10th MEETING OF THE COMMITTEE OF EXPERTS ON PUBLIC ADMINISTRATION

PRESENTATION TO THE WORKING GROUP ON PARTICIPATORY APPROACHES TO DEVELOPMENT MANAGEMENT

Development Management Branch (DMB)
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New York, 6 April 2011

UNPAN

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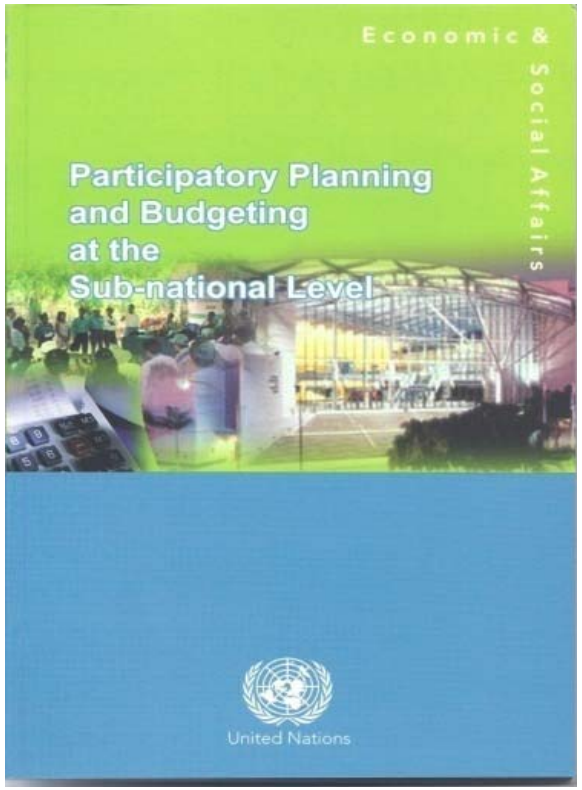
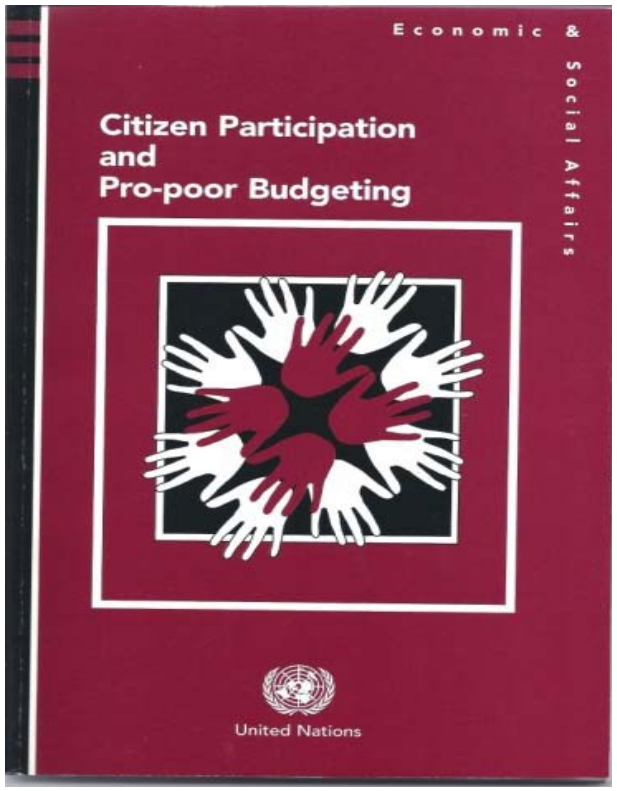
OBJECTIVES

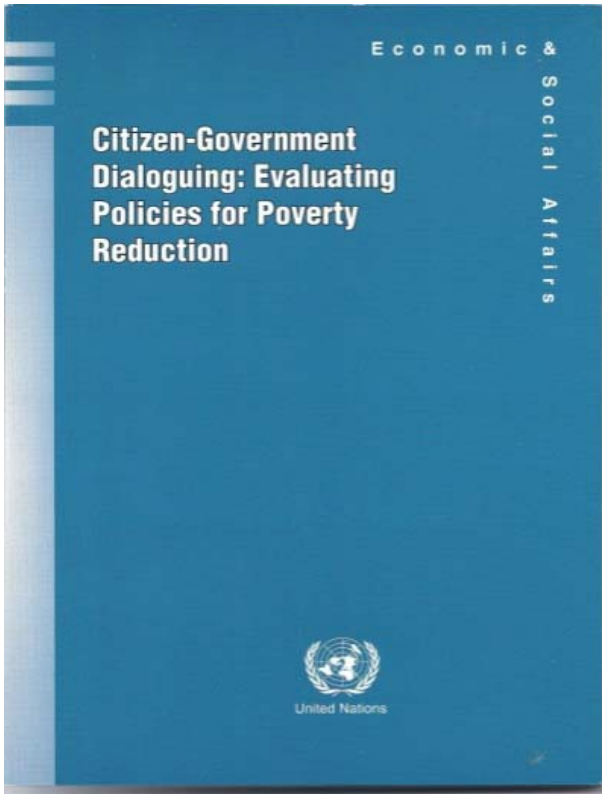
- **The objectives of this Working Group session are the following:**
  - **To present the evolving work of DMB**
    - how it seeks to follow themes of growing importance in the development agenda
  - **To receive feedback and advice from CEPA members**
    - for DMB to improve its focus, approaches and outputs
  - **To learn from other participants on possible synergies between DMB's work and their organizations'**
    - to detect complementarities, avoid duplication and built on lessons learnt

WHERE WE ARE COMING FROM (1)

- **2005: analytical publications on participatory approaches in budgeting and policy evaluation**

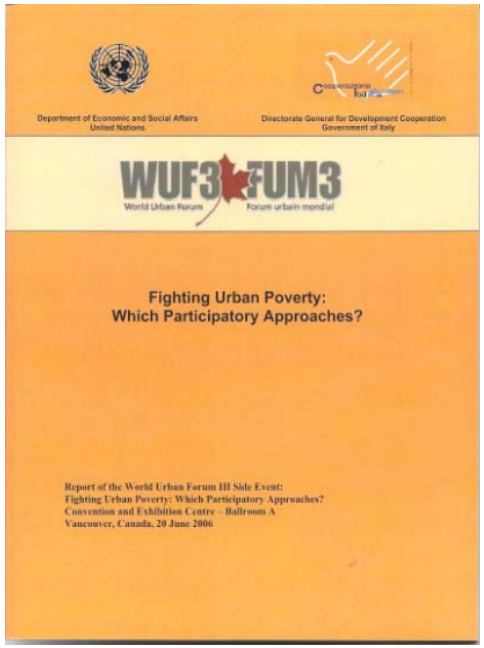


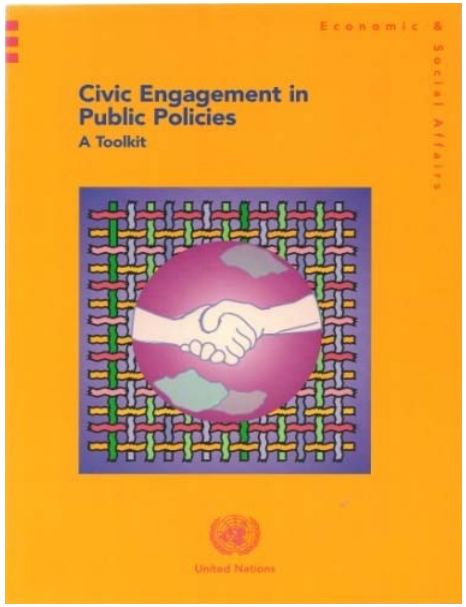


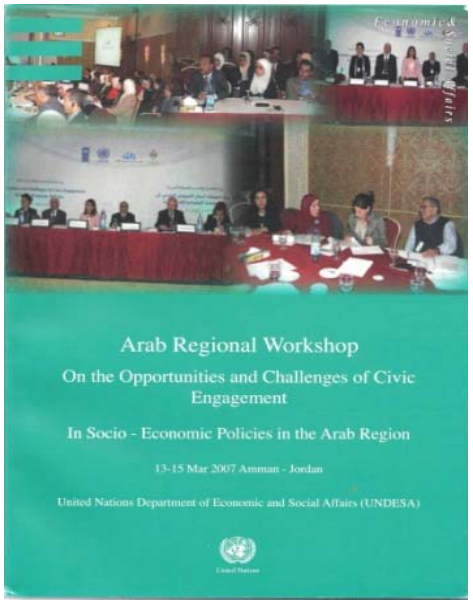


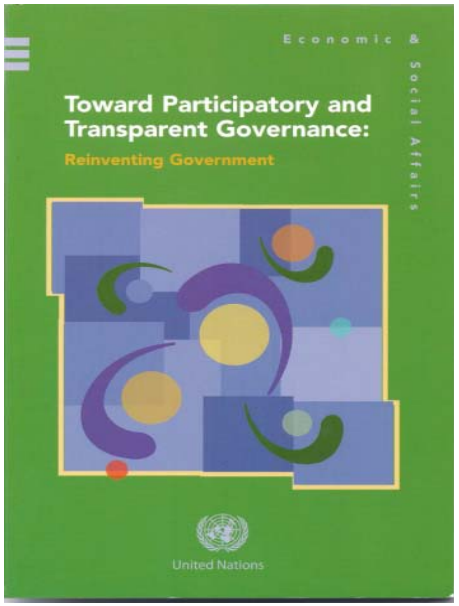
WHERE WE ARE COMING FROM (2)

- **2006-07: analytical publications and toolkits on participatory approaches in urban and general contexts**



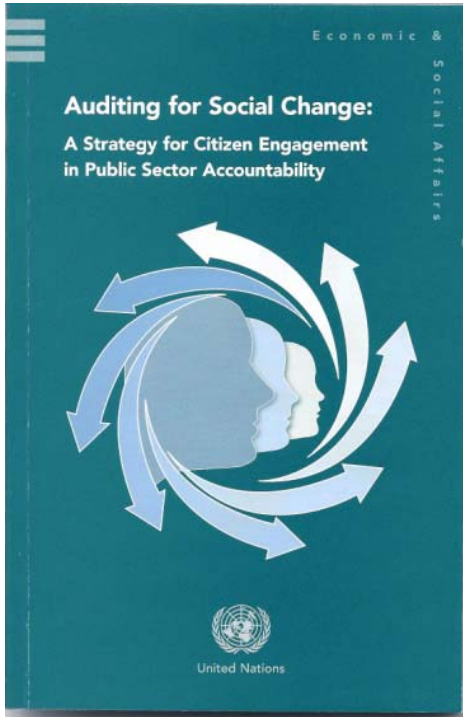


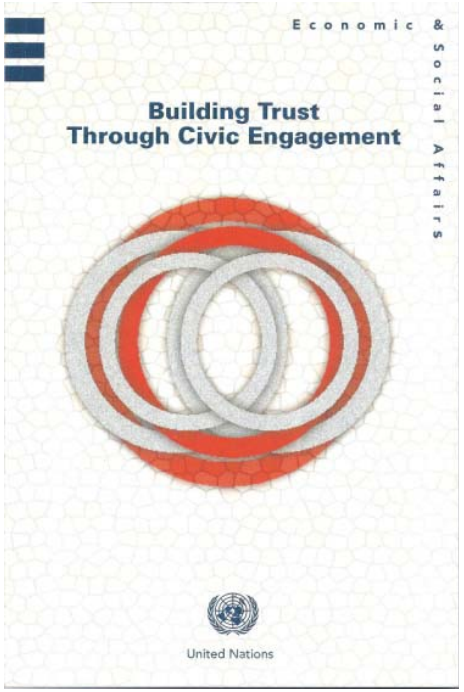


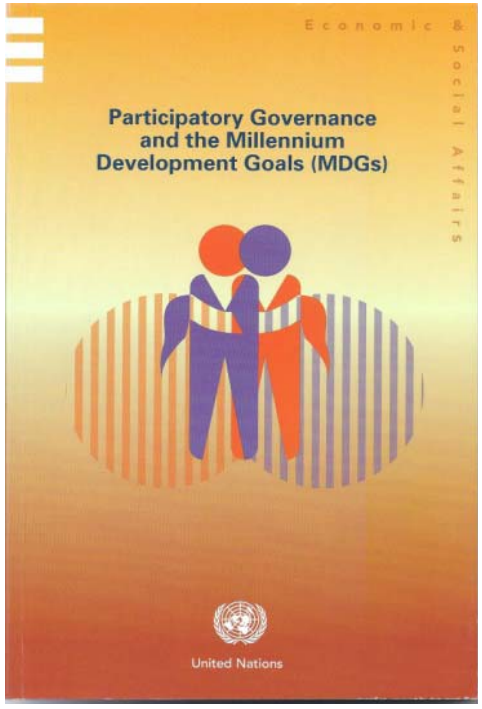


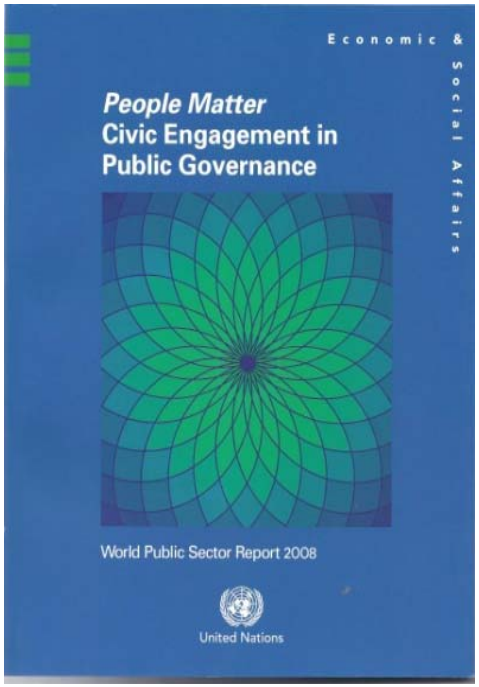
WHERE WE ARE COMING FROM (3)

- **2007-08: analytical publications on participatory approaches: in auditing; for building trust; and for public governance**



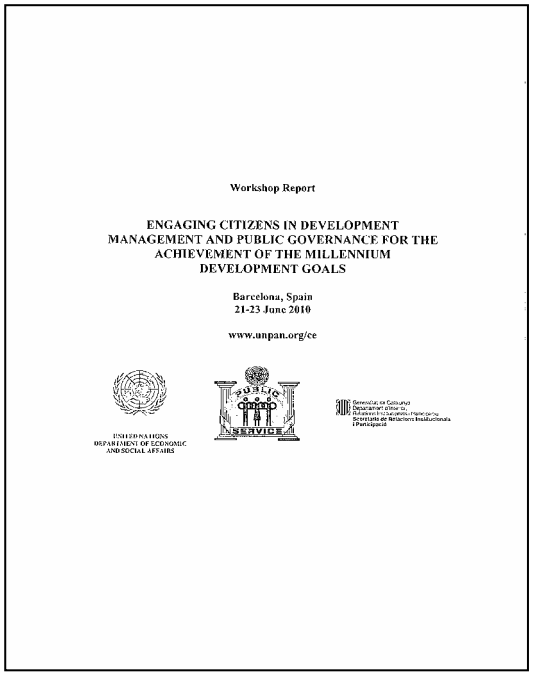






WHERE WE ARE COMING FROM (4)

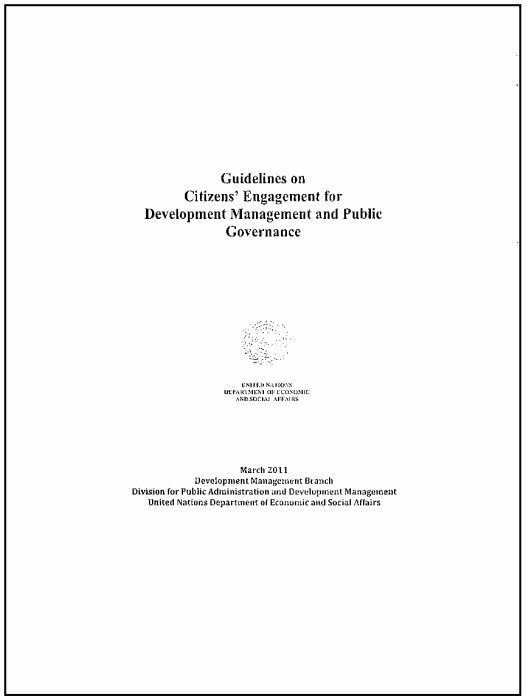
- **2009-11: workshop report, guidelines and online training course on citizens' engagement for development management and public governance**


Workshop Report

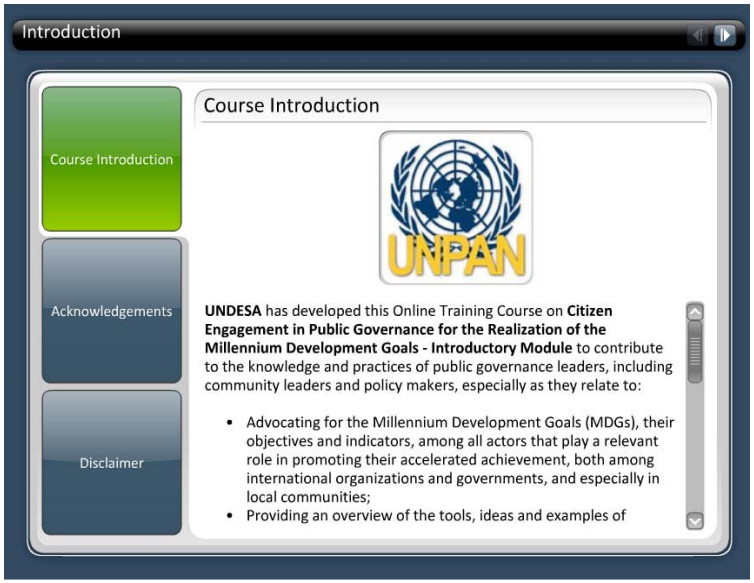
ENGAGING CITIZENS IN DEVELOPMENT MANAGEMENT AND PUBLIC GOVERNANCE FOR THE ACHIEVEMENT OF THE MILLENNIUM DEVELOPMENT GOALS

Barcelona, Spain
21-23 June 2010

www.unpan.org/ce


Guidelines on
Citizens' Engagement for
Development Management and Public
Governance

March 2011
Development Management Branch
Division for Public Administration and Development Management
United Nations Department of Economic and Social Affairs



http://unpan1.un.org/intradoc/groups/public/documents/un-dpadm/unpan045265.pdf

http://unpan1.un.org/intradoc/groups/public/documents/un-dpadm/unpan044724~1.pdf

http://www.unpan.org/ELearning/OnlineTrainingCentre/tabid/1456/language/en-US/Default.aspx

WHERE WE STAND NOW (1)

While several fundamental documents of the UN make direct references and call on governments, and on development stakeholders in general, to further engage citizens, civil society organizations and private sector organizations in public development affairs, most recently **the global summit about the MDGs hosted by the UN in September 2010 provided the following [i]:**

"We take note of the lessons learned and successful policies and approaches in the implementation and achievement of the Millennium Development Goals and recognize that with increased political commitment these could be replicated and scaled up for accelerating progress, including by:
(…)
(e) Supporting participatory, community-led strategies aligned with national development priorities and strategies;
(f) Promoting universal access to public and social services and providing social protection floors;
(g) Improving capacity to deliver quality services equitably;
(h) Implementing social policies and programmes, including appropriate conditional cash-transfer programmes, and investing in basic services for health, education, water and sanitation;
(i) Ensuring the full participation of all segments of society, including the poor and disadvantaged, in decision-making processes;
(…)
(l) Enhancing opportunities for women and girls and advancing the economic, legal and political empowerment of women;
(n) Working towards transparent and accountable systems of governance at the national and international levels;
(o) Working towards greater transparency and accountability in international development cooperation, in both donor and developing countries, focusing on adequate and predictable financial resources as well as their improved quality and targeting;
(….)".

[i] See: Draft resolution referred to the High-level Plenary Meeting of the General Assembly, by the General Assembly, at its sixty-fourth session: "Keeping the promise: united to achieve the Millennium Development Goals", http://www.un.org/en/mdg/summit2010/pdf/mdg%20outcome%20document.pdf. In particular, the quote included in the text corresponds to paragraph 23 of the draft resolution.

WHERE WE STAND NOW (2)

- **DMB activities and outputs planned for 2011 are all geared to:**
  - **"Engaging citizens –and their organizations in the private sector and civil society- by the public administration, to improve the delivery of public services, in particular through enhancing public accountability and preventing corruption"**

WHERE WE STAND NOW (3)

- **This central theme carves out -and concentrates attention on- specific aspects of the broader field of citizens' engagement, in a threefold manner:**
  - **it highlights the engagement of citizens, civil society organizations and private sector organizations about the delivery of public services and public programs.**
    - the engaging of non-government actors in public policy making, laws or regulation making, etc. are not to be addressed in 2011 to gain deeper insights into the role of engagement in the management of public programs and the delivery of public services.
  - **the engagement of non-government actors is to be addressed for how it impacts on accountability of the public administration to people, and how it contributes to preventing corruption.**
    - other important effects of the engagement will not be subject to comparable scrutiny –for instance, empowerment, inclusion, and so on-, again for the sake of attaining a more profound understanding and assessment of the engaging of citizens works to enhance public accountability and prevent corruption.
  - **while impacts on accountability and prevention of corruption will be approached in an integral manner, attention will be privilege effects onto programs and services related to the *MDGs*:**
    - income transfers, subsidies, food and nutrition support, juridical assistance and other programs targeted to the poor;
    - labor training and support to entrepreneurship;
    - basic education;
    - healthcare for mothers and children, as well as for patients with transmittable diseases like malaria, tuberculosis and HIV-AIDS;
    - water and sanitation; etc.
    - moreover, in respect of public programs and services in all these matters, special attention will be paid to how engagement functions to eliminate gaps in the benefits accruing from these public program and services to women and men, and to the poor and non-poor populations.

WHAT WE LOOK AHEAD TO IN 2011 (1)

WHAT WE LOOK AHEAD TO IN 2011 (2)

- **Ultimately, in our analytical work, we look forward in particular to provide answers to the following questions, and in our capacity building activities we look forward to reflect the right answers accordingly:**

1. CITIZENS' ENGAGEMENT AND DEVELOPMENT MANAGEMENT

- Why may there be a need or an advantage for the public administration to engage citizens and their organizations to promote development in general, and to improve the delivery of public services and programs in particular?

2. IMPORTANCE OF PUBLIC ACCOUNTABILITY AND PREVENTION OF CORRUPTION FOR DEVELOPMENT

- What are the meanings of accountability and prevention of corruption in regard to the delivery of public services and programs?
- Why are accountability and prevention of corruption intrinsically important in this regard, beyond other notions such as efficiency, equity, coverage, reliability and other relevant dimensions about the delivery of public services and programs?

WHAT WE LOOK AHEAD TO IN 2011 (3)

3. CULTURES ON PUBLIC ACCOUNTABILITY AND PREVENTION OF CORUPTION

- What value do different peoples and cultures attach to these aspects of the delivery of public services and programs?
- What are their expectations and demands in relation to accountability and the prevention of corruption?
- What are their views about the engagement of citizens and their organizations with regard to the delivery of public services and programs?

4. SYSTEMS OF INSTITUTIONS TO SECURE PUBLIC ACCOUNTABILITY AND TO PREVENT CORUPTION

- Which are the most common institutional ways observable in countries around the world to improve the delivery of public services and programs, and to enhance accountability and prevent corruption about these?
- What are their distinctive features?
- What are their strengths and weaknesses?
- To what extent do different institutions in this regard work together, complement each other and constitute a system for national integrity?
- How does this impact on the delivery of public services and programs?

WHAT WE LOOK AHEAD TO IN 2011 (4)

5. EXPERIENCES AND PRACTICES ON THE ENGAGEMENT OF CITIZENS TO ENHANCE PUBLIC ACCOUNTABILITY AND TO PREVENT CORRUPTION

- How are governments of different countries acting in relation to the engagement of citizens by the public administration to improve the delivery of public services and programs, specifically to enhance accountability and prevent corruption in this respect?
- What are some noteworthy principles, norms, instruments, procedures, enforcement and evaluation means applied in diverse countries, nowadays or in the past years?
- Which seem to be the trends and contexts on this matter in each of the following groups of countries:
  - a) East and South Asia,
  - b) Eastern Europe and Central Asia,
  - c) Latin America and the Caribbean,
  - d) the countries members of OECD, e) the Pacific, and
  - f) West Asia and North Africa?

WHAT WE LOOK AHEAD TO IN 2011 (5)

6. ADAPTATION , ADOPTION AND INSTITUTIONALIZATION OF CITIZENS' ENGAGEMNT TO SECURE PUBLIC ACCOUNTABILITY AND TO PREVENT CORUPTION REGARDING THE DELIVERY OF PUBLIC SERVICES AND PROGRAMS

- How can countries determine the usefulness and viability of engaging citizens and their organizations to improve the delivery of public services and programs, with specific attention to enhancing accountability and preventing corruption?
- How can governments at the national or local levels build or improve systems of public administration of a participatory nature, for the sake of improving public services and programs in these dimensions?
- What are the fundamental aspects and elements for governments to take into consideration?
- How can non-government development stakeholders –citizens, civil society or private sector institutions, and international organizations- effectively contribute to capacity building and institutional development in this matter?

WHAT WE LOOK AHEAD TO IN *2012*

- **Continuing work on UNPACS**
  - **Participatory governance institutions**
  - **Public accountability systems**
  - **Instruments, practices and institutions for citizens' engagement**
- **Guidelines on institution-building for participatory governance**
- **Capacity building projects for participatory approaches to improve public service delivery, enhance accountability and prevent corruption**
- **Analytical work on rights-based approaches to citizens engagement in development management**

FOR DISCUSSION

- **Participants in this Working Group are invited to express their views regarding DMB's present and planned activities**
  - **under the conduction of the Chairperson**

END OF PRESENTATION

Thanks!

ANNEX

PRELIMINARY CONCEPTUAL MODEL ON PUBLIC GOVERNANCE

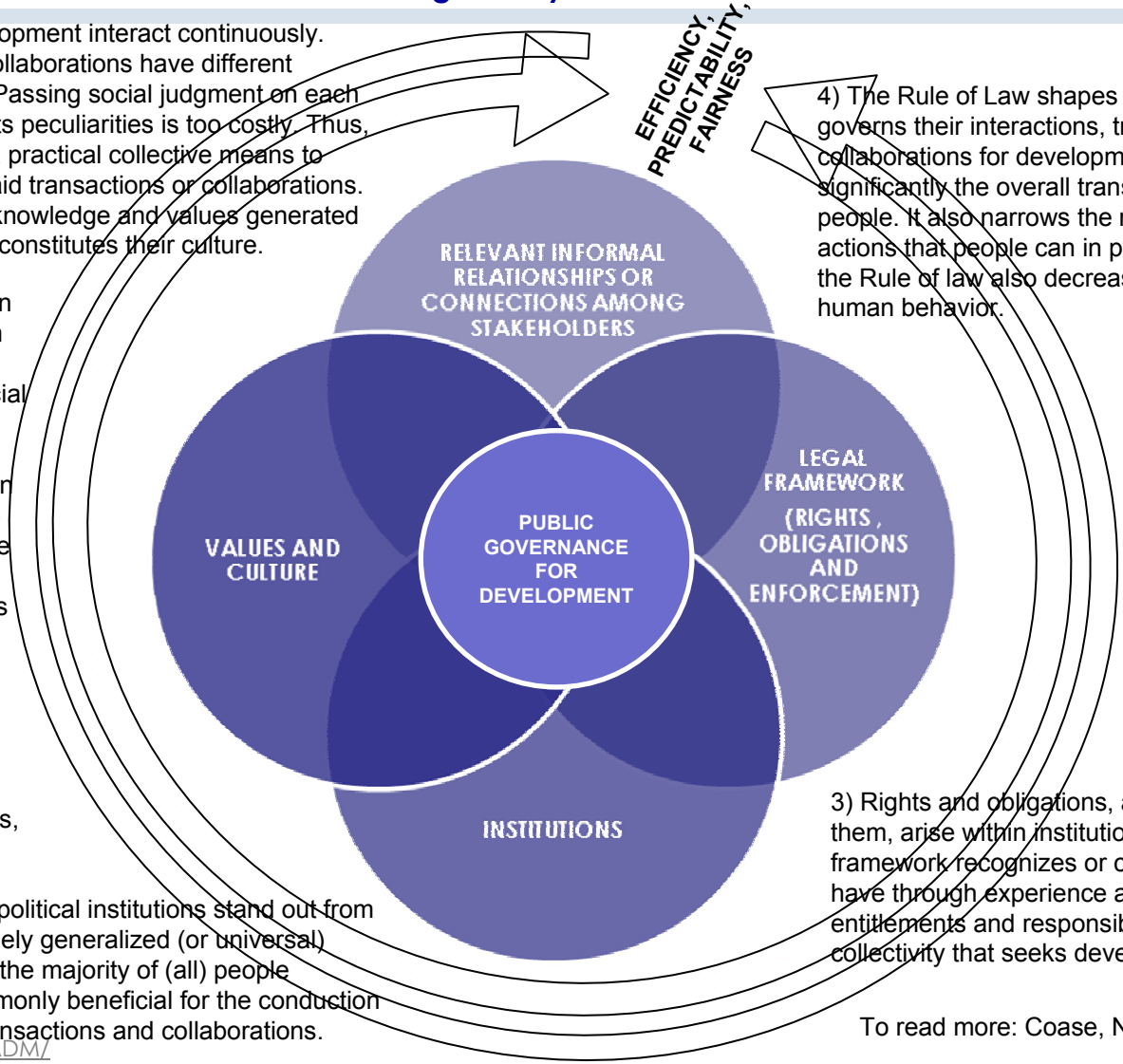
AND

RELATED DOCUMENTATION UPLOADED INTO UNPACS – PUBLIC GOVERNANCE FOR DEVELOPMENT

PROVISION OF SOUND STRUCTURAL ELEMENTS OF PUBLIC GOVERNANCE FOR DEVELOPMENT:

A 4 pillar theory predicated on collective learning and dynamic minimization of transaction costs and behavioral risks

1) Stakeholders of Development interact continuously. Their transactions and collaborations have different features and outcomes. Passing social judgment on each one through analysis of its peculiarities is too costly. Thus, people adopt values as a practical collective means to assess the qualities of said transactions or collaborations. The overall experience, knowledge and values generated by people in this context constitutes their culture.



4) The Rule of Law shapes behavior of people and governs their interactions, transactions and collaborations for development. This reduces very significantly the overall transactions costs among the people. It also narrows the range of behaviors or actions that people can in principle pursue, and thus the Rule of law also decreases risks associated with human behavior.

5) When the Rule of Law gets established as an accepted platform for people to conduct their interactions, transactions and collaborations, people proceed to adopt what may be considered their most ample and collective institution: the Constitution.

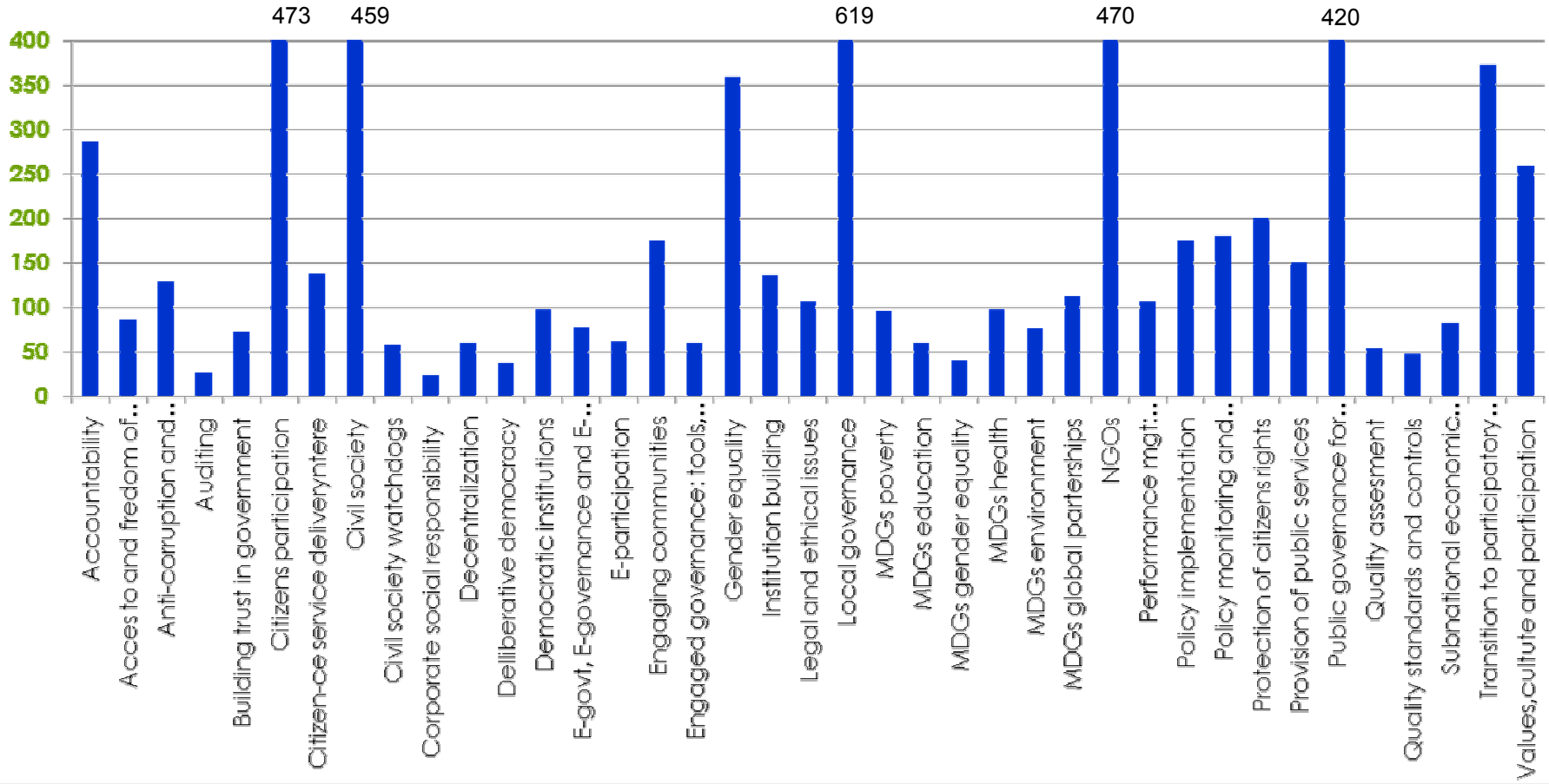
6) The better the Constitution and the legal-judicial system attain consistency between the legal framework, the social and political institutions, the values and culture, and the interactions and collaboration among the people, the more and better public governance for development, and the lowest the transactions costs and behavioral risks. This increases the basis of resources available for investment and encourages postponing present consumption for a better enjoyment in the future. Thus, the better development is attained.

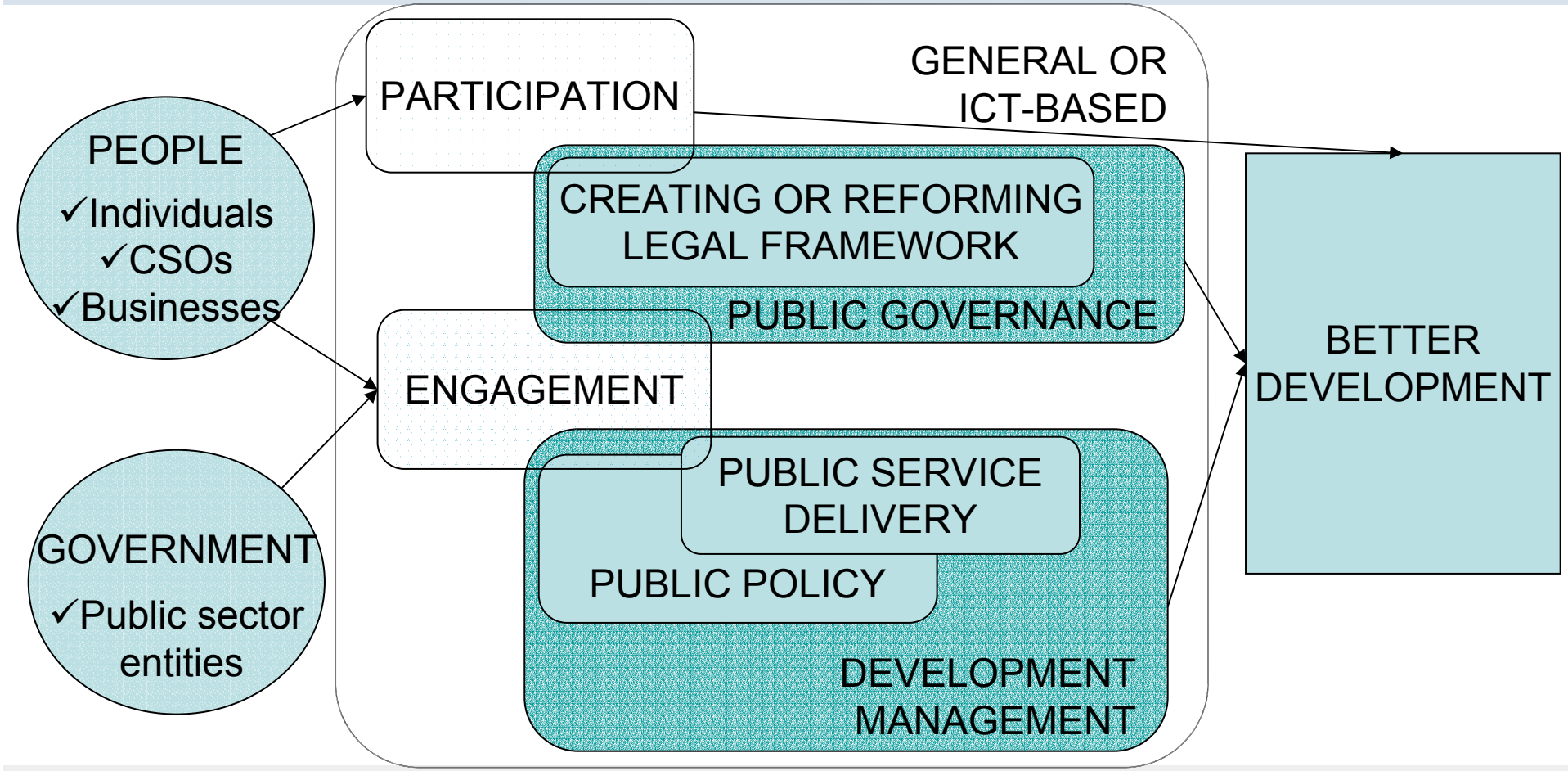
2) Social and political institutions stand out from culture as largely generalized (or universal) practices that the majority of (all) people consider commonly beneficial for the conduction of frequent transactions and collaborations.

3) Rights and obligations, and the rules to enforce them, arise within institutions as Law. This legal framework recognizes or captures what people have through experience acknowledged as their entitlements and responsibilities as members of a collectivity that seeks development.

To read more: Coase, Norton, Simon, Williamson.

SOME STATISTICS:
UNPACS – PUBLIC GOVERNANCE FOR DEVELOPMENT
DMB CONTRIBUTIONS OF ANALYTICAL DOCUMENTS, BY THEME



CONCEPTUAL DIAGRAM

BACK TO PRESENTATION