



United Nations Development Programme

DEMOCRATIC GOVERNANCE

# GLOBAL PROGRAMME ON GOVERNANCE ASSESSMENTS

## MID-TERM REVIEW



**United Nations Development Programme**

**DEMOCRATIC GOVERNANCE**

**GLOBAL PROGRAMME ON  
GOVERNANCE ASSESSMENTS  
MID-TERM REVIEW**

Author: Harry Garnett  
Project Coordinator: Ingvild Oia  
Designer: Moving Lines  
Copy editor: Tom Woodhatch

UNDP Disclaimer: The views expressed in this publication are the authors' and do not necessarily represent those of the United Nations, including UNDP, or its Member States.

**For further information please contact:**

United Nations Development Programme  
Bureau for Development Policy  
Democratic Governance Group  
304 East 45<sup>th</sup> Street, 10<sup>th</sup> Fl.  
New York, NY 10017

**Oslo Governance Centre**

Inkognitogata 37, 0256 Oslo, Norway

[www.undp.org/governance](http://www.undp.org/governance)

[www.undp.org/oslocentre](http://www.undp.org/oslocentre)

[www.gaportal.org](http://www.gaportal.org)

Copyright © 2011 by the United Nations Development Programme. All rights reserved.

# TABLE OF CONTENTS

<b>Abbreviations</b> .....	<b>5</b>
<b>Acknowledgments</b> .....	<b>6</b>
<b>Executive Summary</b> .....	<b>7</b>
Background .....	7
Methodology .....	7
Findings .....	8
Lesson Learned.....	12
Recommendations.....	14
<b>Background</b> .....	<b>17</b>
Findings .....	19
1. Relevance .....	24
2. Strategic positioning.....	25
3. Innovation .....	26
4. Leadership.....	28
5. Efficiency.....	28
6. Effectiveness.....	29
7. Impact.....	32
8. Sustainability.....	34
<b>Lessons Learned</b> .....	<b>38</b>
1. The country-led model is appealing .....	38
2. Country-led model will help to improve the impact of UNDP and donor funding.....	38
3. Effective policy impact will require mainstreaming the assessments into policy processes .....	38
4. The need for policy impact will often require follow-up. ....	40
5. There is a trend towards increased involvement of civil society .....	40
6. Communications are important .....	40
7. Choosing the right institutional arrangements is important .....	41
8. South-South support is effective .....	41
<b>Recommendations</b> .....	<b>42</b>
1. Pay more attention to linking the assessments to policy design and implementation.....	42
2. Transfer GAP experience to regional and country offices.....	43
3. Raise more funding for GAP .....	43
4. Form more partnerships within and beyond UNDP. ....	43
5. Assemble evidence of the impact of the governance assessments on policy .....	44
6. Base democratic governance programmes on the governance assessments .....	45
<b>Annex 1 Project Budgets</b> .....	<b>46</b>
<b>Annex 2 Terms of Reference</b> .....	<b>52</b>
<b>Annex 3 Persons Interviewed</b> .....	<b>57</b>
<b>Annex 4 GAP Knowledge Products</b> .....	<b>60</b>



## ABBREVIATIONS

<b>BCPR</b>	Bureau of Conflict, Prevention and Recovery
<b>BDP</b>	Bureau of Development Policy
<b>DGG</b>	Democratic Governance Group
<b>DGTTF</b>	Democratic Governance Thematic Trust Fund
<b>GAP</b>	Global Programme on Governance Assessments
<b>NGO</b>	Non-Governmental Organization
<b>OGC</b>	Oslo Governance Centre
<b>TRAC</b>	Target for Resource Assignments from the Core
<b>UNDP</b>	United Nations Development Programme

## ACKNOWLEDGMENTS

This report is published by the Global Programme on Governance Assessments (GAP). GAP is hosted by the Oslo Governance Centre of the Democratic Governance Group, which is attached to the Bureau of Development Policy of the United Nations Development Programme. GAP is grateful to the author, Harry Garnett, and all those who were interviewed and consulted in the preparation and writing of this report. A full list of names is provided in Annex 3. A special thank you goes to the authors who have evaluated and reviewed UNDP governance assessment projects, and thus have contributed to the evidence-base of this mid-term review. This includes in alphabetical order: Helen Addison, Gerardo Munck, Andrew Nickson and Ian Hopwood. A thank you also goes to Paul van Hoof for facilitating the Lessons Learned Workshop (2011) which also informed this report. Finally, we would like to thank Asmara Achcar, Vidar Ellingsen, Danae Issa, Nina Kolybashkina, Marie Laberge, Joachim Nahem, Sujala Pant, John Samuel and Christopher Wilson. Ingvild Oia coordinated the project.

# EXECUTIVE SUMMARY

## BACKGROUND

- 1. Objective of the programme.** The Global Programme on Governance Assessments (GAP) supports countries that want to conduct their own democratic governance assessments. The programme runs until 2013, and continues the earlier UNDP Governance Indicators Programme, initiated in 2004. To date, these two programmes have supported assessment projects in more than 35 countries.
- 2. Approach.** The programme approach emphasizes national ownership, capacity development, and harmonization with national planning instruments.
- 3. Operationalization.** The programme works through three windows:
  - Country level window which includes financing for four activities within 10 target countries: (i) mapping existing governance indicators; (ii) developing governance assessment frameworks; (iii) collecting data; and (iv) developing governance databases and applying governance indicators to development plans.
  - Regional level window which includes financing for three activities: (i) regional based training; (ii) developing regional specific knowledge products; (iii) regional conferences.
  - Global level window which includes financing for three activities: (i) knowledge services; (ii) capacity development; and (iii) policy development and advocacy.
- 4. Funding.** The current GAP programme has received funding of \$4.6 million, with total funding expected to be \$6 million, from donors including Norway, Britain, Sweden, France and Germany. Total expenditure to date has been about \$8.8 million, with the difference coming from DGTTF (\$906,000), UNDP-TRAC (\$1.9 million), UN Women (\$190,000), and the counterpart governments (\$1.5 million).
- 5. Objectives of this review.** This review is primarily a strategic, forward looking assessment to document lessons and provide recommendations based on experience so far. The review will inform the continuing development of UNDP's conceptual as well as operational approach to governance assessments, taking account of the changing nature of competitive advantages and demand from UNDP country offices and national counterparts since the programme began. The review will contribute to improving the management of the global programme by assessing management capabilities, including the capability for strategic action, delivering on outcomes, and of demonstrating leadership in the area of governance assessments.

Although this is principally a mid-term review of the 2008–2013 Global Programme, it includes reference to the assessment projects that were completed in the period before 2008 and that have been formally evaluated.

## METHODOLOGY

The consultant reviewed documentation, including six evaluations and reviews of completed and on-going governance assessments projects; and interviewed or contacted by e-mail a total of 81 country offices and national counterpart staff responsible for almost all the projects, other UNDP regional and head office staff, donors, advisory group members and experts who have worked on the programme, many at the Oslo Governance Forum, including the Lessons Learned Workshop.



## FINDINGS

- 1. Relevance.** Everyone contacted believes that the programme addresses a widely felt need to build capacity in developing countries to set up and monitor frameworks that identify key components of democratic governance and assess their implementation. Forty-four country offices responded to the request for expressions of interest launched in 2008. The number of countries that the programme supports rose from 16 to 35 in 2010 (which includes countries that received technical as well as financial support). The attendance at the Oslo Governance Forum also provides evidence of the relevance of, and demand for, the programme. Of 286 participants, about 80 percent were self-funded. Because of facility capacity constraints, the Oslo Governance Centre had to turn down some requests to attend. Contacts with donors and international organizations indicate that promoting democratic governance, in which governance assessments play an important role, is, if anything higher on the development agenda than when the programme began. Many countries are now paying more attention to governance issues than in the past. Notably, China has added democratic governance to its hitherto exclusively economic growth model. A Google search for “good governance in 2000” yields 10 million hits; for 2011, 61 million hits.
- 2. Strategic positioning.** The programme is often positioned very strategically at the country level, either close to the planning ministry, as in Indonesia, in a politically powerful institution, as in China, or within a key, poverty-focused ministry, such in Water in Tajikistan, or a key oversight agency, such as the national assemblies in Nicaragua and Montenegro. The forging of partnerships with agencies such as UNWomen, IDEA, IDASA, UN-REDD, Transparency International, and a number of academic institutions as well as bi-lateral donors, has helped to position the global programme strategically within the international development and governance community. The programme is supported by an informal network of about 30 partners, which was expanded by a further six partners through the recent Oslo Governance Forum (OGF).
- 3. Innovation.** The programme is innovative at the global, regional and country levels. Donors and international governance organizations that have their own governance frameworks, and that were contacted by the reviewer, admit that GAP is the only programme that is country-led from the conception and design stages. Even donors that have their own governance assessment programmes and governance web-sites regard the web portal as a world leader. The widely praised User Guides are an important aid for countries to design their own assessment frameworks. One head of an independent governance assessment agency remarked that the unique characteristic of GAP is its internal accountability; that the assessments can be used to reward performance and empower citizens. At the local level, each project is a first of its kind in the country concerned and innovative in the sense that it represents a leap forward in assessing governance.
- 4. Leadership.** Other international agencies that were contacted by the consultant and which have their own assessment frameworks recognized that GAP/UNDP leads in the country-led approach to governance assessments. As stated earlier, GAP has been highly active in forming partnerships with key international players. The Programme exercises leadership in governance assessments within the UN system, reflected in the finding that many country offices have turned to GAP for advice and applied for assessment project funding. The Oslo Governance Forum, attended by 286 people from around the world, is further evidence of leadership. The head of one partner organizations told the reviewer that a number of the key staff in GAP were “names in the field”. The head of an academic department referred to the partnership with GAP as “a very important relationship.”

5. **Efficiency.** The programme can be regarded as highly efficient in terms of inputs relative to outputs if account is taken of the fact that a very small number of GAP staff (now 11, but previously eight, with most of the early technical support from just three) provide the leadership and technical support. Donor disbursements are just about on schedule: with two years to go, three-quarters of the funding has been spent. Most of the government counterparts and country office staff contacted by the reviewer reported that the support from GAP usually arrived in a timely manner, although some collaborating institutions did refer to procedural problems that delayed progress. The overall budgetary delivery rate (funds spent versus funds originally committed) is 80 percent. However, the rates for individual projects vary widely, from a few percent on a small number of projects to over 100 percent on four projects and over ninety percent on five more projects. The full evaluations of the governance assessment projects that were completed before the GAP began, and the slow disbursement rates on some of the on-going projects, provide some evidence of delays that might have been avoided. The Montenegro project did not really begin until the tenth month of one-year schedule, because the institutional arrangements were not in place at the beginning of the project and no organizations responded to the two publications of request for proposals.
6. **Effectiveness.** This can be summarized on the basis of outputs that are listed in the Global Programme Project Document. Outputs and corresponding results identified as part of this review are presented in the table in p.10:

## Country Window

Principal outputs	Results
1. Mapping existing governance indicators	Was invariably carried out by local research team.
2. Governance assessments frameworks	Always achieved, usually with widespread stakeholder support, often including civil society.
3. Data collection undertaken	Some projects just at this stage; many have completed data collection. Always GAP review of indicators; often wider international review.
4. Governance databases established and used	In most cases the database has been established and disseminated; in a few cases, use of the databases is feeding into policy; in many cases the process has to be institutionalized.

## Regional Window

Principal outputs	Results
1. Training/sensitization courses	Technical training workshops were held in each region.
2. Regional knowledge products developed	Development and use of governance indicators in Africa, plus several country cases for other regions.
3. Regional conference on governance assessments convened	Since 2009, there have been 20 regional governance assessment training events.

## Global Window

Principal outputs	Results
1. Knowledge services	Most people contacted during the assessment praised the web portal, toolkits, case studies and thematic research. Many regard the Governance Assessment Portal as the very best website on governance assessments. (For a complete list of knowledge products see Annex 3).
2. Capacity development	GAP has been involved in capacity development in all countries included in the programme portfolio, most often personally, but also virtually. Regional and country offices and national counterparts have praised this capacity development.
3. Policy development and advocacy	Policy development and advocacy have helped to form relationships with some key bureaux within UNDP, such as Conflict and Partnerships. But according to some informants, more effective research and advocacy is needed to win wider support from UNDP and UN, as well as donors who regard democratic governance as vital for poverty reduction.

**7. Impact.** It is too early to assess the impact of most of the projects in the current programme. However, some useful information on potential impacts, as well as the difficulties in achieving intended impacts, can be found in the assessment projects completed before the current Global Programme began. The impacts of the China and Montenegro projects were less immediate than they might have been because of slow follow-up, although the eventual impact could well be substantial. Some of those interviewed suggested that impacts may be less than they should be, because not enough thought has been given to linkages between the assessment and policy formulation. The Mongolia evaluation reports little impact on policy of an otherwise successful assessment project. However, policy impacts can already be traced in some current projects. Bhutan's Gross National Happiness assessment framework has been used to rate development projects and policies, resulting in the rejection of some. Indonesia's state level Democracy Index is an input to the national budgetary planning process. Other projects have already been catalytic. The Government Assessment methodology has been used for evidenced-based programming in the health and education sectors in Macedonia, where staff in sector units and CSOs have been trained in the methodology.

Turning to the programme as a whole, GAP has had such an impact in some countries that it is stretching the capacity of GAP to provide adequate support to UN agencies, Regional Centres and country offices. On the other hand, some observers have pointed out that the programme has not sufficiently demonstrated its value to UNDP and the development community. The Mid-term Review of UNDP Democratic Governance Strategic Plan 2008–2010, makes one reference to the Oslo Governance Centre, praises the Lesson Learned series, but nevertheless complains that "much of the evidence of UNDP's impact on the ground is still anecdotal and without sufficient measurable indices". The June 2011 Aiming Higher Summary does not make a single reference to the opportunities offered by GAP to support the Agenda for Organization Change. Even though some 35 countries have decided to inform their governance reforms by designing and implementing governance assessment frameworks, DGG's own June 2011 Draft "Responding to New Trends in Democratic Governance: A New Strategic Vision for DGG", does not make any reference to the Governance Assessment Programme.

**8. Sustainability.** It is too early to be sure that most of the projects will be sustained, although some definitely will be and the signs are good for many others. Two of the completed projects that have been fully evaluated, China and Montenegro, will be sustained. In China's case, the key has been to win support within the Chinese Communist Party and from the local authorities that have agreed to pilot the framework. In Montenegro, support from the newly established Parliament, looking for ways to implement its oversight functions, was the key. Among current projects, Indonesia's state level Democracy Index has already been mainstreamed into the planning process. The Government is taking over the funding of the instrument, with \$5 million allocated for the next three years. The assessment process in Malawi is likely to be sustained because of the widespread stakeholder buy-in within the framework of a sector-wide approach. All of these projects have in common a careful nurturing of national ownership, supplemented by timely technical support from GAP. Bhutan's index has been mainstreamed into the policy and planning process. In Kazakhstan, the assessment framework reviewed by the GAP team actually originated with the President's Office, where it is central to the Government's vision of Kazakhstan as a performance oriented state, a model for the region. Many projects will require further action to be sustained. Senegal requires improved capacity for data collection, better public awareness, and more donor buy-in. Nigeria's urban governance assessment needs to be rolled out beyond the pilot local authorities. Some, such as the projects in Mongolia and Nicaragua, have suffered from changes in key personnel supporting the assessment, and have not been fully institutionalized. Only one project, the assessment in Paraguay, has already been declared a likely failure by its evaluator, with weak and narrow local ownership thought to be the most detrimental problem.

Staff and national counterparts told the reviewer that in many cases the project's progress will only be sustained if there is a follow-up programme supported by the Government and UNDP or another donor. Such follow-up is already planned for China and Kazakhstan. As mentioned above, the Government is following up with funds to support the continuation of the assessments in Indonesia.

The Global Programme's sustainability depends on individual projects' sustainability, with the successes communicated through the Lessons Learned series, the web portal, and an active personal communications campaign throughout UNDP and to current and potential donors. GAP will continue to be funded if donors either believe that support for the country-led approach is good in its own right or that the country-led approach will enhance the value of their own projects and/or their investments in UNDP.

## LESSONS LEARNED

- 1. The country-led model is very appealing.** The Findings show that the country-led model is very appealing to governments and civil society. The general view of regional and country office staff contacted during the review is that demand is high and rising. Data on applications to the programme, which exceeded the programme's capacity to meet demand, support this view. All national counterparts contacted by the reviewer expressed substantial enthusiasm for their own country-led assessment, even those where there had been difficulties. The appeal of the country-led approach to governments and others in the UN/UNDP system can be seen from the funding that the GAP has attracted over and above the financial support channelled through the global programme funding mechanism. To date, GAP spending has been about \$2.9 million through the global programme funding mechanism (with funds received from Norway, Sweden, the UK and Germany). Twice that amount has been added by a combination of governments, UNDP TRAC, DGTTF and UN Women. In some cases funds have been attracted for specific country-level projects from, for example, Ireland, Finland and IDEA International. Even donors who are even more than ever focused on demonstrating early development impacts to their constituents, which some believe they can best achieve by more direct donor control of inputs (i.e., traditional projects), appreciate the value in terms of long-term, sustainable development impacts that result from the country led approach, an approach that is consistent with the Paris Declaration that all of them support.
- 2. It is important to demonstrate that the country-led model will actually help to improve the impact of UNDP and donor funding for democratic governance generally.** Although no one contacted during the review doubted the value of the country-led approach, some in the donor community, even some in UNDP, are more concerned about putting in place assessment frameworks that measure the impact of their own programmes to their own constituencies than judging the success of their funding through a country-led governance assessment framework. One donor said that the first priority for UNDP is to be able to measure the results achieved from its own project funding and demonstrate those results to its donors. UNDP needs to make the case through GAP that the most optimal strategy for measuring donors' own results in the area of governance should be based on a country-led approach. This includes strengthening countries' own M&E systems of governance plans (as embedded in NDPs or other national instruments). Data and indicators that are produced in country-led M&E exercises provide a sustainable evidence base for donors as well as governments and citizens, in particular with regards to data at the impact level: Such an alignment of national and donor monitoring needs is very much consistent with the Paris Declaration and the Accra Agenda of Action, which stress national ownership leading to more sustainable results.

- 3. Effective policy impact will require mainstreaming the assessments into the policy and planning processes.** Some of those who have not been actively involved in the actual assessment projects (experts and evaluators, plus some regionally based staff) are concerned that the assessments may not be sustained, because of a weak linkage to policy formulation, despite one GAP objective at the country level being 'policy relevance'. Some projects have achieved this linkage. Indonesia's assessment framework has been mainstreamed into the policy and planning processes, as has Bhutan's. China's framework is still at an early stage, but already senior party staff are being trained in the governance framework in the name of China's new social management governance theme.
- 4. The need for policy impact and mainstreaming the assessments in the policy process will often require follow-up.** A test of the effectiveness of the Democratic Governance Thematic Trust Fund (DGTTF), which financed the first set of governance assessments, is that the 'innovative' projects, if successful, will be 'catalytic', in other words, they will lead to a scaled-up operation. In this programme, the catalytic effect should involve using the information collected for the assessment as an input into policy and programming decisions. Although most of GAP projects are at a pre-policy impact stage, some observers thought that this next step may require some capacity building for government and civil society so that the information can be utilized effectively. Here, capacity building is taken to mean improving policy and other processes and structures, including financial and human resources management, as well as simply training staff. Some current and completed projects are ready to move into this phase.
- 5. There is a trend towards increased involvement of civil society in designing and implementing assessments.** This was a main theme of the Forum and the Lessons Learned workshop. The representative from Kazakhstan reported that NGOs and CSOs will now be involved in assessing government bodies, a provision that was absent from Kazakhstan's original process. It was also reported that the government dominated committee in Senegal had decided to invite the participation of the local research community. Tajikistan and Egypt have benefited from the early involvement citizens groups (the Consumers Union in the case of Tajikistan) and citizens – an objective of Egypt's Social Contract Centre is to empower citizens. The Chile project is implemented by think tanks from across the political spectrum. One project that is unlikely to be sustained, Paraguay, failed to successfully engage the main targets for strengthening horizontal accountability: NGOs and CSOs. A key objective of the next phase of China's assessment programme is, as presented at the Lessons Learned workshop, "to broaden discussion to involve ordinary people". Although NGOs are active in the provision of public services, that is not easy to achieve where CSOs lack capacity and have to operate in an "unfavourable institutional environment", in the presenter's own words.
- 6. Communications are important.** At the global level, GAP's communication advice to individual projects has been very successful, through direct technical assistance, workshops and the web portal. But some projects have not given enough attention to their own communications strategies. One weakness of the Montenegro project was the lack of advocacy activities, with involvement in the assessment limited to 30 government policy makers, according to the presenter at the Lessons Learned workshop. The implementers of the Barbados project, which won a University of West Indies award for the best collaborative project, reported that the knowledge management and communications components lagged behind data collection and analysis. A number of projects have demonstrated the value of good communications. Bhutan stressed the importance of advocacy in overcoming the opposition of some ministries. China's communication strategy has included inviting the top academic institutions to its five workshops, giving

press conferences at each of these workshops, writing numerous academic articles about governance and the framework and, perhaps most importantly of all, briefing the President of China on the framework and training senior Chinese Communist Party officials in the framework. Communications at the regional level can be important too. There have been discussions with Africa 7 to cover the upcoming governance assessments conference in Senegal, including a 13 minute “day in a nutshell”, two 20-minutes talk shows, and a news item.

7. **Choosing the right institutional arrangements is important.** The ‘right’ institutional arrangements are those that will sustain the assessment processes and carry them forward into the policy process. This is difficult for GAP itself to control, because the approach emphasizes that they should be country-led. There have been several cases where the implementation agency has had to be changed or added to. Locating the framework inside and agency responsible for collecting data to inform policy may be the most appropriate choice. However, for the information to be used in the policy process, the policy-makers themselves should be involved in preparing the framework. Some of those contacted suggested that an analysis of the political economy of governance reform is required at the very beginning of the engagements between the regional and country offices and likely national counterparts in order to locate the assessment activity strategically.
8. **South-South support is effective.** Leveraging technical support through these interactions is important given the small number of UNDP staff with multi-country experience of the programme. A delegation from Vietnam attended the recent workshop in China. The Paraguay and Nicaragua projects exchanged experiences, as did the Dominican Republic and Nicaragua, and Kosovo and Macedonia. Many commented that the community of practice that is being developed through events such as the Oslo Governance Forum will facilitate South-South exchanges. Some participants told the reviewer that they had benefited from such exchanges at the Forum itself.

## RECOMMENDATIONS

1. **Pay more attention to linking the assessments to policy design and implementation.** The design should model where the project might lead in terms of policy impact. The link to policy is in line with a key GAP objective: policy relevance. The link will help to sustain the assessment framework. Anticipating where the assessment might lead institutionally in terms of supporting the policy process will help governments, UNDP and its donor partners to get ready for the follow-on operations that are often needed to improve democratic governance. Some projects have improved their policy impact by making mid-term adjustments. For example, civil society was brought in to the group of stakeholders in Nicaragua; while in Tajikistan the principal implementation agency changed. There are now some good models of projects that have already had a policy impact. Indonesia is one of the best examples. The Democracy Index is now being used in the national budgetary process for allocating funds to states.

Although the very essence of the country-led approach is that the countries decide on the issues, framework and process, some adjustments could be made to the typical assessment process to link the assessments to policy formulation, implementation and monitoring:

- Country office governance staff discuss the possibility of an assessment project with counterparts.
- Regionally based staff follow up to help outline a possible project.
- Regional staff lead workshop on assessment methodologies and international experience for the whole range of key stakeholders: political leaders, senior administration officials, statistic bureaus, research organizations, think tanks, and other civil society organizations.



- An in-country team is formed to work with the country offices governance staff to prepare a project. The preparation includes defining how the assessment will be used as part of the policy formulation, implementation and monitoring process.
- The design is reviewed by regional focal point/governance staff.
- The project is undertaken, from design of the framework, through collection of the data, to the use of the information in the policy process. The whole team of stakeholders listed above is involved throughout.
- Impact on policy is reviewed and, if necessary the assessment framework and process adjusted.

This process implies longer, bigger projects. A lengthening has already happened. The first set of DGTTTF funded assessment projects were just for one year. Most are now for three years. Funding has already been added to many of the current set of projects by governments, donors, UNDP and other parts of the UN.

**2. Transfer GAP experience to regional and country offices.** Management should continue to support a very active programme of transferring skills and experiences from Oslo to the regional and country offices. The strategic challenge for the programme is to respond effectively to the high demand from countries for country-led democratic governance assessments with a very small, experienced staff and limited financial resources. It could be argued that the need for country-led governance assessments goes well beyond the demand revealed by the applications made by countries and country offices for assessment projects, and by GAP's \$2.9 million attracting a further \$5.8 million in co-financing. Successful, sustainable reductions in poverty will require major improvements in governance in most countries supported by UNDP and other donors, and country-led assessments have an important role to play in improving governance across the board or by sectors. But even with the current number of assessment projects, the qualified and experienced staff available to support the projects is small relative to need. Although no one interviewed complained that they did not receive the support they needed from GAP, high demand has stretched resources. GAP staff reported that they have to spend much of their time on budgetary and administrative matters and less than they would like on technical support.

The experienced GAP staff should focus even more than in the past on transferring their unique experience to staff in the regions. There have already been many such regional training events. The appointment of GAP specialists in the regional centres is an important step towards regionalizing the assessment programme. The next challenge is to build the interest and capacity of country office governance staff to look for opportunities, help in the design of governance assessment projects, and support their implementation.

**3. Raise more funding for GAP.** Despite the measures planned to meet demand with the current resources, it is hard to avoid making a case for more resources. The funding involved is very small (\$4.6 million so far, \$6.0 million expected), far less than the cost of, for example, a public administration reform programme in a single country. Referring to one of the countries where there has been a governance assessment programme, the \$6 million is much less than the cost of UNDP's Capacity Development Program in Montenegro, a country of less than a million people. The \$4.6 million is also less than the funding Indonesia's Planning Ministry has added to the current budget to support future assessments. Yet the returns in terms of poverty reduction resulting from a radical shift in the effective attention given to governance issues through GAP's country-led approach could be very high. The current level of funding represented a very small proportion of UNDP's total funding for democratic governance. On its website, UNDP refers to itself as "the world's largest provider of democratic governance assistance", and provided \$1.36 billion of assistance for democratic governance in 2010. The funding from all sources for the entire GAP programme represents less than 1 percent of that total.



- 4. Form even more partnerships within and beyond UNDP.** An additional challenge is to form additional partnerships within UNDP and the UN systems as a whole, and from donors, to add the necessary human and financial resources to the programme to meet the high demand. As well as the partnerships with bi-lateral donors, Norway, Sweden, Germany and the UK, many effective partnerships have been formed, such as with UN-REDD. Not only is UN-REDD funding a member of the team in Oslo, but has agreed to partner in pilot assessments in Indonesia, Vietnam, Nigeria, Cambodia and Ecuador. GAP is also developing is partnership with the UNDP Bureau of Conflict, Prevention and Recovery (BCPR) through the preparation of a users' guide on measuring fragility, which is supported by the German Development Institute, and workshops in Iraq and Liberia. The gender component of assessments is being supported by UN Women. GAP is using the joint preparation user-guides to develop partnerships; for example, on anti-corruption with Global Integrity.

With the prospect of moving programming of UNDP funds to the regional bureaux while the assessments programme continues to be the responsibility of BDP, DGG and the Oslo Governance Centre will have to win the support of the bureaux for governance assessments to encourage and enable demand from the country offices. GAP specialists in regional offices will help, and so will the other locally based governance staff who, through events such as the OGF, are becoming increasingly familiar with the value of assessments.

- 5. Assemble evidence of the impact of the governance assessments on policy.** GAP should work with its partners to assemble compelling evidence that country-owned governance assessments can and do underpin policy reforms that lead to sustainable improvements in democratic governance, which through stronger economic growth, and an equitable distribution of the benefits of that growth, lead in turn to long-term reductions in poverty. Doing so would help to bring empirical evidence and perhaps even concrete proposals to the discussions around Rio+20 and the post-2015 development framework. This would also help to make the case for more support for the programme over the next few years. If more attention is to be given to the policy follow-through of projects, and if the programme's human and financial resources remain limited at least in the near term, it may prove necessary to carry out fewer, but larger and longer projects in the future, to assemble the necessary evidence. Since all current projects are mid-stream and most are a long way from having an impact on policy it will take some time to assemble these data. It might be worthwhile to encourage implementation agencies to build into each project a component that sees the assessment through to policy impact (as is being done in China and has been done in Indonesia and Bhutan).
- 6. Base democratic governance programmes on the governance assessments.** Make a case for country-led governance assessments being the basis for UNDP support for democratic governance policy and programmes at the country level. The country-led approach means that countries themselves decide on the key governance issues to be assessed. If stakeholders from government and civil society have decided to design and implement a governance framework either for a particular sector (Tajikistan), or regional government (Indonesia, Nigeria) or indeed for governance as a whole (Bhutan, China), thus demonstrating what they believe to be the key governance issues requiring attention, then a case can be made for UNDP to base its democratic governance programming on those very issues. This places the assessments at the heart of the country level programming. The case becomes even more compelling still if the assessment is clearly linked to policy. Linking the assessment projects to economic policy, through the improvements in government necessary to generate sustainable economic growth with equity, will also help to underscore the value of the GAP. The appointment of a Chief Economist for UNDP signals the importance of that linkage.

## BACKGROUND

**Programme objective.** The programme supports countries that want to conduct their own democratic governance assessments. The programme runs until 2013 and is a continuation of the UNDP Governance Indicators Programme that began in 2004. To date, the two programmes have supported assessment projects in over 35 countries.

**Approach.** The programme approach emphasizes national ownership, capacity development, and harmonization with national planning instruments:

- (i) **National ownership** – Governance assessments and the development of governance indicators need to be nationally owned, which is achieved through an inclusive and consultative process involving government, civil society, elected representatives, and other key stakeholders about what should be assessed and how.
- (ii) **Capacity development** – Governance assessments are critical entry points and opportunities to develop the capacities of national stakeholders (including statistical offices, government, and civil society) in producing and applying data related to governance. This entails support to national and local participative processes that assess and monitor governance with a focus on building national and local capacities to collect, analyse, and share governance data.
- (iii) **Harmonization** – Nationally owned governance assessments and monitoring systems, as well as sector specific plans, must be harmonized and aligned with national development plans and related instruments where relevant, such as PRSPs, MDG progress reports, and local development plans.

**Operationalization.** The programme works through three windows.

- **Country level window** which finances four activities within target countries: (i) mapping existing governance indicators, (ii) developing governance assessment frameworks, (iii) collecting data, and (iv) developing governance databases and applying governance indicators to development plans.
- **Regional level window** which finances three activities: (i) regional based training, (ii) developing regional specific knowledge products, and (iii) regional conferences.
- **Global level window** which also finances three activities: (i) knowledge services, (ii) capacity development, and (iii) policy development and advocacy.

**Funding.** The current Governance Assessment Programme has received funding of \$4.6 million, with total funding expected to be \$6 million, from donors including Norway, the UK, Sweden, France and Germany. Total expenditure to date has been about \$8.8 million, with the difference coming from DGTTF (\$906,000), UNDP-TRAC (\$1.9 million), UN Women (\$190,000), and the counterpart governments (\$1.5 million).

Funding by project is shown in Annex 1. Of a total funding of \$8.8 million to date, for the current set of GAP projects (excluding the initial set of assessments that started before GAP), \$5.9 million has come from sources other than GAP itself, an illustration of the programme's appeal to governments and other UN and UNDP offices. About 80 percent of the funding commitments have been delivered to date. Initial funding ranged from as little as \$10,000 (Mexico) to \$300,000 (for four projects), with most projects receiving between \$200,000 and \$300,000. Average spending to date per project, plus allocations from non-GAP sources, is about \$350,000. In two cases, Indonesia and Malawi, this total is over one million dollars. Almost all projects received additional

funding from governments, UNDP-TRAC, and other sources. Eleven country offices added funding, over \$1 million in the case of Malawi. Five governments added funding, with Indonesia providing \$1 million. Six of the 26 projects (Annex 1) have yet to spend any funding.

Eleven staff are funded by the programme through UNDP Core, Oslo Governance Centre (OGC), GAP itself, the LEAD programme, or donors (Table 1).

**TABLE 1 Staff attached GAP**

STAFF	FUNDING SOURCE
Governance Assessment Adviser	Core.
Global Programme Manager	OGC contribution to GAP.
Programme/Operations Specialist	GAP first year/LEAD second year.
Programme Specialist	OGC contribution to GAP.
Programme Specialist Dakar	OGC contribution to GAP.
Programme Specialist Cairo	OGC first year/regional centre second year.
Programme Specialist Bratislava	LEAD two years.
Programme Specialist Bangkok	OGC first year /LEAD second year.
Communication Associate	GAP.
Programme Analyst	JPO, France two years, cost sharing third year.
Special Adviser	MFA, Denmark.

The four regionally-based specialists have just been appointed. One was based in Oslo for three years working on GAP.

**Objectives of this review.** The Terms of Reference for the evaluation are appended as Annex 2. The review is primarily a strategic, forward-looking assessment to document lessons and make recommendations based on experience so far. The review will inform the continuing development of UNDPs conceptual and operational approach to governance assessments, taking into account the changing nature of competitive advantages and demand from UNDP country offices and national counterparts since the programme began. The review will inform improvements in the global programme’s management by assessing management capabilities, including the capability for strategic action, delivering on outcomes, and of demonstrating leadership in the area of governance assessments.

Although this is principally a mid-term review of the 2008–2013 Global Programme, it includes reference to the assessment projects that were completed before 2008 and that were formally evaluated.

**Methodology.** The consultant reviewed documentation, including seven evaluations (China, Montenegro, Mongolia, Kazakhstan, Paraguay, Chile and Senegal) and reviews of completed and on-going GAP projects; and interviewed or contacted by email a total of 81 country office and national counterpart staff responsible for almost all the projects, other UNDP regional and head office staff, donors, advisory group members, and

experts who have worked on the programme, many at the Oslo Governance Forum, including the Lessons Learned Workshop. Prior to these interviews, informants were sent short outlines of the questions to be covered. The face-to-face interviews generally lasted 30 minutes. The reviewer was responsible for full evaluations of the two of the completed governance assessment projects (China and Montenegro, both completed before GAP began), and an assessment of another project (Kazakhstan, initiated by the Government itself). Separate reports have been prepared for the China and Montenegro evaluations under the Oslo Governance Centre's Lessons Learned series. GAP staff accompanied the reviewer for these two evaluations, as well as for the Kazakhstan assessment. A full list of those contacted is found in Annex 3.

## FINDINGS

Findings for GAP as a whole and the individual projects will be discussed in this section. Findings are summarized in terms of standard evaluation criteria: relevance, efficiency, effectiveness, and sustainability. In this case whether or not the programme as a whole and the individual projects are strategic and innovative is also considered. We also consider their catalytic nature in terms of effectiveness and sustainability: did the project lead to something larger in terms of scope or scale?

Tables 2 (p.20) summarizes most projects, those for which fuller information was available, in these terms. Thee tables also identify the implementation agency and outline some key lessons learned and problems.

**TABLE 2 Summary of Governance Assessment Projects**

Country	Description	Implementation agency	Relevance	Strategic	Innovative
China	Comprehensive governance	CCCPE, academic/party	Important for China's new social management policy focus	Party links support scaling up	First such assessments
Mongolia	MDG 9 link to national plans	Academy of Sciences	Government national development strategy has good governance as one of four pillars	Leading politicians use Academy teachings in speeches	The first UNDP-supported governance assessments project
Montenegro	Parliamentary oversight	NDI: US political organization	Important for newly established parliamentary oversight	Parliamentary leaders seek to improve oversight	Assessment framework first for Parliament and also used by CSOs
Vietnam	Public administration performance, gender focus	CECODES and VFF	Engaging citizens in monitoring policy implementation	Provides input into subsequent policy making	Introduced gender to process
Kazakhstan	Public administration	President's Office	Important for implementation of President's goal of an effective, model public administration	Programme strategically led by President's Office	Innovative for former Soviet state: introduction of performance management
Malawi	Democratic governance	Sector Working Group	Malawi Growth and Development Strategy 2006–11 recognizes DG as foundation	Supports sector wide Democratic Governance strategic plan	Evidence base for sector group
Paraguay	Baseline governance survey	Parliament	Election of new coalition government after 60 years of one-party rule	Important to track anticipated improvements in accountability	First baseline Democratic Governance survey
Nicaragua/DR	Monitoring public policy	National Assembly	Strengthens National Assembly capacity to monitor	Strengthens Public Expenditure Monitoring Unit	Emphasis on gender

	Effectiveness	Impact	Sustainability	Problems	Lessons
	Assessments now used to train party officials	Will have local impact once framework advanced and pilots undertaken	Will be sustained by success at local level and through party links	Two year delay in second phase	Be realistic about what can be achieved given political context.
	Project did raise capacity in terms of institutional processes; indicators used for policy at national level	Some impact on policy nationally, but not locally	Lack of political leadership for assessments, plus politicization of appointments risks sustainability	Changes at the top and associated reduction of interest in assessments	Need to create larger community of practice; pay more attention to policy linkage.
	Is being used for parliamentary oversight	Already had impact on parliamentary oversight	Parliamentary leadership will be sustained	Very late start with foreign NGO	Have implementing organization in place before project begins.
	Now supporting evidence based policy	Too early	Not yet institutionalized	Need stronger support from country office and GAP	Need to open up more to non-state actors.
	Mixed quality of assessments;also not focused on characteristics of departmental performance	Impact so far has been limited; assessments will be revised	Will be sustained by President's Office	Lack of civil society involvement in assessments; more from point of view of President	If aim is to improve performance, focus on human resources elements of performance.
	Too early	Too early	Widespread stakeholder buy-in will help	Need stronger collaboration with ministries; serious capacity gaps	Stakeholder buy-in takes time.
	Ineffective: NGOs' and CSOs' minimal knowledge; not used by MPs	None	Unlikely	MPs criticized assessment; weak involvement of CSOs/ NGOs	Need for participatory approach at design stage; pay attention to the poor.
	National Assembly uses information	Has had impact on new laws (e.g.,banking)	Now exchanges with a number of other countries	Initially, civil society was kept out	Political leaders and technicians need to be involved together; slowly bring in new approaches, e.g., gender.

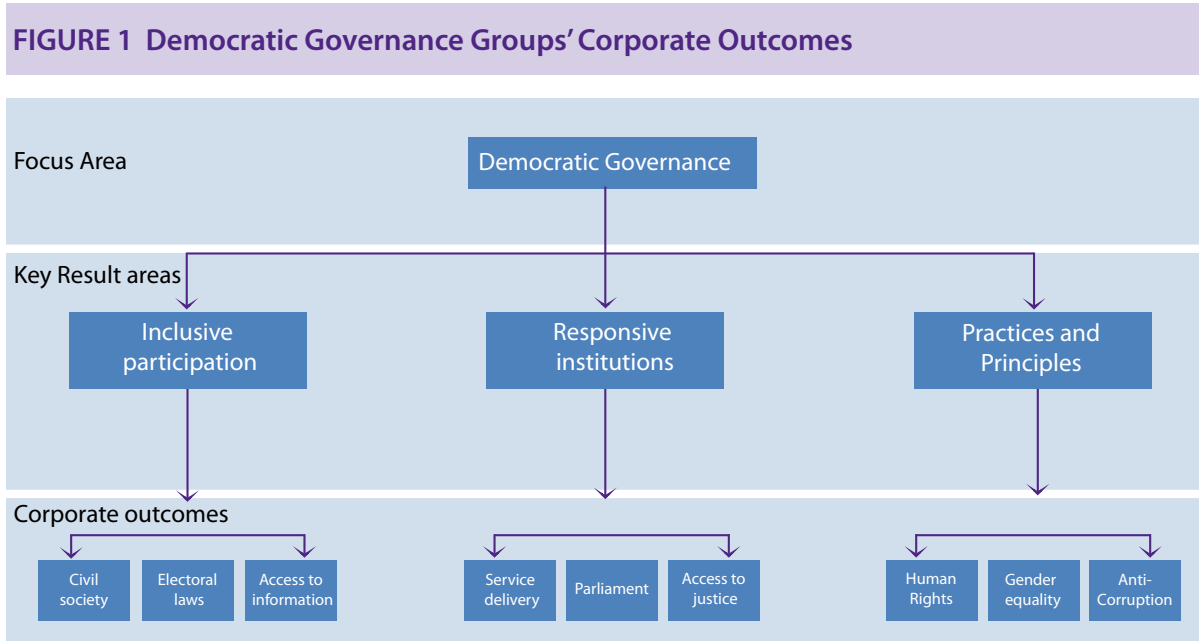
Country	Description	Implementation agency	Relevance	Strategic	Innovative
Tajikistan	Corruption in water sector	ACA, Ministry of Water and Lands	Linked to National Anti-Corruption Strategy	Focus on key MDG sector	Sectoral approach to Democratic Governance and Anti-Corruption
Macedonia	Health and education	South Eastern Europe University	Democratic Governance improvements key to EU membership	How to put citizens in centre in context decentralization	Assessments focused on key social sectors, education and health
Indonesia	Democracy index at state level	Government, various departments and states	Measuring democratic progress in provinces to deepen democracy	Link to national planning	First provincial level assessments of Democratic Governance
Egypt	Local governance and service delivery	PM Office	Supports new social contract; helps to rebuild trust	Fits well with the aspirations of the Egyptian revolution	First monitoring of decentralization
Chile	General DG assessment	4 think tanks	Address citizens concerns about democracy in Chile	Linked to Agenda for Better Democracy	Bringing together think tanks across political spectrum
Bhutan	Gross National Happiness and national planning	GNH Commission Secretariat	Fits well with Bhutan's development philosophy	Used in screening policies and projects	Some private sector application of assessment
Nigeria	Urban government	National Bureau of Statistics	Evidence-based dialogue on urban governance	Important for implementation of decentralization policy	First Nigerian attempt to assess quality of local governance
Senegal	General good governance	Presidency	Introduced monitoring framework for good governance after earlier programme was ineffective	New unit to address previous coordination deficiencies was is the implementing partner	Measured results and impacts for first time
Mexico	State level government	CIDE, think tank	Link to decentralization process	Country emerging from centralized political system	First systematic dataset on government performance

	Effectiveness	Impact	Sustainability	Problems	Lessons
	Still finalizing questionnaires	Too early	Too early	Had to change implementation agency from President's strategy group to NGO	Need to address capacity and incentive issues early on; advisory group ineffective.
	Weak policy assessment link	Too early; no attempt to integrate with policy making	Needs institutionalization	No advocacy; needs quantifiable indicators	Outreach important.
	Too early	Too early, but will inform central and local planning processes	Now funded by Government	Some resistance by governors, who believe they will suffer from low rating	Assessments can be implemented in large complex nations; country owned can eliminate ideological bias.
	Gave boost to Social Contract Centre	Too early	Still piloting, and need to build more capacity	Weak capacity, association with previous government	Need early action to build capacity of implementation organization.
	Inclusiveness of consortium and novelty of data impressed	Consortium assures impact among political elite	Better on diagnosis than policy recommendations	Consortium not involved in write-up; one of few projects executed by country office, less ownership	Need for public education; is IDEA framework owned? Country office executed may not be best implementation mode.
	Has influenced a number of key policy decisions	Too early	Mainstreamed into policy and project screening	Resistance by some ministries, including Economy	Advocacy important.
	Will feed into urban policy dialogue	Too early	Need to be rolled out beyond 18 pilot local governments		
	Closer collaboration now between government and research community	Too early	Requires improved capacity for data collection, better public awareness, and more donor buy-in	Time/quality trade-off	Keep scope manageable, with success leading to catalytic effect.
	Indicators will be used in state government planning	Too early	Will be replicated every 2–3 years	Some problems with availability of data	Involve relevant stakeholders from beginning.



## 1. RELEVANCE

GAP clearly contributes to each of the UNDP Democratic Governance Group's corporate outcomes, although some key strategic documents do not recognize this.



As Table 2 shows, GAP has supported, or is supporting, country-led governance assessments covering elections, access to information, service delivery, parliaments, judicial issues, human rights, gender, and anti-corruption. Almost all the projects involve civil society. Because governance assessment is mainstreamed as a project modality within these other policy support areas, it is not listed as an outcome of its own in the Development Results Framework of the UNDP Strategic Plan 2008–2011, under Goal 2: Fostering Democratic Governance (Chart 1). Mainstreaming happens at two levels: within one area of governance, such as the public administration assessment in Kazakhstan, or across multiple areas, such as in project support to country-led monitoring and evaluation exercises of the whole governance sector (e.g., Malawi and Senegal). At the first level, results can be reported under one of the corporate outcomes (in the examples of Malawi and Senegal, results could be reported under “service delivery”). At the second level, it is less clear how the reporting shows up in the results framework. Some results are reported to a “BDP unit defined” outcome, but such defined outcomes are perceived as less than ideal and sit ‘on the side’ of the results’ framework. The results of these cross-cutting governance assessments should be more clearly profiled, because they exceptionally aim to strengthen national governance policy processes on governance as a whole. This would be in line with the emphasis given to governance assessments in the narrative of the UNDP Strategic Plan, in which a whole paragraph (No. 92) is dedicated to nationally-owned governance assessments.

In contrast to the almost peripheral role given to the governance assessments in the official documentation, everyone contacted believes that the programme addresses a widely felt need to build capacity in developing countries to set up and monitor frameworks that identify key components of democratic governance and assess their implementation. This includes the GAP donors contacted by the reviewer. As one said, “governance needs to be assessed ... the country-led approach is of value.” Referring to the cross-cutting nature of the assessments, another donor said that “the assessments will help to integrate governance into the sectors.”

The very demand for GAP projects covering the whole spectrum of democratic governance demonstrates the assessments' value and relevance. Forty-four country offices responded to the request for expressions of interest launched in 2008. The number of countries that the programme supports rose from 16 to 35 in 2010, which includes countries that received technical and/or financial support. The attendance at the Oslo Governance Forum also provides evidence of the relevance of, and demand for, the programme. Of 286 participants, about 80 percent were self-funded. Because of facility capacity constraints, the Oslo Governance Centre had to turn down some requests to attend. Contacts with donors and international organizations indicate that the promotion of democratic governance, in which governance assessments play an important role, is if anything higher on the development agenda than when the programme began. Many countries are now paying more attention to governance issues than in the past. Notably, China has added democratic governance to its previously exclusively economic growth model. A Google search for "good governance in 2000" yields 10 million hits; for 2011, 61 million hits.

Kazakhstan offers a good illustration of the growing importance of governance in the minds of political leaders, and of the relevance of assessments. It also illustrates this evaluation's next topic: strategic positioning. In 2009, the Kazakhstan Government adopted the Strategic Plan 2020 that aims to facilitate the country's accession to the world's top 50 most competitive countries. One of its primary objectives is to increase the effectiveness of state planning and governance. The President's Administration has led the development of the methodology of public administration assessment. The President's decree stipulates that there be annual assessments of all ministries and regional authorities. Towards the end of 2010, GAP was asked to review the methodology. According to the representative of the President, who attended the Oslo Governance Forum, one of the principal recommendations made by the GAP team – which is being implemented – is to involve civil society in the assessments. Subsequently, the country office and GAP regional specialist based in Bratislava participated in an international conference held in the capital, Astana, to discuss the framework. Follow-up support is planned for 2012.

## 2. STRATEGIC POSITIONING

The programme is positioned very strategically at the country level, either close to the planning ministry, as in Indonesia, in a politically powerful institution, as in China, or within a key, poverty-focused ministry, such as Water and Land in Tajikistan, or a key oversight agency, such as the national assemblies in Nicaragua and Montenegro. A key characteristic of the programme is that projects should be harmonized with national plans, PRSPs, and MGDs. This has often been the case, as in Indonesia (Box 1). However, some of those interviewed did express concern about the institutionalization of the original strategic positioning. In some cases, the assessments did not form part of the process of formulating, monitoring, and evaluating policy. In others, strategic support was lost because of changes in political power or personalities. Mongolia is an example of each of these problems. The strategic support had to be broadened in other cases, often by bringing in civil society participation, as with Tajikistan. Many projects have been strategic in the sense that they cover governance across the board, such as in Indonesia and Bhutan. Some are sectoral in focus, such as the UN-REDD supported projects, but at least potentially provide information that feeds into the national policy process. Several projects have a regional or urban focus, such as in Nigeria, Mexico, and Angola, and are strategic at that level. Some have a regional focus with national implications, such as Indonesia's state level Democracy Index.

The programme has forged partnerships with agencies such as UN Women, IDEA, IDASA, UN-REDD, Transparency International, and a number of academic institutions, as well as with bilateral donors. That has helped to position the global programme strategically within the international development and governance community. The programme is supported by an informal network of about 30 partners, which was expanded

by a further six partners through the recent Oslo Governance Forum. Everyone from these organizations contacted by the reviewer referred to GAP as a leader in country-led governance assessments. One referred to monthly contact with GAP to discuss governance assessment issues, while another described how GAP had helped to “shape the definition of governance.”

## BOX 1

### Indonesia: Mainstreaming the Democracy Index into the Planning Process

The Indonesia Democracy Index (IDI) was jointly developed in 2007 with the National Development Planning Agency (Bappenas) to measure the progress of democracy in provinces over time. It has three aspects:

- Civil Liberty
- Political Rights
- Democratic Institutions.

The index has been incorporated as an indicator of sociopolitical development in the Mid-Term National Development Plan. The IDI is primarily used as a tool for evidence-based policy process, particularly for sociopolitical development, both at the national and sub-national level. Although owned by the Government, the presence of an independent expert panel responsible for designing, data collection quality assurance, and scoring, guarantees the Index’s integrity.

In 2011, the Government allocated equivalent of \$1 million to collect data for the IDI (to be launched in the second quarter of 2012), which the Statistics Indonesia and the Coordinating Ministry of Politics, Law, and Human Rights will carry out. UNDP Indonesia and Bappenas remain responsible for the IDI’s design and utilization. The Government has allocated \$5 million to produce an annual IDI until 2013 (including the \$1 million allocated for 2011).

## 3. INNOVATION

In this instance, “innovative” is understood to mean not simply “new”, but potentially transformative. A characteristic of innovations is that they do not always succeed. Innovative projects may have another important characteristic sought by GAP, which is that they become “catalytic”.

By these standards, the programme is innovative at the global, regional and country levels. The reviewer contacted donors and international governance organizations with their own governance framework. They acknowledged that GAP is the only programme that is country-led from the conception and design stages. Even donors with their own governance assessment programmes and governance websites regard the web portal as a world leader. The widely praised Users’ Guides are an important aid for countries to design their own frameworks. One head of an independent governance assessment agency remarked that the unique characteristic of GAP is its internal accountability; that the assessments can be used to reward performance and empower citizens. At the local level, each project is a first of its kind in the country concerned, and innovative in the sense that it represents a leap forward in assessing governance.

China’s innovative, and catalytic, project is summarized in Box 2. The project also demonstrates another important characteristic of GAP projects, participation by a wide range of stakeholders. This is also a project that is very strategically positioned politically, a requirement for success with any governance reforms.

## BOX 2

### China: an innovative and catalytic project prepared in a participatory manner

The project is innovative. This is the first time that a comprehensive governance framework has been constructed in China. The evaluation team met with a number of institutions that had prepared partial governance frameworks with indicators that had been applied at the local government level. The framework includes twelve categories of governance and, within each, there are ten to twenty main indicators. These are elements of democratic governance under the category heading concerned. Many of these elements are politically highly sensitive, involving human rights, rule of law, legitimacy, social justice, social stability, and open government.

The project has been, and will continue to be, catalytic. The academics who have sponsored the governance assessments reported that their work has been influenced by the framework. Many local governments are aware of the framework and would like to apply the framework in their jurisdictions. Most important, senior Chinese Communist Party (CCP) members are aware of the framework. It has been described in CCP's "Theoretical Research Update", and the Director of the Chinese Centre for Comparative Politics and Economics (CCCPE), the organization responsible for the project, has presented the framework at the Central Party School. Domestic and international media attended the press conference held by UNDP China at the end of the project, with at least 40 news agencies reported on the news conference. Members of the project team were also interviewed by leading Chinese media.

The project was implemented in a participatory manner. Stakeholders from academia, government, and NGOs took part in three national and one international workshop leading to the finalization of the framework. It was presented in draft at the third workshop, and then revised following input from these key stakeholders.

#### Immediate outcomes:

- 1) stimulating broad national discussion on key components of democratic governance in accordance with the realities of political development in China
- 2) creating a community of like-minded national experts on country-led governance assessment: intra-officials' discussion and common consensus on governance through central party school
- 3) building an extensive and diverse knowledge network and discussion platform for various stakeholders, and launching a new journal China Governance Review.

#### Next steps:

Refining the framework, and testing it in a number of local authorities.

One project, Paraguay, has failed to become sustainable, according to its evaluation. The project was innovative: it was the first ever baseline democratic governance assessment framework by the state. Its prospects were initially encouraging. The election of a new coalition government in 2008, which took place 19 years after introduction of democratic elections, marked the end of 61 years of uninterrupted one-party rule. CSOs and NGOs felt that governance assessment framework would become instrumental in tracking anticipated improvements in the accountability and transparency of state bodies. Parliament was chosen as the national counterpart, with the respected National Statistical Office selected to carry out the baseline survey.

A Monitoring Committee was set up to oversee project implementation. However, the project engaged poorly with its key stakeholders. The relationship with Parliament was described as “formalistic”. The 17-member Monitoring Committee had only three NGO/CSO members, and met just once. There was no dissemination strategy in project design and no further activities after its report’s publication.

#### 4. LEADERSHIP

Other international agencies contacted by the consultant which have their own assessment frameworks recognized that the Oslo Governance Centre/UNDP leads in the country-led approach to governance assessments. GAP has been highly active in forming governance assessment partnerships with key international players. It exercises leadership in governance assessments within the UN system, a result of many country offices having turned to GAP for advice and applied for assessment project funding. The head of one partner organization told the reviewer that a number of the key staff attached to GAP were “names in the field”. The head of an academic department referred to the partnership with GAP as “a very important relationship.”

The Oslo Governance Forum, attended by 286 people from around the world, is further evidence of Oslo Governance Centre’s leadership of a large community of practice. To demonstrate the scope of this community of practice, the Forum, which was subtitled “participation, accountability, democracy”, included sessions on:

- Why democratic governance and social accountability matter
- Strengthening public service delivery
- Anti-corruption strategies
- REDD and natural resources management
- Political transition and post-conflict countries
- Human rights for democratic governance
- Political economy analysis
- Role of civil society in assessment and accountability
- Inclusive participation: the role of women, youth and minorities
- Role of democratic governance in the political transformations after the Arab Spring.

Again, it should be pointed out that the Forum’s scope demonstrates Oslo Governance Centre’s leadership role across the whole range of DGG corporate outcomes.

#### 5. EFFICIENCY

The programme can be regarded as highly efficient in terms of inputs relative to outputs if account is taken of the fact that a very small number of GAP staff (now 11, but previously eight, with most of the early technical support from just three) provide the leadership and technical support. Donor disbursements are just about on schedule: with two years to go, three-quarters of the funding has been spent.

Annual workplans are prepared to identify outputs for the year, along with indicative activities, the person(s) responsible, and the costs of inputs. Funding, by source, for each of the windows is also identified. Among the global window outputs for 2011 are the book project, the Oslo Governance Forum, governance assessments

for conflict-affected countries, a global lessons learned meeting, GAP portal, knowledge publications, advocacy, training, and this review. Staffing accounts for half the budget and is treated as a separate output, not linked to other outputs. The annual workplan for the regional window, which costs about three-quarters of the global window, includes staffing the regional programme officer positions (the great majority of the total cost) and a number workshops and training events in the regions. The budget's largest component in 2011 (\$1.8 million) is for the country window, and GAP support for the various projects. In each case, the form of GAP's support is specified in the output targets and indicative activities.

As will be discussed later in this report, global and regional partnerships are important for GAP and they may (and should) become more important still. Several of the work plan's activities help to achieve this outcome. For example, the country window also includes substantial funding for the support to the three UN-REDD countries and a similar amount for the UN Women partnership. Many other activities, such as the Forum and the web portal, will help indirectly in developing partnerships, and communications and outreach are significant component of most country programmes.

Most of the government counterparts and country office staff contacted by the reviewer reported that the support from GAP usually arrived in a timely manner, although some collaborating institutions did refer to procedural problems that delayed progress. The overall budgetary delivery rate (funds spent versus fund originally committed) is 80 percent. However, the rates for individual projects vary widely, from a few percent on a small number of projects to over 100 percent on four projects, and over ninety percent on five more projects. The full evaluations of the governance assessment projects that were completed before the GAP began, and the slow disbursement rates on some of the ongoing projects, provide some evidence of delays that might have been avoided. The Montenegro project did not really begin until the tenth month of one-year schedule, because the institutional arrangements were not in place at the beginning of the project and no organizations responded to the two publications of request for proposals.

## 6. EFFECTIVENESS

Effectiveness can be summarized on the basis of outputs that are listed in the Global Programme Project Document. Outputs and corresponding results identified as part of this review are presented in table 3 that follows.

**TABLE 3 Country, regional, and global windows**

<b>COUNTRY WINDOW</b>	
<b>Principal outputs</b>	<b>Results</b>
<b>1. Mapping existing governance indicators</b>	Capacity assessments were generally carried out, although in some cases implementation agency was changed.
	Research teams were established, but this often took longer than planned.
	Existing governance indicators were always mapped, for the sector or governance as a whole.
<b>2. Governance assessments frameworks</b>	Assessment frameworks were always developed, usually with widespread stakeholder support, often including civil society; in some cases they needed to be improved.
	Indicators were always defined.
<b>3. Data collection undertaken</b>	Some projects just at this stage; many have completed data collection.
	Always GAP review of indicators; often wider international review.
<b>4. Governance databases established and used</b>	Information systems were developed. Some concern that the agency housing the data not a mainstream data collection agency.
	In most cases the database has been established and disseminated; in a few cases, use of the databases is feeding into policy; in many cases the process has yet to be institutionalized.

<b>REGIONAL WINDOW</b>	
<b>Principal outputs</b>	<b>Results</b>
<b>1. Training/sensitization courses</b>	Technical training workshops were held in each region.
<b>2. Regional knowledge products developed</b>	Development and use of governance indicators in Africa, plus several country cases for use in other regions.
<b>3. Regional conference on governance assessments convened</b>	Since 2009, there have been 20 regional governance assessment training events.

GLOBAL WINDOW	
Principal outputs	Results
<b>1. Knowledge services</b>	Most people contacted during the assessment praised the web portal, toolkits, case studies, and thematic research. Many regard it as the very best website on governance assessments. Knowledge products are included in Annex 3.
	Toolkits were prepared. Two respondents referred to the user guides as a “phenomenal resource”. Some did complain that the web portal was not user friendly. To quote one respondent: “it is hard to locatespecific information and sometimes easier to do a Google search”. There are two instances of knowledge guides being translated into a new language without instigation from GAP. A full list of user guides can be found at <a href="http://gapportal.org/view/undp_pub">http://gapportal.org/view/undp_pub</a> . Two full evaluations of completed assessment projects have been published in the Lessons Learned series.
	Research on governance assessment in conflict countries has started.
	Web portal includes link to tools.
<b>2. Capacity development</b>	GAP has been involved in capacity development in all participating countries, most often personally, but also virtually. Regional and country offices and national counterparts have praised this capacity development.
	Generic training programmes have been developed. A full list of all training is included in Annex 4.
	Training of trainers courses have been carried out. The training given to the new regional programme officers may be shorter than needed.
	Portal can be used as basis for community of practice. The Oslo Governance Forum itself helped to develop the community of practice.
<b>3. Policy development and advocacy</b>	Policy development and advocacy has helped to form relationships with some key bureaux, such as Conflict and Partnerships. But according to some informants, more effective research and advocacy is needed to win wider support from UNDP and UN, as well as donors who regard democratic governance as vital for poverty reduction.
	Oslo Governance Forum praised by participants in post-conference evaluations.



To summarize GAP's effectiveness, most of the programme's intended results have been achieved. Feedback from almost everyone contacted by the reviewer was very positive. The few negative comments were:

- Stronger advocacy is needed both with the donors and within BDP, the regions, and UNDP as a whole.
- This advocacy should be based on more evidence of the results achieved at the country level, in particular, results in terms of policy changes leading to improved democratic governance and through that reduced poverty.
- It should be made easier to navigate the website, to find answers to questions.
- It would be helpful if GAP knew more about the profiles of those who accessed the web portal.

## 7. IMPACT

It is too early to assess the impact of most of the projects in the current programme. However, some useful information on potential impacts, as well as the difficulties in achieving intended impacts, can be found in the assessment projects completed before the Global Programme began. The impacts of the China and Montenegro projects were less immediate than they might have been, because of slow follow-up, although the eventual impact could well be substantial. The reviewer of the Chile governance assessment project points out that the very formation of a consortium of think tanks from the left to the right of the political spectrum is itself a major achievement that could have long-term impacts.

Some of those interviewed suggested that impacts may be less than they should be, because not enough thought has been given to linkages between the assessment and policy formulation. Donors are particularly concerned about this point. The Mongolia evaluation reports little impact on the policy of an otherwise successful assessment project.

However, policy impacts can already be traced in some current projects. Bhutan's Gross National Happiness assessment framework has been used to rate development projects and policies, resulting in the rejection of some. Indonesia's state level Democracy Index is an input to the national budgetary planning process. Montenegro's project has had an impact on parliamentary oversight of the budget process. Other projects have already been catalytic. The government assessments methodology has been used for evidenced-based programming in the health and education sectors in Macedonia, where staff in sector units and CSOs have been trained in the methodology. Mexico's assessment of political decentralization performance (Box 3) has been formally presented to state authorities with commitments from governors.

## Box 3

### Mexico: Measuring Political Decentralization Performance

Mexico is a federal country emerging from a centralized political system. There have been two decades of political decentralization that led to more responsibilities for state governments and with greater subnational democratization. But there is a lack of information about the performance of these new responsibilities.

The project has three phases:

**1. Conceptual and methodological discussion (seminar and papers): what to assess, how to do it. The six areas are:**

- Quality of government.
- Accountability mechanisms.
- Education.
- Health.
- Economic development.
- Security .

**2. Information gathering:**

- Five regional teams (academic institutions).
- Centralized processing (at CIDE).

**3. Use of information:**

- A public database (with easily accessible information, maps, graphics).
- 32 assessment dossiers, one for each state.
- An international seminar using the information of the dataset to assess the performance of Mexican states in each of the policy areas (to be held in 2012).

There has been engagement with a wide range of stakeholders and experts:

- Advisory board: leaders of civil society organizations and think tanks, academics, government institutions.
- Thematic experts for each of the policy areas, gender, and indicators.
- Regional partners.

The results so far:

- The first systematic dataset on government performance/website.
- Assessment dossiers, which have been formally presented to state authorities with commitments from governors.
- Interaction with public institutions.
- Synergies with Accountability Network.

Turning to the programme as a whole, GAP has had such an impact in some countries that it is stretching the capacity of GAP to provide adequate support to UN agencies, Regional Centres, and country offices. But this complaint was limited to just a small number of regional and country office staff, with most praising the support from Oslo.

On the other hand, some observers have pointed out that the programme has not sufficiently demonstrated its value to UNDP and the development community. The Mid-term Review of UNDP Democratic Governance Strategic Plan 2008–2010, makes one reference to the Oslo Governance Centre, praises the Lesson Learned series, but nevertheless complains that “much of the evidence of UNDP’s impact on the ground is still anecdotal and without sufficient measurable indices”. The June 2011 Aiming Higher Summary makes no reference to the opportunities offered by GAP to support the Agenda for Organization Change. Even though some 35 countries have decided to inform their governance reforms by designing and implementing governance assessment frameworks, DGG’s own June 2011 Draft “Responding to New Trends in Democratic Governance: A New Strategic Vision for DGG”, does not make any reference to the Governance Assessment Programme.

## 8. SUSTAINABILITY

It is too early to be sure that most of the projects will be sustained, although some definitely will be and the signs are good for many others. Two of the completed and fully evaluated projects, China and Montenegro, will be sustained. In China’s case, the key has been to win support within the Chinese Communist Party and from the local authorities that have agreed to pilot the framework. In Montenegro, support from the newly established Parliament, looking for ways to implement its oversight functions, was the key. Among current projects, Indonesia’s state level Democracy Index has already been mainstreamed into the planning process. The Government is taking over the funding of the instrument, with \$5 million allocated for the next three years. The assessment processes in Malawi and Senegal (Box 4) are likely to be sustained because of the widespread stakeholder buy-in within the framework of a sector wide approach.

All these projects have in common a careful nurturing of national ownership, supplemented by timely technical support from GAP. Bhutan’s index has been mainstreamed into the policy and planning process. In Kazakhstan, the assessment framework reviewed by the GAP team actually originated with the President’s Office, where it is central to the Government’s vision of Kazakhstan as a performance oriented state, a model for the region. Many projects will require further action to be sustained. Senegal requires improved capacity for data collection, better public awareness, and more donor buy-in. Nigeria’s urban governance assessment needs to be rolled out beyond the pilot local authorities. Some, such as Mongolia and Nicaragua, have suffered from changes in the key personnel supporting the assessment, and so have not been fully institutionalized. Only one programme, Paraguay, has already been declared a likely failure by its evaluator, with weak and narrow local ownership thought to be one key problem.

## BOX 4

### Senegal: Involving a wide range of stakeholders

The first phase of National Programme on Good Governance (2003–07) suffered from a lack of coordination among governance actors and no monitoring framework. The second phase (2007–2011) saw a coordinating unit (DREAT) set up with the mandate to delegate who does what on governance in Senegal, monitor performance, and to prepare the first report on governance in Senegal by a Senegalese public institution.

Three workshops took place:

- **First workshop** A Multi-Stakeholder Technical Committee was set up; a diagnostic study carried out; a logframe/results chain prepared; and indicators were drafted.
- **Second workshop** External experts helped to enhance the methodology. This included an example of South-South collaboration. An Indonesian think tank participated in the workshop securing South-South exchange.
- **Third workshop** The indicator framework was debated with the local research community.

Data has now been collected, mini-qualitative studies on justice and gender carried out, and the data has been mapped. The report will be launched in late 2011.

Engagement with stakeholders included:

- A Technical Committee that includes one government focal point (to open doors for data collection; to facilitate data uptake), and representation from Members of Parliament, CSOs, and the private sector.
- Involving local research community (including Afro barometer) for quality assurance and complementary qualitative research.
- Contracting a consulting firm to collect and analyse quantitative data collection.
- Involving gender experts from the National University of Senegal for a UN Women supported mini-study.

Many of those interviewed said that individual project's sustainability depends not only on the policy linkage, but also on the political sensitivity of the project's design. China, a project that has been fully evaluated and is part of the Lessons Learned series, is one case in point. At first sight, the framework developed by this project seems less than might be expected. What are called 'indicators' are really governance 'headings' or objectives, for example "officials respect on civil opinion" and "transparency of decision-making process". But given China's political situation, the mere act of laying out such governance objectives is a huge step forward. These more than 100 governance objectives are the first ever attempt to define democratic governance for China as it moves from its exclusively economic growth model of development. The word "democratic" has to be given a uniquely Chinese meaning too; in this case, it refers more than anything to open-ness within the Chinese Communist Party, itself again a step forward.

The choice of a party academic organization (originally mandated to translate Communist political and economic texts into Chinese) as the implementing agency, would not seem to be in line with UNDP principles and practices. However, the assessment would have no chance of success (i.e., a catalytic impact),

without a lead organization that has strong links to the party as well as other party and non-party academic institutions. The project has therefore been sensitive to a uniquely Chinese model of innovation. To quote the evaluation:

“First an academic institution studies the issue at a “theoretical level”; the suggestions on how to address the issue are reviewed by other academics; if reviewed favourably and if, as a result, there is support within the CCP for these ideas, then they are piloted by local governments; implementation is reviewed by academics and the CCP, locally and nationally; finally, if the ideas have proved to be beneficial they spread to other local governments and have an impact on national CCP and government policy. This step-by-step process means that scalability of this DGTTF project will be very gradual and take place over many years, and geographically unevenly (the economic opening which began over 30 years ago has had a substantial impact on some cities but much less in other cities and rural areas).”

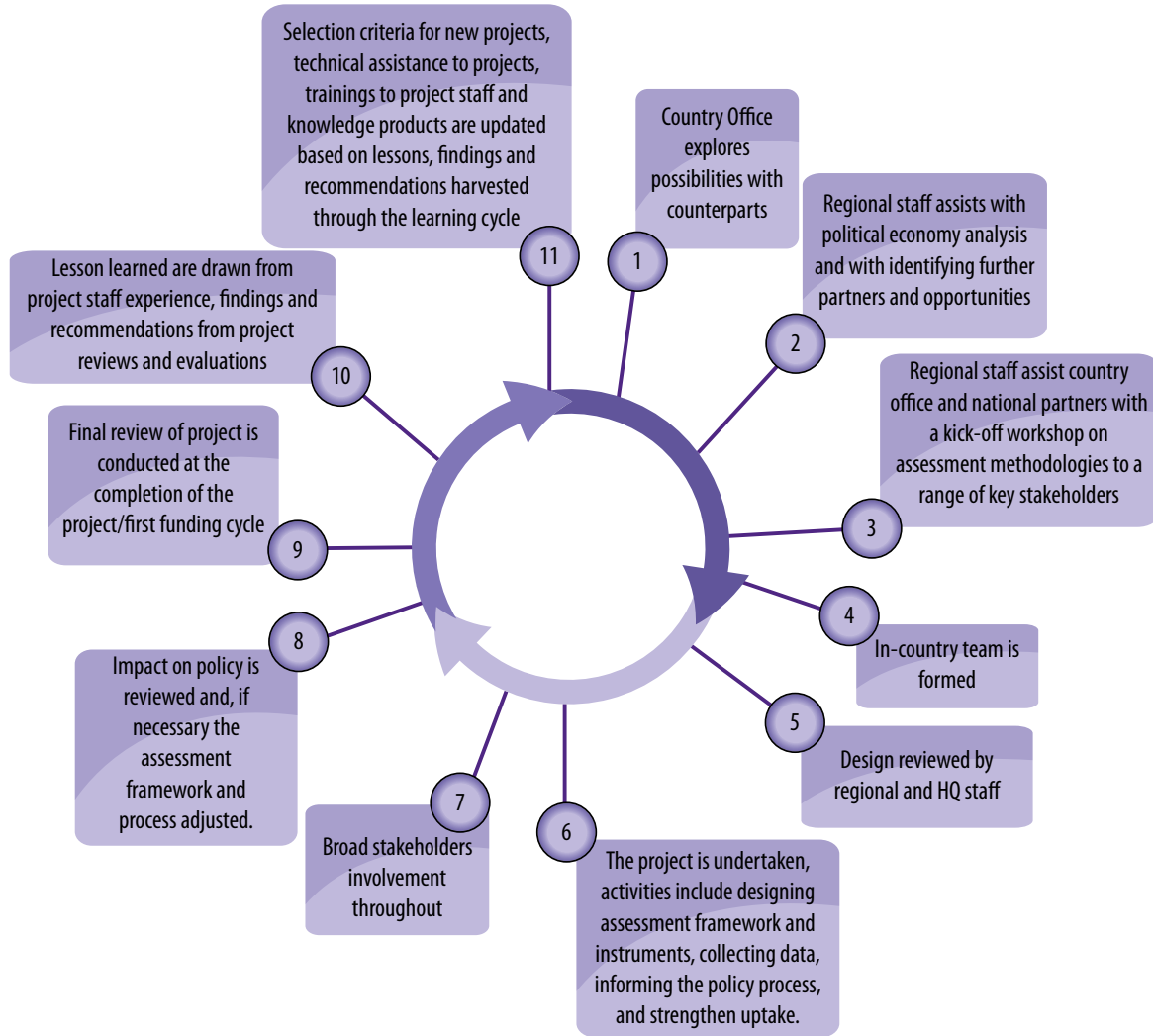
This model is in complete contrast to Chile’s, where the most ‘newsworthy’ aspect of the project, according to the reviewer, was bringing together four think tanks with widely divergent views. This contrast highlights the importance of conducting a careful analysis of the political economy prior to initiating assessment projects.

Staff and national counterparts told the reviewer that in many cases the project’s progress will only be sustained if there is a follow-up programme supported by the Government and UNDP or another donor. Such follow-up is already planned for China and Kazakhstan. As stated earlier, the Indonesian Government is following up with funds to support the continuation of the assessments.

The Global Programme’s sustainability depends on individual projects’ sustainability, the successes communicated through the Lessons Learned series, the web portal, and an active personal communications campaign throughout UNDP and to current and potential donors. GAP will continue to be funded if donors either believe that support for the country-led approach is good in its own right or that the country-led approach will enhance the value of their own projects and/or their investments in UNDP.

GAP will also be sustained if the learning cycle process developed by the GAP staff continues to be practiced and promoted. The following chart, prepared by GAP, shows a cycle of activities from country office staff exploring possibilities with their counterparts, through regional staff assisting in developing that opportunity, with review by GAP staff, the implementation of the project, and then the systematic drawing of lessons learned from the project, with those lessons then disseminated to UNDP staff and their counterparts.

FIGURE 2 Activity cycle



# LESSONS LEARNED

## 1. THE COUNTRY-LED MODEL IS APPEALING

The Findings show that the country-led model is very appealing to governments and civil society. The general view of regional and country office staff contacted during the review is that demand is high and rising. Data on applications to the programme, which exceeded the programme's capacity to meet demand, support this view. All national counterparts contacted by the reviewer expressed substantial enthusiasm for their own country-led assessment, even those where there had been difficulties. The appeal of the country-led approach to governments and others in the UN/UNDP system can be seen from the funding that the GAP has attracted over and above the financial support channelled through the global programme funding mechanism. To date, GAP spending has been about \$2.9 million through the global programme funding mechanism (with funds received from Norway, Sweden, the UK and Germany). Twice that amount has been added by a combination of governments, UNDP TRAC, DGTTF and UN Women. In some cases funds have been attracted for specific country-level projects from, for example, Ireland, Finland and IDEA International. Even donors that traditionally prioritize indicators for measuring the impact of their own support to governance, appreciate that a 'country-led' approach has value: better country-led systems for monitoring and evaluation may also supply better indicators and data for donors.

## 2. IT IS IMPORTANT TO DEMONSTRATE THAT THE COUNTRY-LED MODEL WILL ACTUALLY HELP TO IMPROVE THE IMPACT OF UNDP AND DONOR FUNDING FOR DEMOCRATIC GOVERNANCE GENERALLY

Although no one contacted during the review doubted the value of the country-led approach, some in the donor community, even some in UNDP, are more concerned about putting in place assessment frameworks that measure the impact of their own programmes to their own constituencies than judging the success of their funding through a country-led governance assessment framework. One donor said that the first priority for UNDP is to be able to measure the results achieved from its own project funding and demonstrate those results to its donors. UNDP needs to make the case through GAP that the most optimal strategy for measuring donors' own results in the area of governance should be based on a country-led approach. This includes strengthening the countries' own M&E systems of governance plans (as embedded in NDPs or other national instruments). Data and indicators that are produced in country-led M&E exercises provide a sustainable evidence base for donors as well as governments and citizens, in particular with regards to data at the impact level: Such an alignment of national and donor monitoring needs is very much consistent with the Paris Declaration and the Accra Agenda of Action, which stress national ownership leading to more sustainable results.

## 3. EFFECTIVE POLICY IMPACT WILL REQUIRE MAINSTREAMING THE ASSESSMENTS INTO THE POLICY AND PLANNING PROCESSES

Some of those who have not been actively involved in the actual assessment projects (experts and evaluators, plus some regionally based staff) are concerned that the assessments may not be sustained, because of a weak linkage to policy formulation – despite one GAP objective at the country level being 'policy relevance'. Some projects have achieved this linkage. Indonesia's assessment framework has been mainstreamed into the

policy and planning processes, as has Bhutan's. China's framework is still at an early stage, but already senior party staff are being trained in the governance framework in the name of China's new social management governance theme.

## BOX 5

### Opinions on GAP by people contacted during the review

"This type of assessment...its purpose is not just to undertake an assessment for the sake of it, but rather to improve the governance performance in a given context."

"I would have had a stronger communications and outreach from the start."

"Project will support much needed culture shift to evidence-based decision-making."

"Globally, the programme is very visible."

"The web portal is outstanding, the toolkits excellent, the case studies very informative."

"Its value added is the country based approach."

"We need to solve – not just to measure."

"The programme needs to encourage government actors to open up to NGOs."

"There is a need to translate assessment skills into practical policies."

"The user guides are a phenomenal resource."

"We have to increase quality, not quantity."

"There needs to be stronger synergy with other (UNDP) centres."

"There is a tension caused by GAP's location with in the Bureau of Development Policy, while country offices report to regional bureaux."

"There is a need to balance results and story-telling."

"More attention should be paid to integrating governance into sectors."

"French material is hard to find."

"UNDP procedures make it hard for partners."

"Middle income countries are the best bet because of their capacity, but the needs of lower income countries may be greater."

"Frequent contact with Oslo was vital."

"When we looked it up, GAP was exactly what we needed."

"We need to make a much greater effort to demonstrate results on the ground."

"There is a tension between ownership and quality, and between institutionalization and demonstrating results."



#### **4. THE NEED FOR POLICY IMPACT AND MAINSTREAMING THE ASSESSMENTS IN THE POLICY PROCESS WILL OFTEN REQUIRE FOLLOW-UP**

A test of the effectiveness of the Democratic Governance Thematic Trust Fund (DGTTF), which financed the first set of governance assessments, is that the ‘innovative’ projects, if successful, are ‘catalytic’ – in other words, that they lead to a scaled-up operation. In this programme, the catalytic effect should involve using the information collected for the assessment as an input into policy and programming decisions. Although most GAP projects are at a pre-policy impact stage, some observers thought that this next step may require some capacity building for government and civil society so that the information can be utilized effectively. Here, capacity building is taken to mean improving policy and other processes and structures, including financial and human resources management, as well as simply training staff. Some current and completed projects are ready to move into this phase.

#### **5. THERE IS A TREND TOWARDS INCREASED INVOLVEMENT OF CIVIL SOCIETY IN DESIGNING AND IMPLEMENTING ASSESSMENTS**

This was a main theme of the Forum and the Lessons Learned workshop. The representative from Kazakhstan reported that NGOs and CSOs will now be involved in assessing government bodies, a provision that was absent from Kazakhstan’s original process. It was also reported that the government dominated committee in Senegal had decided to invite the participation of the local research community. Tajikistan and Egypt have benefited from the early involvement of citizens groups (the Consumers Union, in the former case) and citizens – an objective of Egypt’s Social Contract Centre is to empower citizens. The Chile project is implemented by think tanks from across the political spectrum. One project that is unlikely to be sustained, Paraguay, failed to successfully engage the main targets for strengthening horizontal accountability: NGOs and CSOs. A key objective of the next phase of China’s assessment programme is, as presented at the Lessons Learned workshop, “to broaden discussion to involve ordinary people”. Although NGOs are active in the provision of public services, that is not easy to achieve where CSOs lack capacity and have to operate in an “unfavourable institutional environment”, in the presenter’s words.

#### **6. COMMUNICATIONS ARE IMPORTANT**

At the global level, GAP’s communication of advice to individual projects has been very successful, through direct technical assistance, workshops, and the web portal. But some projects have not given enough attention to their own communications’ strategies. One weakness of the Montenegro project was its lack of advocacy activities, with involvement in the assessment limited to 30 government policy-makers, according to the presenter at the Lessons Learned workshop. The implementers of the Barbados project, which won a University of West Indies award for the best collaborative project, reported that the knowledge management and communications components lagged behind data collection and analysis. A number of projects have demonstrated the value of good communications. Bhutan stressed the importance of advocacy in overcoming the opposition of some ministries. China’s communication strategy has included inviting the top academic institutions to its five workshops, giving press conferences at each of these workshops, writing numerous academic articles about governance and the framework and, perhaps most importantly, briefing the President of China on the framework and training senior Chinese Communist Party officials in the framework. Communications at the regional level can be important too. There have been discussions with Africa 7 to cover the upcoming governance assessments conference in Senegal, including a 13-minute “day in a nutshell”, two 20-minute talk shows, and a news item.

## **7. CHOOSING THE RIGHT INSTITUTIONAL ARRANGEMENTS IS IMPORTANT**

The 'right' institutional arrangements are those that will sustain the assessment processes and carry them forward into the policy process. This is difficult for GAP itself to control because the approach emphasizes that they should be country-led. There have been several cases where the implementation agency has had to be changed or added to. Locating the framework inside an agency responsible for collecting data to inform policy may be the most appropriate choice. However, for the information to be used in the policy process, the policy-makers themselves should be involved in preparing the framework. Some of those contacted suggested that an analysis of the political economy of governance reform is required at the very beginning of the engagements between the regional and country offices and likely national counterparts in order to locate the assessment activity strategically.

## **8. SOUTH-SOUTH SUPPORT IS EFFECTIVE**

Leveraging technical support through these interactions is important given the small number of UNDP staff with multi-country experience of the programme. A delegation from Vietnam attended the recent workshop in China. The Paraguay and Nicaragua projects exchanged experiences, as did the Dominican Republic and Nicaragua, and Kosovo and Macedonia. Many commented that the community of practice that is being developed through events such as the Oslo Governance Forum will facilitate South-South exchanges. Some participants told the reviewer that they had benefited from such exchanges at the Forum itself.

# RECOMMENDATIONS

## 1. PAY MORE ATTENTION TO LINKING THE ASSESSMENTS TO POLICY DESIGN AND IMPLEMENTATION

The design should model where the project might lead in terms of policy impact. The link to policy is in line with a key GAP objective: policy relevance. The link will help to sustain the assessment framework. Anticipating where the assessment might lead institutionally in terms of supporting the policy process will help governments, UNDP, and its donor partners to prepare for the follow-on operations that are often needed to improve democratic governance. Some projects have improved their policy impact by making mid-term adjustments. For example, civil society was brought into the group of stakeholders in Nicaragua, while in Tajikistan the principal implementation agency changed. There are now some good models of projects that have already had a policy impact. Indonesia is one of the best examples. The Democracy Index is now being used in the national budgetary process for allocating funds to states.

Although the very essence of the country-led approach is that the countries decide on the issues, framework and process, some adjustments could be made to the typical assessment process to link the assessments to policy formulation, implementation and monitoring:

1. Country office governance staff discusses the possibility of an assessment project with counterparts.
2. Regionally based staff follow up to help outline a possible project.
3. Regional staff leads workshop on assessment methodologies and international experience for the whole range of key stakeholders: political leaders, senior administration officials, statistics bureaux, research organizations, think tanks, and other civil society organizations.
4. An in-country team is formed to work with the country office governance staff to prepare a project. The preparation includes defining how the assessment will be used as part of the policy formulation, implementation, and monitoring process.
5. The design is reviewed by regional focal point/governance staff.
6. The project is undertaken, from design of the framework, through collection of the data, to the use of the information in the policy process. The whole team of stakeholders listed above is involved throughout.
7. Impact on policy is reviewed and, if necessary, the assessment framework and process adjusted.

This process implies longer, bigger projects. A lengthening has already happened. The first set of DGTTF-funded assessment projects were for just one year. Most now continue for three years. Funding has already been added to many of the current set of projects by governments, donors, UNDP and other parts of the UN.

## 2. TRANSFER GAP EXPERIENCE TO REGIONAL AND COUNTRY OFFICES

Management should continue to support a very active programme of transferring skills and experiences from Oslo to the regional and country offices. The strategic challenge for the programme is to respond effectively to the high demand from countries for country-led democratic governance assessments with a very small, experienced staff and limited financial resources. It could be argued that the need for country-led governance assessments goes well beyond the demand revealed by the applications made by countries and country offices for assessment projects, and by GAP's \$2.9 million attracting a further \$5.8 million in co-financing. Successful, sustainable reductions in poverty will require major improvements in governance in most countries supported by UNDP and other donors, and country-led assessments have an important role to play in improving governance across the board or by sectors. But even with the current number of assessment projects, the qualified and experienced staff available to support the projects is small relative to need. Although no one interviewed complained that they did not receive the support they needed from GAP, high demand has stretched resources. GAP staff reported that they have to spend much of their time on budgetary and administrative matters less than they would like on technical support.

The experienced GAP staff should focus even more than in the past on transferring their unique experience to staff in the regions. There have already been many such regional training events. The appointment of GAP specialists in the regional centres is an important step towards regionalizing the assessment programme. The next challenge is to build the interest and capacity of country office governance staff to look for opportunities, help in the design of governance assessment projects, and support their implementation.

## 3. RAISE MORE FUNDING FOR GAP

Despite the measures planned to meet demand with the current resources, it is hard to avoid making a case for more resources. The funding involved is very small (\$4.6 million so far, \$6.0 million expected), far less than the cost of, for example, a public administration reform programme in a single country. Referring to one of the countries where there has been a governance assessment programme, the \$6 million is much less than the cost of UNDP's Capacity Development Program in Montenegro, a country of less than a million people. The \$4.6 million is also less than the funding Indonesia's Planning Ministry has added to the current budget to support future assessments. Yet the returns in terms of poverty reduction resulting from a radical shift in the effective attention given to governance issues through GAP's country-led approach could be very high. The current level of funding represented a very small proportion of UNDP's total funding for democratic governance. On its website, UNDP refers to itself as "the world's largest provider of democratic governance assistance", and provided \$1.36 billion of assistance for democratic governance in 2010. The funding from all sources for the entire GAP programme represents less than 1 percent of that total.

## 4. FORM MORE PARTNERSHIPS WITHIN AND BEYOND UNDP

An additional challenge is to form additional partnerships within UNDP and the UN system as a whole, and with donors, to add the necessary human and financial resources to the programme to meet the high demand. As well as the partnerships with bilateral donors – Norway, Sweden, Germany, and the UK – many effective partnerships have been formed, such as with UN-REDD, which augments staffing as well as finances. Not only is UN-REDD funding a member of the team in Oslo, but it has agreed to partner in pilot participatory governance assessments in Indonesia, Vietnam, Nigeria, Cambodia and Ecuador. FAO too, is involved in this relationship on the basis of its experience of data collection and monitoring in the forestry sector. GAP is also developing its partnership with the UNDP Bureau of Conflict, Prevention and Recovery through the preparation of a user guide on measuring fragility, which is supported by the German Development Institute,

and workshops in Iraq and Liberia. The gender component of assessments is being supported by UN Women. GAP is using the joint preparation userguides to develop partnerships; for example on Anti-corruption with Global Integrity. Because GAP covers all the 'corporate outcomes' (the former service lines) and the assessment frameworks feed into national planning (for example, in Bhutan and Indonesia), the partnerships with the Aid Effectiveness and Poverty teams are particularly important. The country-led characteristic of GAP enhances a well-established and necessary condition for aid effectiveness and national ownership.

Partnerships with donors that provide budget support could also be valuable. Many, such as the World Bank and the European Commission, are aiming to provide up to half their funding in the form of budget support. As with GAP, budget support by its very nature both requires and promotes national ownership, because funds are disbursed against the country's achievement of agreed results. The key to effective budget support is to have in place good accountability mechanisms owned and operated by the country concerned. Those still reluctant to provide much of their support in this form typically use the lack of effective accounting and accountability mechanisms as the main justification why budget support is too risky in many developing countries. GAP projects provide country-led accountability mechanisms, often involving a wider range of stakeholders than normal with budget support, from civil society as well as government.

With the prospect of moving the programming of UNDP funds to the regional bureaux while the assessments programme continues to lie with BDP, both GAP and DGG will have to win the support of the bureaux for governance assessments to encourage and enable demand from the country offices. GAP specialists in regional offices will help, as will the support of other locally based governance staff who are becoming, through events such as OGF, increasingly familiar with the value of the assessments.

## **5. ASSEMBLE EVIDENCE OF THE IMPACT OF THE GOVERNANCE ASSESSMENTS ON POLICY**

GAP should work with its partners to assemble compelling evidence that country-owned governance assessments can and do underpin policy reforms that lead to sustainable improvements in democratic governance, which through stronger economic growth, and an equitable distribution of the benefits of that growth, lead in turn to long-term reductions in poverty. Doing so would help to bring empirical evidence and perhaps even concrete proposals to the discussions around Rio+20 and the post-2015 development framework. This would also help to make the case for more support for the programme in the coming years. If more attention is to be given to the policy follow-through of projects, and if the programme's human and financial resources remain limited at least in the near term, it may prove necessary to carry out fewer but larger and longer projects in future, to assemble the necessary evidence. Since all current projects are mid-stream, and most are a long way from having an impact on policy, it will take some time to assemble these data. It might be worthwhile to encourage implementation agencies to build into each project a component that sees the assessment through to policy impact (as is being done in China and has been done in Indonesia and Bhutan).

Donors funding UNDP (including donors that are specifically funding GAP) have asked UNDP to provide more information on the results of its projects. If UNDP's democratic governance projects are based on issues identified through the country-led GAP process, donors as well as governments will have a ready-made basis for assessing results. The assessment projects may not only serve to set priorities for governance programmes, but may also serve to provide baselines and to measure progress. Donors, as well as governments, will be able to demonstrate results to their constituencies. The Oslo Governance Centre's Lessons Learned series has an important role to play in analysing and disseminating information on results achieved in GAP as well as other projects.

## 6. BASE DEMOCRATIC GOVERNANCE PROGRAMMES ON THE GOVERNANCE ASSESSMENTS

Make a case for country-led governance assessments being the basis for UNDP support for democratic governance policy and programmes at the country level. The country-led approach means that countries themselves decide on the key governance issues to be assessed. If stakeholders from government and civil society have decided to design and implement a governance framework either for a particular sector (Tajikistan), or regional government (Indonesia, Nigeria), or indeed for governance as a whole (Bhutan, China), thus demonstrating what they believe to be the key governance issues requiring attention, a case can be made for UNDP to base its democratic governance programming on those issues. This places the assessments at the heart of the country level programming. The case becomes more compelling if the assessment is clearly linked to policy. Linking the assessment projects to economic policy, through the improvements in government necessary to generate sustainable economic growth with equity, will also help to underscore the value of GAP. The appointment of a Chief Economist for UNDP signals the importance of that linkage.

Many governance assessments are strategically placed to generate large impacts. This is already happening in Indonesia, where the central government is now using the Democracy Index in its programming of funds for provinces, and has allocated \$5 million of its own budget to sustain the assessments. The payoff in China could be huge. Party leaders – and even the President – are already aware of the governance framework. Once a number of local authorities have piloted the framework, and the use of the information can be shown to bring worthwhile political benefits at a time when the numbers of NGOs and CSOs are growing exponentially (there are now about the same number as in China as there are people in Norway), then party leaders will promote the use of the framework, just as years ago the country's openness to international trade spread from cities to the country as a whole. For UNDP to be in on the ground floor on this process would be of great value to UNDP and to the UN as a whole.

Formally, if not in practice, GAP is mapped under the “principles and practices” key results area for democratic governance, along with the human rights, gender, and anti-corruption “corporate outcomes”. They are not functionally linked to the other corporate outcomes: civil society, electoral laws, access to information, service delivery, parliament, and access to justice (the old DGG service lines). Yet, it is clear from this evaluation (see for example, Table 2 which describes the characteristics of most governance assessment projects), that GAP covers all these corporate outcomes. GAP is not a peripheral activity, but lies at the very heart of UNDP's democratic governance practice. It is a lead-in, or entry point, for UNDP's support for democratic governance, and should be even more so in the future.

## ANNEX 1

### PROJECT BUDGETS

Project information			Expenditure and delivery rate				
Project supported	Project start year	Project end year	Initially committed funds at project start	Delivery rate % 2009	Delivery rate % 2010	Total expenditure 2009–2010–Oct 2011 (per date)	
Better monitoring for improving local service delivery	2009	2011	300,000	94	91	138,145	
Caribbean Small Island Developing States (SIDS) Governance Assessment and Measurement	2009	2011	200,000	0	86	143,989	
Promoting Systematic Analysis and Measurement of Democratic Governance Data in Bhutan	2009	2011	200,000	54	98	199,410	
Governance Assessment: How democratic is democracy in Chile?	2009	2011	100,000	58	90	95,462	
National democratic governance monitoring system	2009	2010	100,000	72	53	79,353	
Building the Capacity of the Information and Decision Support Center for Governance Assessment and Monitoring	2009	2011	200,000	90	62	191,861	

		Funding from other sources					Total
	Delivery rate against initially committed funding (per date)	UNDP Country Office (TRAC)	Recipient Gov.	UN Women	Other funding sources	Total from other sources all years	(GAP total expenditure per date + other sources)
	46	100,000	0	0	0	100,000	238,145
	72	0	0	0	0	0	143,989
	100	100,000	0	0	0	100,000	299,410
	95	100,000	100,000	0	80,000	280,000	375,462
	79	20,000	0	0	0	320,000	399,353
	96	75,000	75,000	40,000	0	190,000	381,861



Strengthening national evidence-based policy making for poverty reduction and social inclusion	2009	2011	200,000	99	78	180,323	
Indonesia Democracy Index project	2009	2011	300,000	73	100	302,816	
Monitoring and Evaluating Governance in National Development Plan	2009	2010	43,930	3	0	1,530	
Capacity Development for Democratic Governance Assessments in Malawi	2009	2011	300,000	0	0	208,022	
Assessing local governance: Access and exercise of power in the Mexican states	2009	2011	300,000	92	95	267,510	
Initiative for the Strengthening of Social Programs in Mexico (IPRO)	2011	2011	10,000			10,000	
Support in Achieving MDG-9 on Human Rights and Democratic Governance – Phase II	2009	2011	200,000	79	92	221,828	
Local governance evaluation framework for Morocco	2009	2010	300,000	0	0	0	
Parliamentary led and gender sensitive governance assessment	2009	2011	100,000	41	94	143,340	
Assessment of Good Urban Governance	2009	2011	300,000	14	71	398,147	

	90	10226	0	0	15000	25,226	205,549
	101	0	1,000,000	40,000	0	1,040,000	1,342,816
	3					0	1,530
	69	1,161,334	0	0	688,666	1,906,357	2,114,379
	89	0		0	45,522.39	45,522	313,032
	100				12,812.37	12,812	22,812
	111	100,000	0	0	0	100,000	321,828
	0	0	0	0	0	0	0
	143			30,000		30,000	173,340
	133	55,000		0	5,000	60,000	458,147

Project to strengthen national capacities for good governance	2009	2011	100,000	40	75	180,810	
Sector Integrity Risk Management	2009	2012	200,000	0	51	118,665	
Governance Assessment Framework	2011	2011	100,000			50,000	
Support to gender-sensitive surveys for provincial human development reports	2011	2011	0			0	
Anti-Corruption Assessment	2011	2011	50,000			4,503	
Strengthening responsive governance for MDG acceleration	2011	2011	50,000			0	
Strengthening Parliament's capacity for monitoring social inclusion policies for MDGs	2011	2011	0			0	
Civil Society Network monitoring PRSP using HRBA	2011	2011	25,000			4,697	
Enhancing Anti-corruption Efforts in Serbia for EU Accession	2011	2011	0			0	
Support to PAPI (public administration performance index) project	2011	2011	0				
			<b>3,678,930</b>	<b>63</b>	<b>81</b>	<b>2,940,409</b>	

	181	0	0	0	0	0	180,810
	59					0	118,665
	50	200,000	300,000			500,000	550,000
	0	0		40,000		40,000	40,000
	9	50,000	100,000	0	50,000	200,000	204,503
	0	0		0	83,000	333,000	333,000
	0	0		0	0	300,000	300,000
	19					0	4,697
	0				300,000	300,000	300,000
	0			40,000		40,000	40,000
	<b>80</b>	<b>1,971,560</b>	<b>1,575,000</b>	<b>190,000</b>	<b>1,280,001</b>	<b>5,922,918</b>	<b>8,863,327</b>

## ANNEX 2

### TERMS OF REFERENCE

#### Mid-Term Review of the Global Programme on Governance Assessments

**Location:** Work from home and travel to Oslo (6 days mission)

**Type of Contract:** IC

**Languages Required:** English

**Reporting to:** Oslo Governance Centre

**Duration of Contract:** estimated 30 working days between 25 July and 15 Nov 2011

#### PROGRAMME BACKGROUND

Managed by the UNDP Oslo Governance Centre, the global programme seeks to support countries that want to conduct their own democratic governance assessment. It currently supports more than 20 countries. The first batch of 16 countries to receive support came online in 2009, through a call for proposals that was sent to UNDP Country Offices (UNDP COs). Most projects are implemented through national counterparts within the countries. The Global Programme 2008–2011 is a continuation of the UNDP Governance Indicators Project 2004–2007. It has since been extended to 2013, in order to secure alignment with the UNDP Strategic Plan which also ends in 2013. The Global Programme receives financial support through the UNDP Democratic Governance Thematic Trust Fund and donors include DFID, Norwegian MFA, SIDA, and the French MFA. Countries so far supported include: Angola, Barbados, Chile, Djibouti, Dominican Republic, Egypt, Malawi, Macedonia, Mexico, Morocco, Mongolia, Nicaragua, Nigeria, Senegal, Tajikistan and Vietnam.

UNDP has a distinct approach to democratic governance assessments and indicators based on UNDP comparative advantages, as well as country demand, that emphasizes

- (i) National ownership,
- (ii) Capacity development
- (iii) Harmonisation with national development planning instruments:
- (iv) National ownership – governance assessments and the development of governance indicators need to be nationally owned which is achieved through an inclusive and consultative process involving government, civil society, elected representatives, and other key stakeholders about what should be assessed and how.
- (v) Capacity development – governance assessments are a critical entry point and opportunity for developing the capacities of national stakeholders (including statistical offices, government and civil society) in the production and application of governance related data. This entails support to national and local participative processes of assessing and monitoring governance with a focus on building national and local capacities to collect, analyse, and share governance data.
- (vi) Harmonisation – nationally owned governance assessments and monitoring systems, as well as sector specific plans, must be harmonised and aligned with national development plans and related instruments where relevant such as the PRSPs, MDG progress reports, local development plans etc.

UNDP's comparative advantage in promoting and nurturing nationally owned governance assessments derives from its position as the lead UN agency on democratic governance, its focus on long term capacity development, its expertise and experience base on democratic governance, its experience with human development indicators through the National Human Development Reports, its engagement in MDG monitoring, and importantly the trust it enjoys among UN member states. In particular, UNDP has proven strengths in the following areas:

- Facilitating and convening of national dialogues involving state and non-state stakeholders on national democracy and democratic governance assessments.
- Encouraging and facilitating through its relationship with government, efforts to harmonise multiple governance assessments within a country.
- Helping ensure that democratic governance assessments are linked with national development.
- Providing support to the undertaking of capacity assessments and identifying what parts of the capacity development cycle need to be strengthened. This should focus on both state and non-state actors in governance data collection and governance data analysis.
- Brokering knowledge, facilitating country-transfer of knowledge, identifying lessons learned and best practices, and building communities of practice.

## Programme Outcomes and components

The Global Programme strategy is designed to contribute to six principal outcomes:

1. Increased transparency about the overall national democratic governance situation and increased government accountability for the quality of democratic governance in the country.
2. Enhanced capacities of the national statistical system, academia and research institutes in using governance indicators.
3. Increased uptake of governance indicators in policy making processes.
4. Improved global awareness and knowledge on governance measurement methods and approaches.
5. Improved harmonisation of national and international donors based on nationally produced governance assessments.
6. Increased capacities of UNDP to facilitate and provide technical and advisory support for national partners.

The Global Programme is operationalized through three windows:

- **Country level window** which includes financing for four activities within 10 target countries (i) mapping existing governance indicators (ii) developing governance assessment frameworks (iii) collecting data and (iv) developing governance databases and applying governance indicators to development plans.
- **Regional level window** which includes financing for three activities: (i) regional based training; (ii) developing regional specific knowledge products; (iii) regional conferences.
- **Global level window** which includes financing for three activities: (i) knowledge services; (ii) capacity development; and (iii) policy development and advocacy.

### Objectives of review

1. This review is primarily a strategic, forward looking assessment to provide lessons and recommendations based on the experience so far. Recommendations will be useful to the UNDP, (GAP and the Oslo Governance Centre in particular), and also to donors, for improving the support and promotion of democratic governance for human development through the modality of country-led governance assessments.
2. The review will inform the continuing development of UNDPs conceptual as well as operational approach to governance assessments, taking into account the changing nature of competitive advantages and demand from UNDP country offices and national counterparts since the inception of the programme.
3. The review will inform the improvement of the management of the global programme by assessing management capabilities, including the capability for strategic action, delivering on outcomes, and of demonstrating leadership in the area of governance assessments.

### SCOPE OF WORK

The scope of the review will include the following aspects:

1. *Changes in context and review of assumptions (relevance):* Is the programme's design adequate to address the problems at hand? What internal and external factors have influenced the ability to meet projected targets? Does the project remain relevant considering possible changes in context? Is there a need to reformulate conceptual approach, programme design, given changes at the global, regional, and country levels?
2. *Ability to optimally manage and execute the programme (management capability):*
  - a. Is the programme strategic in its operations? Is there a set strategy and a focus on outcomes? Are strategic decisions based on evidence and user needs? Does the programme collaborate and build a common purpose within UNDP and externally?
  - b. Is the programme capable for delivering: Does the programme innovate and improve delivery? Does it plan, resource and prioritise? Does it develop clear roles, responsibilities and delivery models? Does it manage performance and value for money?
  - c. Is the programme demonstrating leadership? Is it able to set a compelling direction for the future? Is it able to form strategic partnerships? Is it able to develop and manage expertise and knowledge?
3. *Results in terms of outputs achieved vis-à-vis projected targets (efficiency):* Is the programme on track to reach its expected targets within the expected time frame? Are the program's activities in line with the schedule of activities as defined by the programme team and annual action plans? Are the disbursements and project expenditures in line with expected budgetary plans?
4. *Achievement of projected performance indicators and targets (effectiveness):* What has the performance been with respect to projected performance indicators? Does the current performance indicate probability in achieving the project purposes (specific objectives). Have there been any unplanned effects? Has the program generated any results that could indicate that the assistance has had an impact on the operation's target beneficiary group?
5. *Impact:* Because this is not a final project evaluation, it is not expected that the mid-term review will provide conclusions on impact. However, there may be some indications as to the likelihood of positive or negative changes as a result of interventions that usefully could be highlighted at this point.

6. *Sustainability*: Looking forward, are the activities in countries likely to continue after funding from the global programme has been withdrawn? The global programme uses several strategies to strengthen the likelihood of sustainability, including cost-sharing, pool of funding, and national ownership. There may be some indication already with regards to sustainability of country projects and recommendations on how to strengthen sustainability further. In addition, the mid-term review should look at the internal sustainability of UNDPs support to governance assessments with the current set-up of the global programme.

## Method of Work

The consultant will work under supervision of the Oslo Governance Centre. He/she will solicit, receive, review and consolidate country specific data and information from national counterparts and UNDP Country Offices, as applicable. It is envisaged that the methodology will entail:

- Desk study: Collection and review of documentation, including status reports, results and other from COs on project implementation.
- Interviews: Either in person or by telephone, of a spectrum of key informants, including:
  - UNDP staff at country, regional and headquarter level
  - National stakeholders, including civil society representatives, government officials
  - Partners at both field and headquarter levels, including donors such as DFID, SIDA, French MFA, and NORAD; and TI, UN Women, WB, OECD, IDASA etc.
- The review will build on:
  - Project reviews conducted for the purposes of informing the mid-term review: Project reviews will be conducted in Chile and Senegal.
  - Presentations and discussions held at the “lesson learned” back-to-back event of the Oslo Governance Forum
  - The Democratic Governance Thematic trust Fund Review of governance assessment projects funded by the Fund in 2008, (projects were conducted in China, Montenegro and Paraguay).
  - The Evaluation of the governance assessment in Mongolia, which has been running since 2006, with support from among other UN Democracy Fund, Democratic Governance Thematic Trust Fund and the Global Programme. This evaluation will be completed second quarter of 2011.
  - The Mid-Term Evaluation of the UNDP Strategic Plan, to be completed in 2011.

Analysis will be both qualitative and quantitative. Examples of good/best practice will be noted and comparative analysis made.

### *Work Plan (with estimated workload)*

- Documentation review, desk study, interviews by phone, (14 days)
- Mission to Oslo Governance Forum (6 days including travel)
- Preparation of first draft, about 25 pages (8 days)
- Preparation of final draft integrating first round of comments (1 day)
- Integration of any subsequent comments (1 day)

Total (estimated): 30 days



*Outputs include:*

1. First draft Review Report
2. Final, Consolidated, comprehensive Review Report that will:
  - a. assess the results of the GAP,
  - b. the strategic relevance of the GAP;
  - c. draw lessons learned
  - d. suggest improvements for the future.

The Review Report will guide UNDP in engaging relevant stakeholders in solidifying the role and approach.

## ANNEX 3

### PERSONS INTERVIEWED

	Last Name	First Name	Organization
1	Achcar	Asmara	Programme Specialist, UNDP Regional Centre Bratislava
2	Acuna-Alfaro	Jairo	Policy Adviser, UNDP Vietnam
3	Addison	Helen	Consultant
4	Antoni	Diego	DG Practice Leader, UNDP Mexico
5	Bermsjo	Louise	Sida
6	Boesen	Nils	UNDP Capacity Building
7	Bravo	Luis	National Assembly of Nicaragua
8	Cejudo	Guillermo	CIDE Mexio
9	Cheema	Shabbir	Senior Fellow, East West Centre
10	Clairs	Tim	UN-REDD
11	Dellnas	Anki	Director, Swedish International Centre for Local Democracy
12	El Gammal	Mai	SCC
13	Ellingsen	Vidar	Programme Specialist, OGC
14	El-Mikawy	Noha	DG Team Leader, UNDP Regional Centre Cairo
15	Fabra	Javier	Programme Specialist, OGC
16	Fowler	Alan	Consultant
17	Fraser-Moleketi	Geraldine	Director, DGG
18	Garrigue	Nicolas	Consultant
19	Graham	Paul	Director IDASA
20	Gu	Qing	UNDP -China
21	Guerrero	Edgar	INEGI Mexio
22	Hafield	Emmy	Environment and governance Specialist, Independent
23	Hageberg	Tina	Programme Specialist UNREDD+, OGC
24	Hechter	Hannes	German Institute ex U4
25	Heinrich	Finn	TI
26	Heller	Nathaniel	Director, Global Integrity
27	Hongyun	Zhou	CCCPE
28	Hopwood	Ian	Consultant

29	Hyden	Goran	Professor Emeritus, OGC
30	Issa	Danae	Programme Analyst, OGC
31	Jensen	Bo	Senior Adviser, OGC
32	Johnson	Falade	UNHabitat?Nigeria
33	Karimov	Alisher	Programme Manager, UNDP Tajikistan
34	Kazi	Jamshed	Practice Manager
35	Khabibov	Bakhadur	Head of a consumers' rights NGO
36	Khodary	Yasmin	SCC
37	Klein	Laurence	UNDP Nicaragua
38	Kolybashkina	Nina	Programme Specialist, UNDP Regional Centre Cairo
39	Laberge	Marie	Programme Specialist, UNDP Regional Centre Dakar
40	Landman	Todd	University of Essex
41	Lanti	Irman	DG Practice Leader, UNDP Indonesia
42	Lillehammer	Giske	Norad
43	Lister	Sarah	Governance Adviser and OIC, OGC
44	Lukatela	Ana	UN Women
45	Machanga	Keboitse	IDES
46	Manic	Jelena	Programme Officer
47	Massing	Stephan	OECD
48	Melim-Mcleod	Claudia	Governance Adviser, OGC
49	Mohamed	Paula	Programme Manager UNDP, Barbados
50	Munck	Gerardo	Consultant
51	Nababan	Abdon	Secretary General of AMAN (Indonesian Network for Indigenous Peoples)
52	Nahem	Joachim	Programme Manager, OGC
53	Nickson	Andrew	Consultant
54	Noto	Gerardo	Programme Specialist, DG RBLAC
55	Oia	Ingvild	Programme Specialist, OGC
56	Omar	Harbi	UNDP Djibouti
57	Pant	Sujala	Programme Specialist, UNDP Regional Centre Bangkok
58	Penjore	Dorji	Researcher, The Centre for Bhutan Studies

59	Pinto	Alvaro	DG-TL-LAC
60	Recanatini	Francesca	World Bank
61	Risteska	Marija	SEEU
62	Sacaze	Jean-Pierre	European Commission
63	Salmon	Jago	UNDP BCPR
64	Samuel	John	Governance Assessment Adviser, OGC
65	Santos	Fatima	Assistant Country Director, UNDP Angola
66	Scognamillo	Corrado	European Commission
67	Skjaeveland	Petter	Norad
68	Stojkoska	Mihaela	UNDP Macedonia
69	Tamesis	Pauline	DG Team Leader, UNDP Regional Centre Bangkok
70	Tasmaganbetov	Gani	Administration of the President, Kazakhstan
71	Teskey	Graham	Formerly DFID, now World Bank
72	Vallings	Claire	DFID
73	van Hoof	Paul	Consultant
74	Vidar	Helgesen	Secretary General, International Idea
75	Walter	Marius	JPO, UNDP Malawi
76	Wilde	Alex	Consultant
77	Wilson	Christopher	Communication Associate, OGC

## ANNEX 4

# GAP KNOWLEDGE PRODUCTS

### PUBLICATIONS LIST

(Most publications are available at [gaportal.org/view/undp\\_pub](http://gaportal.org/view/undp_pub). Please contact the GAP team for further information: [governance.assessments@undp.org](mailto:governance.assessments@undp.org))

#### User's Guides

1. Governance Indicators: A Users' Guide (2nd Edition) ([Arabic](#), [Spanish](#), [French](#), [English](#))
2. A Users' Guide to Measuring Corruption ([English](#), [Spanish](#), [French](#))
3. Users' Guide for Measuring Public Administration Performance ([English](#), Russian, Arabic)
4. A Users' Guide to Measuring Local Governance ([French](#), [English](#), [Spanish](#), [Russian](#))
5. A Users' Guide to Civil Society Assessments ([English](#), [Ukrainian](#), Arabic, French)
6. Measuring Democratic Governance: A Framework for selecting pro-poor and gender sensitive indicators ([French](#), [English](#))
7. Indicators for Human Rights Based Approaches to Development in UNDP Programming - A Users Guide ([Spanish](#), [French](#), [English](#))
8. A User's Guide to Measuring Gender-Sensitive Basic Service Delivery ([Arabic](#), [English](#), [Spanish](#), [French](#))
9. Planning a Governance Assessment: A Guide to Approaches, Costs and Benefits ([English](#))
10. Maximising the potential of UNCAC implementation: Making use of the self-assessment checklist ([English](#))
11. Users' Guide on Measuring Fragility ([English](#))

#### Programme Information

12. About the Global Programme on Democratic Governance Assessments ([Spanish](#), [French](#), [English](#))
13. UNDP Practice Note on Democratic Governance Assessments ([English](#), [Spanish](#), [French](#))
14. Fast Facts - Democratic Governance Assessments ([English](#))
15. Global Programme on Democratic Governance Assessments (project document) ([English](#), [French](#))

## Training Packages

16. Measuring Democratic Governance: A training module for selecting and using democratic governance indicators that are pro-poor and gender-sensitive ([English \(slides\)](#), [English \(posters\)](#))
17. Training Manual for Measuring Corruption ([English](#))
18. Communication Package for A Users' Guide to Measuring Local Governance ([English](#), [English \(slides\)](#))

## Discussion Papers

19. Claiming the MDGs: An Empowerment Framework ([English](#))
20. Pro-Poor Governance and the Policy Process: A Framework ([English](#))
21. Understanding and Programming for Linkages: Democratic Governance and Development ([English](#))
22. Governance Assessments in Conflict and Fragile Environments: Challenges and Opportunities ([English](#))
23. Measurement Methodologies for Legal Empowerment of the Poor ([English](#))
24. Preliminary Survey on Donor Use of Governance Assessments ([English](#))
25. Governance Assessments and the Paris Declaration ([English](#))
26. The Role of Research Institutions and Think Tanks in Linking Up Governance Evidence with Policy Making in China ([English](#))
27. Think Tanks in Post-Conflict Context: Towards Evidence-Informed Governance Reform ([English](#))
28. Evidence-Informed Policy in Post-Conflict Contexts: Nepal, Peru and Serbia ([English](#))
29. Governance Evidence in Peru: Production and Use in the Education Sector ([English](#))
30. Bringing Governance Evidence into the Policy Process: Opportunities and Challenges in Post-Conflict Serbia ([English](#))
31. Evidence-Based Policy in a Post-Conflict Context: A Case Study from Nepal ([English](#))
32. Institutionalising Governance Evidence: Experiences of Think Tanks in the African Peer Review Mechanism ([English](#))
33. Evidence Generation in Developing Countries: The case of Sudan ([English](#))
34. The Role of Think Tanks and Research Institutes for More National Ownership and Alignment of Evidence to Policy ([English](#))
35. Development and Use of Governance Indicators in Africa: Research Overview ([English](#), French)
36. Development and Use of Governance Indicators in Africa: Full Report ([English](#))
37. Development and Use of Governance Indicators in Africa: Case of Ghana ([English](#))
38. Development and Use of Governance Indicators in Africa: Case of Mozambique ([English](#))

39. Development and Use of Governance Indicators in Africa: Case of Rwanda ([English](#))
40. Measuring National Statistical Capacity in Conflict and Fragile Countries ([English](#))
41. Gender Analysis of Afrobarometer Data Round 4 (forthcoming)

## Project outputs

42. Governance Indicators in the Philippines: A User's Guide ([English](#))
43. Rapid Assessment Report on Governance Indicators Sources and Use in the Philippines ([English](#))
44. Democratic Governance Indicators: Assessing the State of Governance in Mongolia ([English](#))
45. Millennium Development Goal 9: Indicators and the state of democracy in Mongolia ([English](#))
46. Indicadores de Gobernabilidad Democrática en el Paraguay ([English](#))
47. Viet Nam Provincial Governance and Public Administration Performance Index (PAPI) 2010: Measuring Citizens' experiences ([English](#))
48. A Gender Disaggregated Analysis of PAPI 2010 Data ([English](#))
49. Measuring Democracy in Indonesia: 2009 Indonesia Democracy Index
50. Indonesia democracy Index training modules
51. China Governance Assessment Framework
52. Gender, Governance and Human development in the Dominican Republic
53. Transparency and Accountability in the Montenegrin Governance System
54. Bhutan policy screening tools
55. The People-Centred Analyses Reports (FYR Macedonia)
56. Governance Assessment Frameworks (Egypt)
57. Local governance assessment in the Mexican States

## Reviews and Evaluations

58. DGTTF Review of "Transparency and Accountability in the Montenegrin Governance System"
59. DGTTF Review of China Governance Assessments
60. Evaluation of "Monitoring of Mongolia MDG9"
61. DGTTF Review of Governance Indicators in Paraguay (forthcoming)
62. Mid-term review of Chile Democracy Audit
63. Mid-term review of "Monitoring of National development in Senegal"
64. Mid-term Review of the Global Programme on Governance Assessments (forthcoming)

## Mappings

65. Mapping of Corruption and Governance Measurement Tools in Sub-Saharan Africa ([English](#))
66. Mapping of Corruption and Governance Measurement Tools in Latin American Countries ([Spanish](#), [English](#))
67. UNDP National Human Development Reports (NHDR) and the Use of Democratic Governance Indicators ([English](#))
68. Democratic Governance Indicators and UNDP Human Development Reports ([English](#))

## Conference reports and case studies

69. Governance Assessments and the Paris Declaration: Opportunities for Inclusive Participation and National Ownership ([English](#))
70. Summary Review of the Malawi Growth and Development Strategy (MDGS) Governance Indicators ([English](#))
71. The Ghana APRM Process: A Case Study ([English](#))
72. Being Assessed: The Case of Malawi ([English](#))
73. Assessing Oneself: The Case of Mongolia ([English](#))
74. Oslo Governance Forum Outcome Report (forthcoming)
75. Lessons Learned Report (forthcoming)

## Books

76. Making the State Responsive: Experience with Democratic Governance Assessment



## ANNEX 5

### TRAINING ON GOVERNANCE ASSESSMENTS PROVIDED BY THE GLOBAL PROGRAMME, 2009–2011

This includes training and awareness-raising events on different aspects of the nationally-owned GA approach organized, funded or co-funded by the Programme, as well as training services provided by the Programme within training events organized and funded by external partners, upon those partners request. Training events are listed in chronological order.

Date and location	Title/contents of event	Organized by/in partnership with	Beneficiaries
<b>2009</b>			
May 2009 in Tunis, Tunisia	Hands-on training on the use of corruption indicators as part of the UNCAC self-assessment	UNDP-POGAR and UNDOC	Government officials from 15 Arab countries
Jun. 2009 in Cairo, Egypt	Governance Assessment Methods and Applications of Governance Data in Policy-Making	UNDP (GAP) and Social Contract Centre of IDSC (with participation of other UN agencies (WHO, UNIFEM) and NGOs (COHRE)	UNDP governance staff and national partners from Egypt, Morocco, Djibouti, Senegal and other Africa & Arab States representatives
Jun. 2009 in Amman, Jordan	Training workshop on measuring governance	UNDP (GAP), InWent and the Arab Institute for Training and Research in Statistics (AITRS)	
Oct. 2009 in Oslo, Norway	Training workshop on country-owned assessments in support of national anti-corruption strategies	UNDP (GAP) and UNDP Bratislava Regional Centre	Several representatives of 4 national AC agencies (Kosovo, FYR Macedonia, Montenegro, Turkey)
Nov. 2009 in Windhoek, Namibia	Country-led Governance Assessments: Sharing Experiences and Increasing Political Accountability (in Africa)	UNDP (GAP), InWent Centre for Economic, Environmental and Social Statistics and the Namibian Institute for Democracy (NID)	77 participants from about 25 countries including more than 20 African countries, coming from UN agencies, government bodies, national statistical offices, academic institutions and civil society organizations

2010			
<b>Mar. 2010 in Beirut, Lebanon</b>	Training for Arab non-governmental actors on anti-corruption assessments	UNDP-POGAR	Over 30 participants from Arab NGOs, academia, media and private sector
<b>Jun. 2010 in Panama</b>	Measuring governance in Latin America and the Caribbean	UNDP (OGC), RBLAC and Panama Regional Centre	UNDP governance staff and national partners (government and NGOs) from 10 LAC countries
<b>Jun. 2010 in Sana'a, Yemen</b>	Training on measuring corruption	UNDP-Yemen	Yemeni CSOs, coalition of CSOs aiming to become Yemen's TI chapter, and government officials
<b>Oct. 2010 in Brussels, Belgium</b>	Anti-corruption analysis training	European Commission (EC) / EuropeAid	EU delegations and HQ staff working on external relations
<b>Oct. 2010 in Belgrade, Serbia</b>			
<b>Dec. 2010 in Dakar, Senegal</b>	African solutions for measuring governance and corruption	Africa Governance Institute (AGI), Laboratoire de Recherche et d'Etude sur la Gouvernance (LAREG) and Dakar University (UCAD) with contributions from TI, Mo Ibrahim, World Bank etc.	Over 100 participants from government institutions from Senegal, representatives from other francophone African countries, members of the West-African academic community, local and regional NGOs, University students
<b>Dec. 2010 in Belgrade, Serbia</b>	National tools for anti-corruption measurements	UNDP-Serbia, Bratislava Regional Centre and GAP	20 staff members from Serbian anti-corruption agency
2011			
<b>May 2011 in Monte Negro</b>	National tools for anti-corruption measurements	UNDP-Serbia, Bratislava Regional Centre and GAP	20 staff members from anti-corruption agency of Monte Negro
<b>Sept. 2011 in Gotheburg, Sweden</b>	Measuring Decentralization and Local Governance	Swedish International Centre for Local Democracy is organizing together with UNCDF	Middle and Senior managers from Local governments, LGA's and Ministries of LG in Rwanda, Uganda, Zambia and Zimbabwe.

**EVENTS ORGANIZED BY OR WITH THE PARTICIPATION OF THE GLOBAL PROGRAMME, POSITIONING UNDP IN THE GLOBAL DEBATE ON GOVERNANCE ASSESSMENTS, 2008–2011**

Date and location	Title/contents of event	Organized by/in partnership with	Participants	GAP role and outcome(s)
2008 in London, UK	OECD-DAC conference on governance assessments	OECD-DAC	100 governance specialists from 28 development agencies, 9 developing countries, civil society and academia	OGC/GAP played key role in advocating for more country ownership of governance assessments, and succeeded as reflected explicitly in the OECD-DAC GA principles
2008 in Moscow, Russia	Annual meeting of the global initiative for measuring progress	OECD-supported initiative, 2008 annual meeting hosted by Russian Statistical Agency		OGC represents UNDP in the global initiative's executive board. In this meeting OGC stressed the importance of nationally-owned, participative, inclusive and aligned measurement methods – reflected in report
2008 in Tunisia	Governance assessments in Africa	African Development Bank (ADB)	African scholars, practitioners and NGOs engaged in African Peer Review Mechanism reporting and in Joint Governance Assessments, and donor representatives	OGC together with African NGOs stressed the importance of enhancing national capacity, fostering domestic accountability of government and donors to peoples' concerns and needs and to national development strategies – reflected in report

<p><b>Nov. 2008 in Bogota, Colombia</b></p>	<p>Assessing public institutions in Latin America</p>	<p>Institut de Recherche et Debat sur la Gouvernance (IRG) and Universidad de los Andes</p>	<p>30 governance assessments experts from civil society, international organizations and government, and from 8 different countries in LAC, Africa and Europe</p>	<p>Publication “documento de síntesis - seminariointernacional: evaluación de las instituciones públicas en America latina” where UNDP (Oslo) is cited as a presentor and key contributor to the conclusions, recommending ways for assessments to bring actual change in public institutions</p>
<p><b>Jan. 2009 in Cairo, Egypt</b></p>	<p>Roundtable on “Evidence on governance into policy: the role of research institutes and think tanks”</p>	<p>UNDP (GAP) and IDRC Canada</p>		<p>Nine discussion papers published (list on <a href="http://www.gaportal.org/support/workshops/cairo-roundtable-evidence-governance-policy">http://www.gaportal.org/support/workshops/cairo-roundtable-evidence-governance-policy</a>)</p>
<p><b>Jan. 2010, in Oslo, Norway</b></p>	<p>Debate on Measuring Democracy</p>	<p>University of Oslo</p>	<p>Invited academics and experts.</p>	<p>The panel entitled “Assessing Rooted Powers and Shallow Democracy: Lessons learned and ways ahead”, where the Global Programme on Democratic Governance Assessments was invited among other panellists, looked at experiences from Kenya and Indonesia, showing that formal democratic procedures, often the focus of Western-led assessments, are not sufficient to achieve effective and sustainable democratic governance in a country.</p>

<p><b>May 2010 in London, UK</b></p>	<p>Workshop on Measuring Poor State Performance</p>	<p>Crisis States Research Centre, London School of Economics</p>	<p>Academic researchers and experts in the area of crisis, fragility and measurement.</p>	<p>Over two days participants - producers of fragility indices, researchers and donors - were walked through existing databases and fragility indices and their shortcomings (e.g. shortage and reliability of data, aggregation methods, ambiguous definitions), as well as alternative methods to partially improve the quality of indices (fuzzy regression, alternative aggregation methods).</p>
<p><b>May 2010 in Oslo, Norway</b></p>	<p>Seminar on Measuring Human Rights</p>	<p>University of Oslo</p>	<p>UN agencies, the European Union, academic institutions from both the “North” and the “South”, and specialized human rights-related entities.</p>	<p>Discussed comparative merits of a country-led approach and an Economic and Social Rights Fulfilment (ESRF) Index which would come to fill in a gap present both in traditional human rights measurement and in existing development indices. GAP prepared and presented a paper (<a href="http://www.jus.uio.no/smr/english/about/programmes/serp/conferences/qa.html">www.jus.uio.no/smr/english/about/programmes/serp/conferences/qa.html</a>).</p>
<p><b>June 2010, in Panama</b></p>	<p>Latin American and Caribbean Regional Workshop on Governance Assessments</p>	<p>UNDP’s Regional Bureau for Latin America and the Caribbean, and the Escuela Virtual based in Bogota</p>	<p>GAP country projects and stakeholders in the region</p>	<p>Most countries have kept in contact with each other after the workshop to pursue and further benefit from the intra-regional discussions initiated during the workshop.</p>

<p>July 2010, in Washington DC, USA</p>	<p>Expert Workshop on Peacebuilding and Statebuilding Indicators</p>	<p>OECD-INCAF and the World Bank-World Development Report 2011, in cooperation with UNDP-BCPR,</p>	<p>Policy makers and development practitioners.</p>	<p>Debate was structured to inform the international dialogue that led to the Dili Declaration, the outcomes of which will be presented at the 4th High Level Forum in 2011 and feed into other policy debates. In addition, workshop discussions will be an input to the World Development Report 2011.</p>
<p>Nov. 2010 in Brussels, Belgium</p>	<p>Launch of Comparative study on the Use of Governance Indicators in Sub-Saharan Africa</p>	<p>European Commission, Institute for Democracy in South Africa (IDASA), Institute for Democratic Governance (IDEG) in Ghana, Institute for Research and Dialogue for Peace (IRDP) in Rwanda and the Centre for Studies on Democracy and Development (CEDE) in Mozambique</p>	<p>European community agencies, African think tanks and partner organisations.</p>	<p>The key findings of this innovative comparative study were presented at the European Commission in Brussels in November 2010, and the complete final study will be published in early 2011.</p>
<p>Sept. 2010, in Accra, Ghana</p>	<p>Afrobarometer Policy Conference</p>	<p>Afrobarometer</p>	<p>Afro barometer Network members, participants from government, civil society and academia from several African countries as well as donor representatives.</p>	<p>Based on the Global Programme's involvement in this discussion, UNDP is considering ways to engage more with the Afrobarometer and make more systematic use of its data to better inform its country and regional-level programming, for political economy analysis, discussions with partner governments on governance priorities, and within its support to the APRM process</p>

<p><b>Oct. 2011, in Oslo, Norway</b></p>	<p>Oslo Governance Forum</p>	<p>UNDP's Democratic Governance Group in collaboration with United Nations Democracy Fund (UNDEF), ActionAid, ACT Alliance, World Bank Institute and PRIA Global Partnership</p>	<p>Over 250 practitioners, policy experts and leaders representing government, civil society, academia and international organizations. We will have representation from 70+ countries across the world</p>	<p>The Oslo Forum provided a platform for a wide range of stakeholders to initiate partnerships and collaboration around country-led governance assessments, including initiating partnerships between the OGC and Forum co-organisers. The Forum also produced the Oslo Principles on Democratic Governance Assessments, which may be accessed here: <a href="http://bit.ly/oslo_ps">http://bit.ly/oslo_ps</a>. For more on the Oslo forum, see <a href="http://bit.ly/oslogovforum">http://bit.ly/oslogovforum</a>.</p>
<p><b>Nov. 2011, in Dakar, Senegal</b></p>	<p>Africa Forum on Civil Society and Governance Assessments</p>	<p>UNDP Partnerships Bureau/Civil Society Division, and Regional Bureau of Africa, Trust Africa, CIVICUS, CONGAD and African Governance Institute.</p>	<p>120 participants – civil society, research institutes and development practitioners from more than 30 countries.</p>	<p>The event prompted initiation of a number of innovative partnerships on assessment in the region, and will lead to a number of outputs, including publications and the establishment of a regional network. For further information on the event, visit <a href="http://bit.ly/dakar_forum">http://bit.ly/dakar_forum</a></p>

## ANNEX 6

### BIBLIOGRAPHY

Addison, Helen, "Support in Achieving MDG-9 on Human Rights and Democratic Governance in Mongolia, Phase II Project", 2011

Hopwood, Ian, "Review of the Project for Capacity Building for Good Governance in Senegal", 2011

Munck, Gerardo, "Evaluation of Governance Assessment: How Democratic is Democracy in Chile?" 2011

Nickson, Andrew, "Review of DGTTF Project in the Area of Governance Assessment, Paraguay", 2011

Oslo Governance Centre, GAP Portal: information on projects, user guides

UNDP, *Making the State Responsive*, 2011

UNDP, "China Governance Assessments", The DGTTF Lesson Learned Series, 2011

UNDP, "Montenegro Governance Assessments", The DGTTF Lesson Learned Series, 2011

UNDP, "GAP, Workplans", 2008–2011

UNDP, "Project Facts: Egypt, Tajikistan, Macedonia, Viet Nam, Nigeria, Nicaragua, China, Kazakhstan, Malawi, Senegal, Indonesia, Bhutan, Mexico, Chile", 2011

UNDP, "Republic of Kazakhstan Public Administration Assessments", 2010

UNDP, "Aiming Higher, Summary", 2011

UNDP, "Democratic Governance 2008–2010, Strategic Plan Mid–Term Review", 2010

UNDP, "Responding to Trends in Democratic Governance: A New Strategic Vision for DGG", 2011

UNDP, "UNDP Strategic Plan 2008–2011"





**United Nations Development Programme**

Bureau for Development Policy  
Democratic Governance Group  
304 East 45<sup>th</sup> Street, 10<sup>th</sup> Fl.  
New York, NY 10017

Oslo Governance Centre  
Inkognitogata 37, 0256 Oslo, Norway

[www.undp.org/governance](http://www.undp.org/governance)  
[www.undp.org/oslocentre](http://www.undp.org/oslocentre)  
[www.gaportal.org](http://www.gaportal.org)

December 2011