cape Verde**, an interesting initiative with civil registry was the “Strengthening of E-Governance National Capacities in Support of Public

⁷⁰ The “Strengthening the Delivery of Local Public Services” project (2008-2009, US\$ 1 million) implemented jointly by the Ministry of Good Governance, the Ministry of Interior and Communal Development and the Ministry of Planning facilitates the functioning of the communes and supports the implementation of their plans and programmes. That project also has amongst its outputs the creation of a national civil registry database and records.

Administration Reform”⁷¹ project (2007-2009, US\$ 1.5 million) aimed at rendering the administration more efficient and more accessible to the citizens. Three elements triggered the need for this initiative: (i) the fact that a large percentage of the population lives away from urban areas resulted in the government establishing “Citizen houses – Casa de Cidadao” where different services are delivered; (ii) the 2001 elections highlighted the problem of double inscriptions pointing to deficiencies in the civil registration system; and (iii) the risk that Cape Verde could become the transit point for illegal immigration into Europe. The project aimed to improve government capacity to implement the new civil registry system, to conduct a nation-wide awareness raising campaign on the new system and to ensure that all citizens dispose of a new civil registration card. In **Sao Tome and Principe**, the “Modernization of Civil Registration”⁷² project (2008-2009, US\$ 150,000) also addressed civil registration, by putting in place a dedicated information system. In **Togo**, UNDP implemented the “Support to the Modernization of Civil Registry Service of the Municipality of Lome”⁷³ project (2008, US\$ 300,000), implemented by the Ministry of Territorial Administration, Decentralization and Local communities. Togo faces serious challenges with civil registration in terms of archiving documents, access to information and the lack of statistical analysis. UNDP therefore launched this pilot project in the municipality of Lome, with the aim of extending the modernisation of the civil registry system throughout Togo. One of the essential pillars of the E-government reform plan, the project had the following outputs: (i) analysis of existing system and preparation of training modules; (ii) strengthened IT infrastructure for the civil registry; (iii) upgraded ICT infrastructure in the 5 districts of the Commune of Lome with the most densely populated areas; (iv) new system in place and data collection and treatment started; and (v) institutional development, monitoring and evaluation. The “Reform Programme for Efficient Administration”⁷⁴ in **Madagascar** also includes capacity development of public officials in certain public institutions, including the civil registry.

⁷¹ *Renforcement des Capacities Nationales de Gouvernance Electrique Pour la Reforme de l'Administration Publique.*

⁷² *Modernisation du Registro et Notariado.*

⁷³ *Appui a la Modernisation des Services d'Etat civil de la Commune de Lome.*

⁷⁴ *Programme de Reforme pour l'Efficacite de l'Administration.*

In **Benin**, the government and UNDP jointly fund a project in support of the Ministry of Urbanism, Habitat and Land Reform’s capacity development efforts (PADHUB, 2009-2013, US\$ 2 million), and the implementation of its strategy for habitat, sanitation, urban development and access to land.

In **Eritrea**, the “Capacity-building for Tourism Sector” project (2007-2009, US\$ 300,000) supported the Ministry of Tourism and its Regional Offices in strengthening their institutional and human capacity to provide overall guidance, as well as in fostering an enabling environment for sustainable tourism development including through provision of the necessary equipment and training programmes. The “Capacity Development of the Department of Immigration and Nationality” project (2007-2009, US\$ 1.5 million) aimed to: strengthen the institutional and human capacity of the Department of Immigration and Nationality, focusing on enhancing the skills of staff and modernizing existing systems; promoting good working relationships with stakeholders and customers; exchanging experience and information with other countries; provide equipment and supplies, organizing work and study tours, computerizing and networking the Department and its branch offices; and develop and implement a central database system to provide connectivity amongst different divisions/units of the Department and all its exit and entry ports. The “Support to Capacity-building in the Ministry of Foreign Affairs” project (2005-2006, US\$ 470,000) supported the Ministry of Foreign Affairs in strengthening its Research and Training Division; improving and enhancing the understanding of various Conventions, International Relations, Communication Skills, International Negotiation, and International Law. The overall objective was to enhance the Ministry’s operational and research capacity through the provision of training and necessary equipment.

In **Ethiopia**, the “Developing Local Capacity for the Achievement of the MDGs” project (2008, US\$ 10 million) is designed to support the government’s ongoing efforts in developing local capacities, mainly focusing on the organizational, human and process development, so that the government institutions would be able to provide better public services for the achievement of the MDGs. In addition, the project assists in undertaking several studies, reviews of the plans and

policy documents for improving the institutional efficiency. On the other hand, it sets up a user-friendly M&E system at the Ministry of Agriculture and Rural Development and the Medical Research Funds for the rural health professionals to undertake research. Moreover, it also strengthens the existing Health Information Management System (HIMS) at the MoH as well as an existing School-Net system, covering several Regions to improving education.

In **Gambia**, the “Support to the Establishment of the National Planning Commission” project (2007-2008, US\$ 330,000) aimed to strengthen national development planning, aid coordination and management. Key outputs included: (i) development of the institutional framework, including for sectoral and regional entities; (ii) elaboration of job descriptions and competencies, salary structure and scheme of service; (iii) development of budgeting and financial management system; (iv) provision of training and capacity-building, including study tours and exposure visits, as well as technical assistance with a specific focus on aid coordination; (v) provision of logistical and operational support (basic IT support, computers, Transport, Office Equipment, etc); (vi) elaboration of a comprehensive institutional capacity development strategy; (vii) establishment of a “Basket Fund” and mobilization of additional resources for the NPC; and (viii) development of a resource mobilization strategy for the NPC.

The “Enhancing National Strategies for Effective Disaster Risk Reduction” project in **Ghana** (2008, US\$ 140,000), implemented in collaboration with BCPR, supported the National Disaster Management Organization (NADMO) in carrying out capacity assessments and capacity-building of NADMO and disaster-related institutions, by setting up a National platform for disaster risk reduction, a functioning information management system at district level to ensure coordinated disaster relief as well as training NADMO staff to enhance their operational effectiveness. The “Joint Data Management Programme” (2007, US\$ 1.5 million) aimed to integrate individual projects into one consolidated annual workplan with Ghana Statistical Service.

The “Establishment of a National Monitoring and Evaluation System” (2008-2011, US\$ 2.3 million) in **Lesotho** supports the Ministry of Finance and Development

Planning. It aims to ensure comprehensive development of statistical informational system on the basis of the introduction to methods of sampling surveys and use of modern information techniques of data collection, processing, dissemination and data exchange. The project focuses on: (i) supporting the establishment of a viable National Monitoring System to monitor development progress in Lesotho; and (ii) strengthening the capacity of the Bureau of Statistics and the statistical units in the line ministries and Districts by reviewing current training needs for staff, developing and implementing a comprehensive statistical training programme that encompasses both local training workshops and international study tours.

In **Namibia**, UNDP has supported various government institutions in their efforts to improve public service delivery. Capacity development efforts included training of government officials on business process re-engineering, transformational leadership interventions targeting Cabinet Ministers, Permanent Secretaries and other senior government officials led to re-engineering of 53 identified service areas. UNDP Namibia will continue to support the government to ensure efficient and effective management of public services through institutionalization of the reengineered business process, which is envisaged to become part of the National Institute for Public Administration and Management.

Access to Information

In **Angola**, the “Support to MDGs” project (2002-2007, US\$ 1.5 million) aimed at establishing a national mechanism for monitoring the MDGs through the preparation of the first two MDG Reports and development of a web site for regular reporting on MDG / NEPAD activities. Providing a public space for sharing information amongst citizens is expected to contribute to enhance capacity of the citizenry, to make the programme a citizen driven exercise and thus ensure its full national ownership. The project aims also at supporting Angola’s efforts to formulate a framework for NEPAD mainstreaming and to realign MDG into the

PRSP. The programme's beneficiaries include administrations, civil society and private sector bodies. The UN Country Team and other specialists will support the programme through a collaborative effort.

Streamlining Regulations & Procedures

In **Lesotho**, the “Enhancing Service Delivery” (2009-2011, US\$ 280,000) project is designed to support the government of Lesotho in implementing its commitment to support the establishment of a sustainable national capacity and to enhancing service delivery through Business Process Re-engineering and implementing a Performance-Based-Pay policy. The project will support the government to: (i) drive existing BPR initiatives to fruition; (ii) conduct BPR for select high priority processes; (iii) based on this experience, build internal capacity in a sustainable manner (e.g. develop approach, tools and resources); (iv) define linkages with a leadership development strategy; and ultimately (v) facilitate the performance-based pay policy.

UNDP **Mauretania** supports the Ministry of the Civil Service and Modernisation of the administration with a project to “Improve the Quality of the Public Service” (2008-2010, US\$ 1.4 million). The administration in Mauretania suffers from a lack of communication, lack of procedural clarity, lack of transparency related to administrative and financial acts. The project aims to improve the transparency of procedures and administrative decisions. In particular, the project will improve the efficiency of procedures (and simplification) related to 5 essential services and, related to the same 5 services promote a culture of transparency and responsiveness (availability of information).

Gender & Public Administration

In **Angola**, the “Joint Gender Programme” (2005-2008, US\$ 3.8 million) project aimed to strengthen the capacity of the Ministry of Family and the Promotion of

Women, the multi-Sectoral Gender Committees at national level and in selected Provinces as well as key women's organizations. Programme objectives were fully anchored in the activities of MINFAMU. A key output was to support the engendering of national budgets in the different sectors, through assessments and training in gender budgeting. The technical ability to implement and monitor gender budgeting remains however limited.

In recent years, UNDP **Benin** implemented two projects in this area under the DEX modality. The “Support to the Consolidation of Democracy through the Reinforcement of Women's Representation in Public and Political Decision-Making Bodies”⁷⁵ project (2007, US\$ 150,000 - TTF Gender), aimed to increase the representation and position of women in public and political decision-making processes. Previously, the “Gender Mainstreaming Initiative (GMI)” (2006, US\$ 50,000) aimed to reinforce the capacities of the Benin CO, the Public Administration, Ministry of Women, Children and Family Affairs, as well as representatives of civil society, in the areas of gender budgeting, monitoring and evaluation.

In **Ghana**, the “Joint Support for Gender Policy and Strategies” project (2007-2011, US\$ 430,000) addresses the gaps that exist at the national level in gender related issues and ensures that development programmes and initiatives are gender responsive by strengthening key government institutions and NGO capacities for gender-sensitive research and analysis, advocacy and communication. In addition, the gender issue as crosscutting is incorporated into all UNDP intervention programmes to ensure gender equality and equity. In this regard the project assist the Ministry of Women and Children's Affairs, to ensure that gender mainstreaming, gender-responsive budgeting, and women empowerment concerns become integral parts of Ghana's medium to long term development agenda. Major achievements include the full integration of gender issues in the annual work programmes of key sector agencies. Gender Budgeting was piloted in three Ministries in 2008.

⁷⁵ *Appui à la Consolidation de la Démocratie à Travers de le Renforcement de la Représentativité Féminine dans les Instances de Prise de Décision Publique et Politique.*

CONCLUSION

Public administration reform is of central concern to African leaders who continue to call on UNDP's expertise in the field. The old emphasis on cost-cutting associated with structural adjustment programmes in the 1980s and 1990s has been abandoned. Public administration reform has been reoriented and reinvigorated through its perceived centrality in securing democratic governance and the benefits such governance promises.

Reform is recognised as a key element in achieving multiple objectives, especially peacebuilding, making progress on the MDGs and accelerating economic growth, all of which can be located under the broad umbrella of democratic governance. Given these diverse objectives, there is an extensive programme of initiatives in which UNDP is involved, both in terms of geographical spread and in the nature of the activities.

There has been growing interest in promoting regional cooperation in public administration reform to encourage the dissemination of lessons learned and sharing of capacity for greater efficiency and effectiveness. The Draft African Charter on Values and Principles of the Public Service should boost regional cooperation and complement other initiatives such as the African Management Development Institutes Network and the African Association of Public Service Commissions. Such institutional frameworks sit well with UNDP's strategic planning and assistance in governance.

The centrality of the governance agenda is clearly seen in the public administration reform initiatives stretching across individual country's public sectors and civil services. A previous focus on technical matters has been overtaken by programmes oriented towards achieving good governance, national development and poverty alleviation. These same objectives are evident in the projects aimed at improving the policy process, concerned primarily with increasing the flow and quality of information and enhancing the coherence of the multiple organizations within central government.

Decentralization has aroused widespread interest across Africa despite the disappointments of earlier decades. There appears to be a realization that subnational government has a significant role to play in improving human welfare (especially poverty alleviation), peacebuilding and extending state control for the benefit of citizens. UNDP is involved in numerous programmes focused on building capacity both at the centre to facilitate decentralization and at the subnational level to improve civil servants' capabilities and establish systems for performance improvement.

The traditional concern with accountability and anti-corruption has been maintained in UNDP's public administration portfolio as these issues remain important across the continent. However, the perspective has broadened and is encapsulated in the idea of integrity systems which are seen to contribute to peacebuilding and public service performance improvement as well as to anti-corruption. This broad appreciation of the value of enhanced integrity is reflected in UNDP's involvement in almost 20 initiatives in the field.

The demand in Africa for UNDP's assistance in public administration reform is likely to continue. Governments have shown increased appreciation of the importance of public administration in promoting democratic governance, peacebuilding, achieving the MDGs and economic development. There is also an increased realization of public administration's interrelatedness with other activities and initiatives, already evident in programmes in which public administration reform is one amongst several reforms. The trend will increase as public administration reform becomes more meshed with other activities dealing with the major policy problems facing African governments.

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