



Strengthening accountability at the country level

UNDP's approach to
democratic governance
assessments



Outline



- Background
- UNDPs approach
- Operationalising the strategic principles

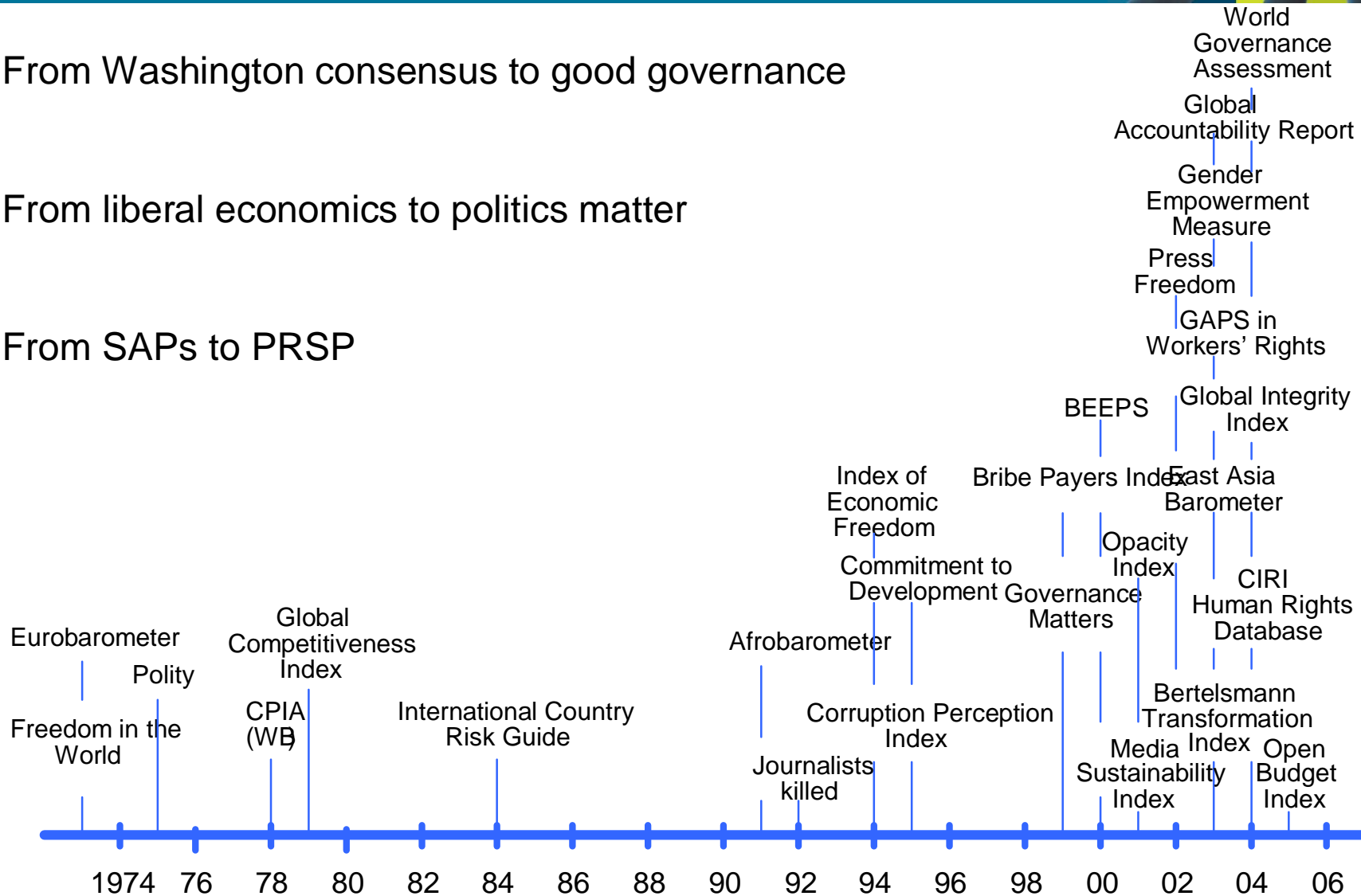
The mushrooming industry of indicators



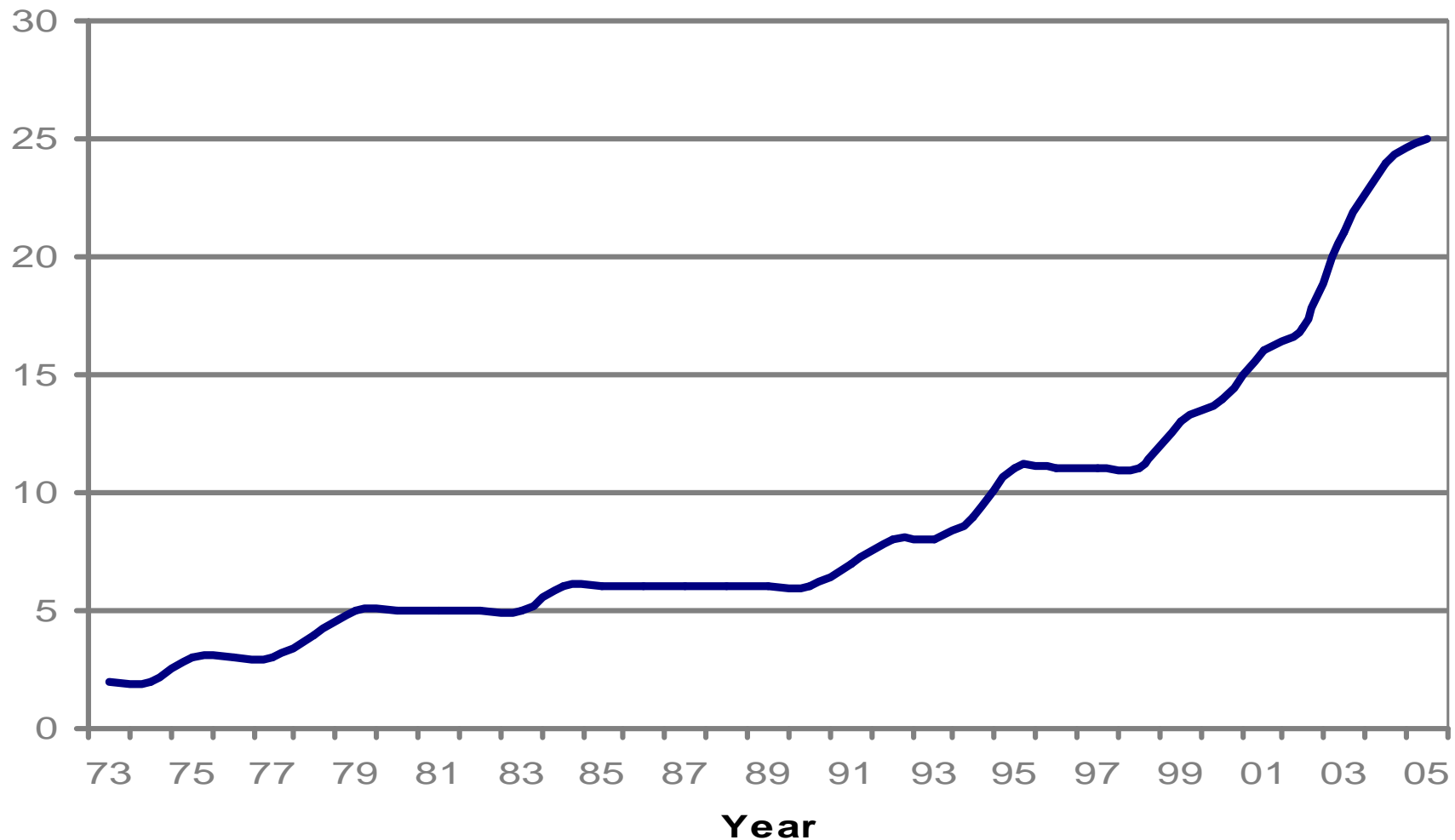
From Washington consensus to good governance

From liberal economics to politics matter

From SAPs to PRSP



Cumulative numbers of initiatives



Based on governance indicator initiatives mapped in 'A User's Guide'



Some assessments in Ghana



- APRM
- AfriMap
- GAC Diagnostic Survey (WBI)
- Civil Society Index (CIVICUS)
- National Integrity System (TI)
- UNECA good governance
- Worldwide Governance Indicators
- Global Integrity Index
- Afrobarometer
- Voice of the people Survey (TI Ghana)
- Ibrahim Index of African Governance





UNDPs approach



Diagnosing accountability deficits of assessments



Prerequisites for accountability:

- (1) answerability, require someone to justify what they are doing
- (2) enforceability, something must be present to enforce the relationship
- (3) transparency (access to information)

Does the assessment strengthen this at the country level?



Strategic principles:



1. National ownership
2. National capacity development
3. Alignment to national policy making

The hope is that this will strengthen:

- Answerability
- Enforceability
- Transparency

What kind of shift will this bring?



Accountability to donors

Other assessment

- Cross-country comparison
- Alignment to international measuring needs
- Using international consultants



Accountability to citizens

Self-assessment

- A national measure of progress over time
- Alignment to national policy processes, political issues and country context
- Led by national stakeholders and researchers (country-led)

Supply side of accountability

A management tool

- A technocratic approach
- A focus on measuring government efficiency
- Actionable indicators



Demand side of accountability

A citizens' tool

- An approach of political mobilization and empowerment
- A focus on measuring inclusive participation and responsive institutions
- Action-oriented indicators



Country-contextualising the approach



- Planning backwards: which accountability mechanisms do we want to/can we strengthen? (Upward, Downward, Horizontal, Vertical, Hybrid, Social, Mutual etc.)
- Easterly: Supporting ‘searchers’ and avoiding ‘planners’ (Find local champions, map stakeholders interests and use existing institutions and how they work *de facto* as a starting point: take into account the political economy)
- Provide a menu of activities to choose from, not a global template



Political economy of using governance indicators



Indicators are a means, not an end in themselves

Fixing politics: How can indicators help so that:

- national **actors** develop the interests and capacities to promote democratic governance at the country level?
- **institutions** provide actors with formal and informal incentives/constraints to improve governance?
- ideological, historical and cultural **values** influence the policymaking process towards governance outcomes?





Operationalising the strategic principles



Democratizing ownership

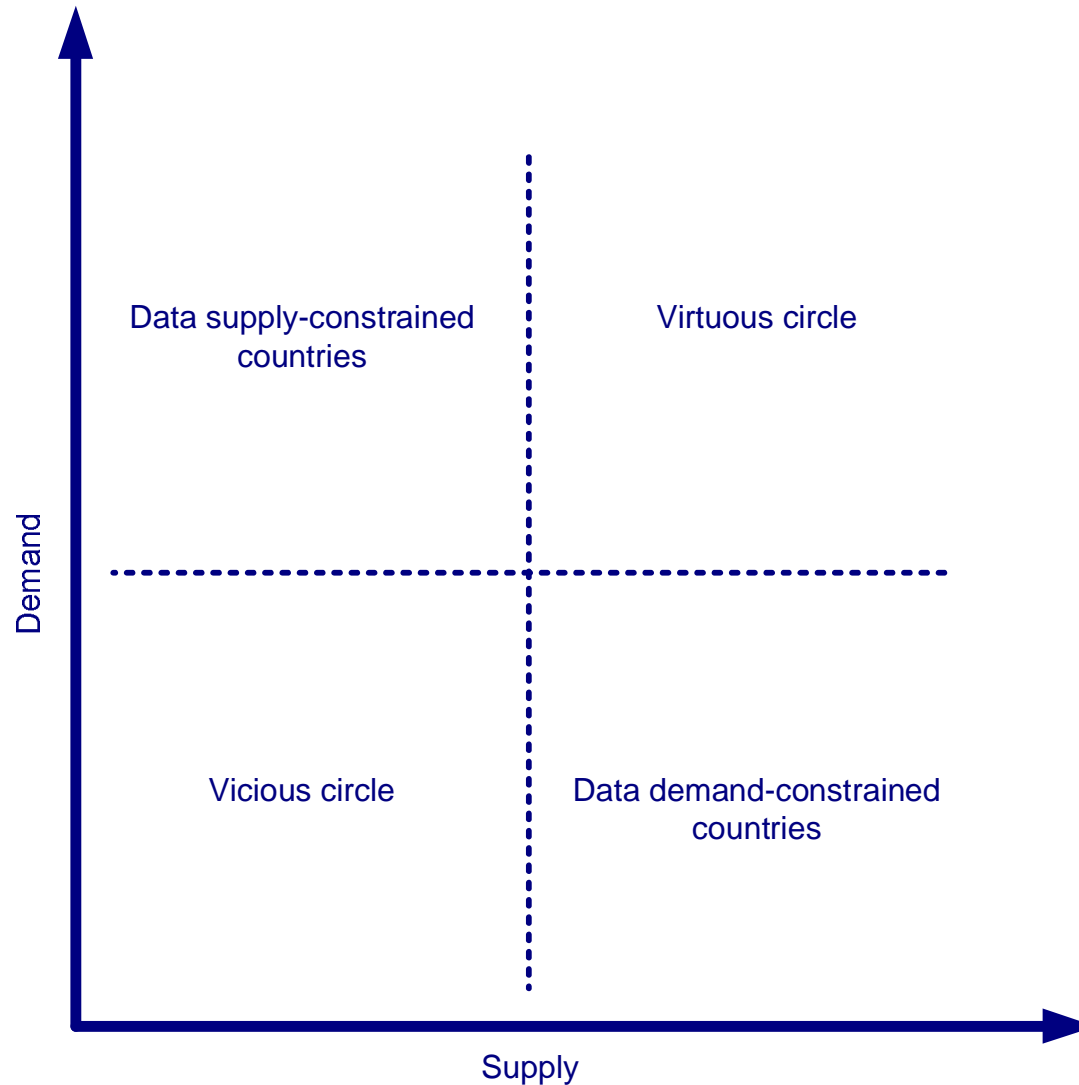


- How to make consultation and buy-in genuine?
 - Securing the right partnerships (steering committees, civil society advisory boards)
- Participation gap: Urban and educated versus rural and illiterate
 - Ownership through methodology: Pro-poor and gender sensitive indicators

Which capacities should be strengthened?



Don't forget the demand side of accountability!



Which policy process should the assessment be aligned to?



Policy processes

Multiple stages
(planning, approval, implementation and M&E)

Multiple-streams

Institutional incentives

Major policy shifts

Advocacy coalition



How to align

Align with existing
M&E for NDP

Align with key issues
raised in streams

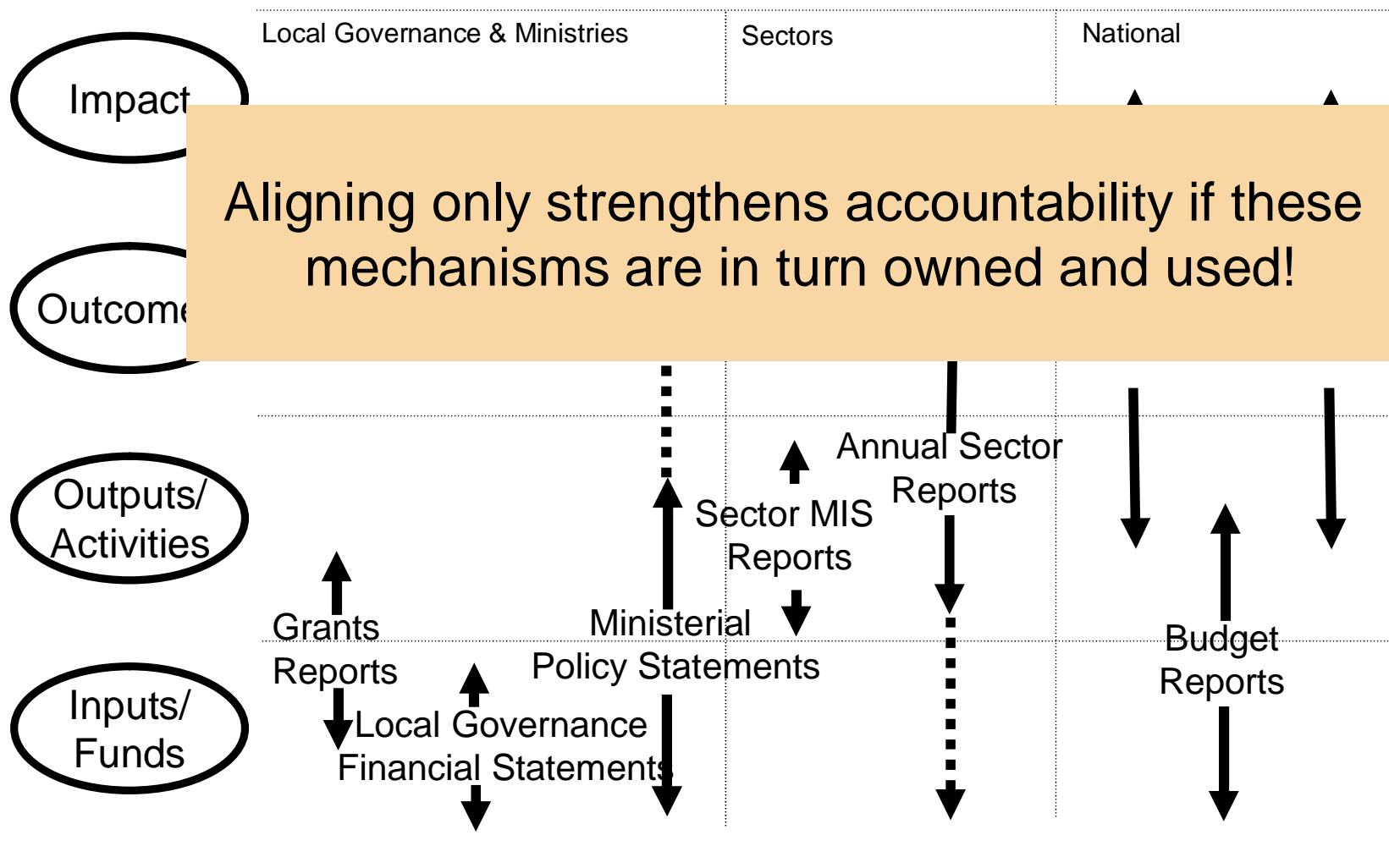
Align with interests
of key offices

Take advantage of opportune
moments, such as elections

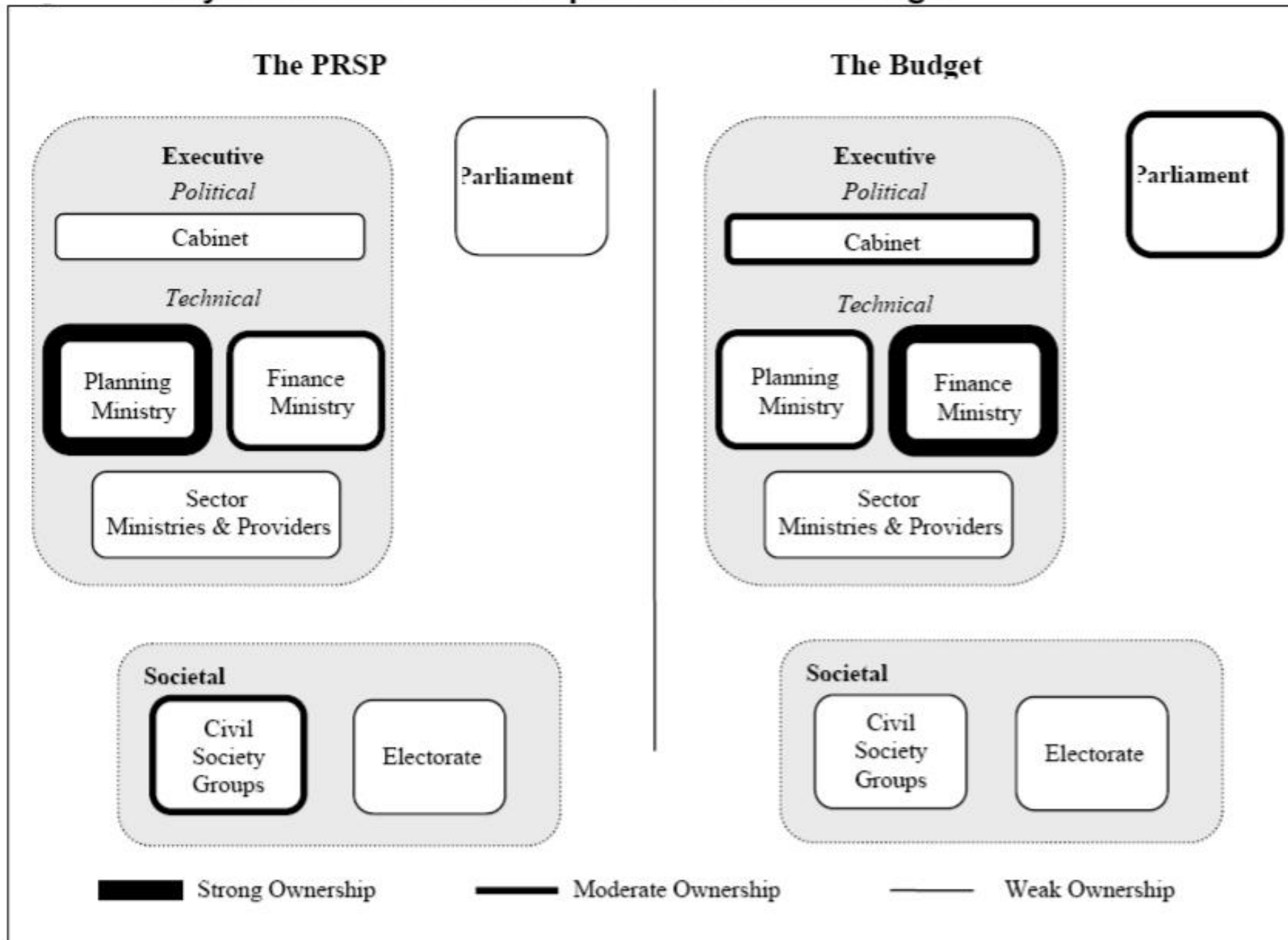
Build consensus



Aligning governance indicators with other reporting mechanisms



Asymmetries of ownership in the PRS and budget



Country examples of UNDP bottom-up approach



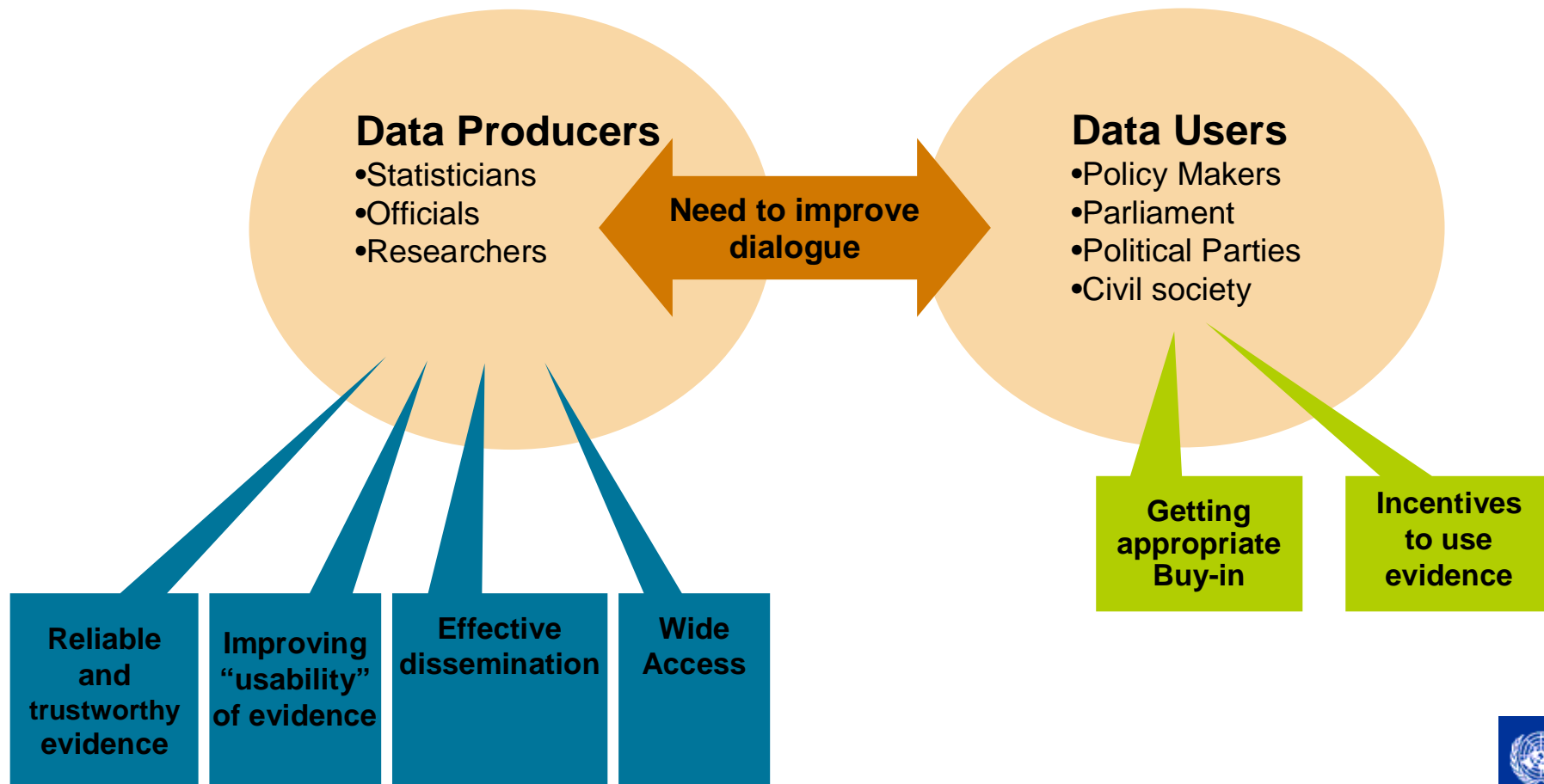
- **China:**
 - Ownership: Think tank (CCCPE)
 - CD: Think tank
 - Alignment: Government vision for 2020, (Xiao Kang society) and broader dialogue

- **Paraguay:**
 - Ownership: House of Senate
 - CD: National statistical office and committee on governance indicators
 - Alignment: Public administration reform

- **Montenegro:**
 - Ownership: Steering Committee (multiple)
 - CD: government, the national statistic office and civil society
 - Alignment: EU accession



Increasing uptake



Harmonization



Paris Declaration

Donors respect partner country leadership and help strengthen their capacity to exercise it.



Implications for monitoring of governance at the country level

- Strengthen and use country M&E systems



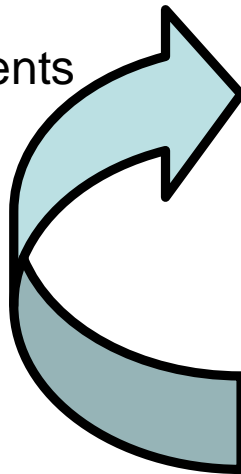
Better country-level data available to partners



Common Country Assessment (UN)

Donor Assessment

Joint assessments



RBAP	
1. Bhutan	Support the Gross National Happiness (GNH) Commission of Bhutan in developing of a governance assessment framework, to include governance data in the GNH Index.
2. Indonesia	Support the nationwide roll-out and institutionalization of the Indonesian Democracy Index to monitor democratic governance in all 33 provinces of Indonesia.
3. Mongolia	Support the development of a “second generation” of MDG 9 indicators on human rights and DG to be used at the local level, and with a focus on key sectors (mining, education and health sectors)
RBA	
4. Angola	Support the development of a framework to assess local governance in 15 municipalities of Angola
5. Malawi	Support the development of a governance assessment framework for monitoring the 2006-2011 Malawi Growth and Development Strategy, while facilitating harmonization with indicators used by donors in the Common Approach to Budget Support
6. Nigeria	In collaboration with UN-Habitat, support the development of a framework for assessing urban governance
7. Senegal	Support the development of a governance assessment framework
RBEC	
8. Macedonia	Support the development of a governance assessment framework to enrich (with governance data) the existing database informing the “People-centred Analyses”, which focus primarily on poverty and social exclusion.
9. Montenegro	Support the development a local governance assessment framework for use in the 21 municipalities of Montenegro, to measure the realization of the political Copenhagen criteria for EU accession down to the local level
10. Tajikistan	Support an assessment of “corruption vulnerability” in specific sectors and institutions (incl. electricity, water, health, education)
RBAS	
11. Djibouti	Support the development of a governance assessment framework, in the context of recent accession to APRM
12. Egypt	Building the capacity of the Information and Decision Support Center (which acts as the Egyptian Cabinet Think Tank) for Governance Assessment and Monitoring, to complement existing monitoring of 55 MDG-based programmes.
13. Morocco	Strengthen the capacity of the National Observatory of Human Development to implement the governance assessment dimension of its mandate.
RBLAC	
14. Barbados & Eastern Caribbean	Support the development of a governance assessment framework for SIDS of the Eastern Caribbean region, at both regional and national levels
15. Chile	Support the development of a governance assessment framework to inform a societal reflection on the current state of governance and future challenges, in the context of the Bicentennial celebration of independence in 2010
16. Mexico	Support the development of a local governance assessment framework for use in the 32 Mexican states, with a particular emphasis on public security.
17. Nicaragua	Support the Commission for Modernization of the National Parliament in developing a governance assessment framework, to be institutionalized in the National Parliament.