

**The UNDP Role in Public Administration Reforms
In the Arab Region**

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Public Administration and Public Accounting Development, With Stress on
Electronic Tools**

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ACRONYMS

AFESD	Arab Fund for Economic and Social Development
ARABOSAI	
ARADO	Arab Administrative Development Organization
AGFUND	
AIDMO	Arab Industrial Development and Mining Organization
BDP	Bureau for Policy Development
CCF	Country Cooperation Frameworks
CCA	Common Country Assessment
CPRR	Country Programme Review Reports
CSC	Civil Service Commission
CDR	Council for Development and Reconstruction
CISCO	
CDC	Community Development Centers
DPADM	Division for Public Administration and Development Management
ESCWA	Economic and Social Commission for Western Asia
GFMIS	Government Financial Management Information System
GCC	Gulf Cooperation Council
ICTDAR	Information Communication Technologies in the Arab Region
IMF	International Monetary Fund
IDU	Institutional Development Unit
ICT	Information and Communication Technologies
IDEA	Institute of Democracy and Electoral Assistance
JITCC	Jordan Information Technology Community Centers
MDGs	Millennium Development Goals
MIS	Mission and Scholarship Unit
MOF	Ministry of Finance
MOE	Ministry of Education
MOJ	Ministry of Justice
NARP	National Administrative Reform Programme
OECD	Organization for Economic Co-Operation and Development
OMSAR	Office of the Minister of State for Administrative Reform
PAG	Project Advisory Group
POGAR	Programme on Governance in the Arab Region
RBAS	Regional Bureau for Arab States
RCF	Regional Country Framework
REFM	Revenue Enhancement and Fiscal Management
RITSEC	Regional Information Technology and Software Engineering Center
ReDSOFT	Regional Education Software Center
SC	Supreme Court
SURF-AS	Sub- Regional Resource Facility for Arab States
SDH	Sustainable Human Development

TCU	Technical Cooperation Unit
UNOHCHR	United Nations Office of the High Commissionaire for Human Rights
UNDAF	United Nation Development Framework
UAE	United Arab Emirates
UNDP	United Nations Development Programme
UNDESA	United Nations Department of Economics and Social Affairs
UNICEF	United Nations Children's Fund
UNFPA	United Nation Population Fund
USAID	United States Agency for International Development
WB	World Bank

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Chapter One Purpose and Scope of the Paper

“Whether a nation succeeds or fails in its efforts to promote human development, or whether it even attempts to do so, is closely related to the character and quality of its governance”.

Arab Human Development Report 2002

1.1 Introduction

Over the last decade, governance has become a major field of international development cooperation. The Millennium Declaration -a clear re-affirmation of the global resolve to eradicate poverty- emphasizes democratic governance as an essential precondition for human development. In signing the Millennium Declaration, world leaders committed themselves to “spare no effort to promote democracy and good governance, strengthen the rule of law, as well as respect for all internationally recognized human rights and fundamental freedoms, including the right to development”.

The United Nations Development Programme (UNDP) has been at the forefront of the growing international consensus that good governance and sustainable human development are indivisible, and that developing the capacity for good governance can and should be the primary means to eliminate poverty and achieve the Millennium Development Goals (MDGs).

The UNDP defines governance as the exercise of economic, political and administrative authority to manage a country’s affairs at all levels. It comprises the mechanisms, processes and institutions, through which citizens and groups articulate their interest, exercise their legal rights, meet their obligations and mediate their differences. Further, Good governance is, among other things,

participatory, transparent and accountable. It is also effective and equitable and it promotes the rule of law. Lastly, good governance ensures that political, social and economic priorities are based broad consensus in society and that the voices of the poorest and the most vulnerable are heard in decision-making over the allocation of development resources.

In recent years, as the link between good governance and poverty reduction has become better understood, more and more developing countries are now undertaking efforts to re-focus the capacities of the public sector to meet their economic, social and environmental challenges. There is a renewed interest in dynamizing the role of the state in fostering sustainable human development, and in meeting people's needs for equity and fairness in the access to and the distribution of resources.

In the same vein, effective public sector management is increasingly seen as more than just modernizing state institutions, it is also about fostering dynamic partnerships with civil society and the private sector in order to improve the quality of service delivery, enhance social responsibilities and ensure the broad participation of citizens in decision-making. This calls for increased attention to the issue of decentralized government as a means to support poverty alleviation goals and conflict

prevention policies. These trends put increased emphasis on the performance of the civil service and on the need for an effective and efficient public management that is transparent and accountable.

As a neutral and experienced partner, UNDP supports public administration and civil service management reform and is a leader in coordinating external assistance in this field.

In this context, the United Nations Development Programme, welcomes collaboration with the Economic and Social Commission for Western Asia (ESCWA) and the Division for Public Administration and Development Management (DPADM), in organizing an expert consultative meeting to identify major issues and challenges facing public administration reform efforts in the Arab region, discuss good practices and lessons learned emanating from our experience and work in supporting public administration reforms leading to efficient, effective and accountable public sector.

To that effect, this paper will provide an overview of UNDP role in supporting public administration reforms in selected countries in the region and feature five case studies with recognized results in this practice area and highlight good practices and lessons learned. The paper will conclude with recommendations building on our experience and drawing on lessons learned to achieve reform objectives and expected results in the area of public administration and civil service development.

1.2. Methodology and Approach

The information and data provided in this paper, are mainly derived from a review of the Country Cooperation Frameworks (CCFs), Common Country Assessment (CCA), Country Programme Review Reports (CPRR), United Nations Development Framework (UNDAF) and the Regional Cooperation Frameworks for Arab States. In addition, project documents and mission reports, completed by the UNDP/SURF-AS team, as well as project evaluation and assessment documents and other publications were also consulted and largely inform the content of this paper.

Information and analysis were conducted mainly through desk research and literature review¹. Direct contact was established with all country offices throughout the process of preparing this paper. Data collected and observations made, in this document, were also shared with the country offices for validation and comments.

1.3 Special Consideration

In line with UNDP democratic governance strategic goals and areas of support in the field of public administration and civil service reforms (outlined in detail in section 2 of this paper), attention was given to examining the pattern of pursuing reforms and modernization of the public sector and their linkage to UNDP goals of poverty reduction and achieving the MDGs. Consideration was given to issues of functional review, merit-based and neutral civil service, competent and skilled public servants, public participation and citizen

¹ Research and data collection for this paper was conducted, with many thanks, by Saria Nezzameddin, an Intern/Researcher with the SURF-AS (Democratic Governance).

engagement, transparency and accountability, gender equity and implementation of ICT and e-government—key to efficient public service delivery and improved access to information and ultimately poverty reduction.

1.4 Country Case Studies

Five countries are selected to feature the cases studies in this paper to highlight success stories in public administration development in the Arab region. These are: Lebanon, Kuwait, Morocco, United Arab Emirates and Jordan.

It is noted here that this paper is not an evaluation of public administration reforms pursued by Arab countries in collaboration of UNDP, but rather an overview of UNDP support to public administration reforms highlighting insights and lessons learned drawing on their achieved results, building knowledge and sharing new ideas in strengthening a strategic practice area of democratic governance.

1.5 UNDP Partnerships and Resource Mobilization

Partnership with UNDP
<ul style="list-style-type: none"> ○ UN Identity. UNDP is trusted by a broad range of groups in society, including governments, non-governmental organizations, business communities, labour organizations among others. ○ Neutrality. UNDP promotes and plays a neutral broker role. ○ Universality. UNDP is present in 132 developing countries. ○ Convening Power and Familiarity with all Development Actors ○ Knowledge of communities and local development concerns as well as corporate social responsibility issues (Environment, HIV/AIDS, Human Rights).

In search for institutional capacity and regional expertise, UNDP has been broadening its circle of regional partners

to include a broad range of UN agencies, multilateral, international and regional organizations including civil society organizations and those characterized as think tank types. It also established project-based cooperation with the League of Arab States, ESCWA, Division for Public Economics and Public Administration, UN Department of Economic Affairs and Social Affairs and the Economic Commission for Africa It also cooperated with AGFUND in the area of women in development, with the Arab Trade Financing Programme, the Arab Industrial Development and Mining Organization (AIDMO) in the area of trade facilitation, with UNOHCHR in the area of human rights approach to sustainable development, with the Institute of Democracy and Electoral Assistance (IDEA) in the area of elections and civil society; as well as with the World Bank Institute, the European Union and the European Investment Bank in the protection of the natural environment in the Mediterranean and many other organizations with common development objectives and priorities.

Chapter Two: UNDP Strategic Areas of Support: Public Administration and Civil Service Reforms

2.1 Mission Statement and Mandate

UNDP Mission Statement

“ At the request of governments and in support of its areas of focus, assists in building capacity for good governance, popular participation, private and public sector development and growth with equity, stressing that national plans and priorities constitute the only viable frame of reference for the national programming of operational activities for development within the United Nations system”.

In seeking to promote good governance within its programme countries, UNDP is backed by a clear mandate and mission statement. UNDP recognises, however, that the pursuit of programmes supporting good governance in dynamic, unpredictable environments is a complex process that carries risks. A well-developed and understood strategic vision and policy can help to get the most from our efforts and reduce the risks by providing a framework and guide for programme initiatives. Different environments will require different programmes, and different entry points and types of programmes. The challenge for UNDP is taking a systemic and strategic approach to governance that meets national priorities.

2.2 Policy Thrust for Public Administration and Civil Service Reform

Reform of state institutions rendering them more efficient, accountable and transparent is a cornerstone of good governance. Effective reform, however,

requires political leadership and commitment--which should include the support of the private sector and civil society.

Support for leadership development and managing change cuts across UNDP governance efforts. Effective leadership, essential for successful good governance programmes, is particularly important when countries are undergoing complex or systemic change involving civil society and private actors. Effective leadership entails developing the capacities of all actors who can increase political commitment to sustainable human development. It also includes the ability to bring together public and private actors to define sustainable development goals and strategies that are centred around people and the capacity to manage systemic change in unpredictable situations.

UNDP experience and technical knowledge of public administration reform and management has ranged from pioneering work in national technical cooperation assessments and programmes to support for comprehensive civil reforms. In many countries UNDP has sought key partners and coalitions that are politically strong, found suitable entry points, initiated a policy dialogue that brings together stakeholders and beneficiaries and introduced reform in a phased, systemic manner.

Many needs can be addressed: formulation of strategies; assessment of capacities; reform of governance rules and procedures, including those for the market and the most vulnerable; review and restructuring of functions and networks; improvement of systems, especially those concerned with planning, management, information and new technologies, budgeting and expenditures, statistics, reporting and accountability; reform of wage and incentive structures; private-public partnerships; and decentralisation.

<i>Some Key Elements in Supporting Public Administration Reform for Sustainable Development</i>
<ul style="list-style-type: none"> ○ <i>Enhancing the efficiency and planning capacities of national institutions in environmental, urban and natural resources management.</i> ○ <i>Creating a new system of training and capacity building to address and meet new market and labour demands and required skills in various levels and fields</i> ○ <i>Reorienting the education system to meet the challenges of a diversified economy and globalisation</i> ○ <i>Strengthening the administrative, regulatory and personnel systems, and revitalize public sector management.</i> ○ <i>Equitable distribution of resources and access to services and equal opportunities.</i>

The central issues of sustainability - ownership, fiscal discipline, incentives, political support and external aid - would also be addressed. Gender concerns would be built into all of these tasks. Moreover, UNDP has concentrated on strengthening management in three areas that are vital to sustainable human development - reform of the civil service, economic and financial management and urban management.

2.3. UNDP Areas of Support

To that effect, the Bureau for Policy Development (BDP) at UNDP has identified public administration and civil service reform as one of six service lines in promoting and achieving democratic

governance-a key strategic goal identified by UNDP in the pursuit of sustainable development and achieving the MDGs. Five areas of support are defined as strategic and key entry points in pursuing such reform: (i) promoting a professional, merit based and neutral civil service; (ii) functional reviews in public administrative reform; (iii) strengthening transparency, accountability and codes of conduct within the public administration; (iv) training of civil servants to strengthen professionalism, integrity and meritocracy in the civil service; and (v) promoting the use of ICT for e-governance.

2.4 UNDP Support in the Arab States

In the Arab states, UNDP supports sustainable human development and poverty reduction directly through its 17 country offices, the Regional Bureau for Arab States (RBAS) and the Sub-Regional Resource Facility for Arab States (SURF-AS). UNDP allocates a major share of its programme resources to help countries build sound institutions of governance and create effective relationships among the state, the private sector and civil society.

“Reforming public administration is a central and urgent task for Arab countries; it lies at the core of the wider agenda of institutional reform. The goals of reform include raising productivity and efficiency in public services and administration, establishing merit as the basis for recruitment; transparency and equity in the system of remuneration and incentives; reforming tax systems to promote equity and efficiency; exercising appropriate degree of regulation and measures; and improving access to information and markets...”
Arab Human Development Report 2002

UNDP supports a wide range of initiatives and programs to modernize and reform the public sector. The scope and diversity of UNDP support, as this paper will show, is evident in the on-going and completed initiatives and programs as well

as the regional cooperation frameworks in support of Arab Governments' efforts.

Across the Arab states, UNDP is seeking to improve the capacity of governance institutions to promote human development. Enhanced policy and decision-making systems, improved personnel management practices, restructuring the civil service and anti-corruption measures are some of the ways in which governments are responding to the challenges.

The Regional Cooperation Framework for Arab States (1997-2001)—endorsed by the Arab governments and approved by the Executive Board—was built on a two-pronged approach: 1) building regional capacity for increased efficiency in the use of economic resources and integration with the global economy, and 2) pursuing optimizing conditions for human development, with a special focus on poverty eradication. The regional framework clusters seven themes under these two umbrellas. The first one features social and economic reform and multilateral economic cooperation; micro-finance; the sustainable provision and use of energy. The second one features governance for social development; food security; building the capacity of the Arab workforce for the information-based economy; and the sustainable management of natural resources with a special focus on water.

UNDP Country Offices in the Arab region can benefit and have access to a Trust Fund dedicated to ICT for development projects and provide policy advice where e-governance is one of the major service lines. They can also benefit and draw on resources from a Trust Fund dedicated to democratic governance projects where public administration reforms is also one of the major service lines.

The Regional Bureau for Arab States (RBAS) created two Regional Programmes -- the Information Communication Technologies Programme (ICTDAR) and the Programme on Governance in the Arab Region (POGAR). The former Programme will be put in place to support the use of ICT to promote e-governance and the later is already operational and was put in place to support efforts seeking

to strengthen governance institutions, including public administration and civil service reform.

Further, the Sub-Regional Resource Facility for Arab States (SURF-AS)—an out-posted policy support and service oriented structure of the Bureau for Policy Development (BDP)—is an additional resource providing policy support, technical expertise and knowledge across a range of thematic areas relevant to democratic governance. The main goal of the SURF -AS is to support and build capacity among UNDP Country Offices in the Arab region, policy makers and partners with information and knowledge resources in key development areas. The focus of the SURF-AS is helping countries in the Arab region build knowledge and share solutions to the challenges of Democratic Governance, Poverty Reduction, Crisis Prevention and Recovery, Energy & Environment, Information and Communications Technology, and HIV/AIDS.

The following chapter discusses in greater detail, UNDP role in the modernization of public administration and civil service reforms in Arab states. In line with the focus of this consultative meeting on ICT in public administration reform, we will give special attention to UNDP support to the ***use of ICT in promoting e-governance.***

The Regional Country Framework for Arab States (RCF) (2002-2005) aims to support the commitment of the Arab States to human development and to halving poverty by the year 2015. In response to the Millennium Declaration, the RCF will support poverty reduction, through three interrelated strategic support areas: globalization, governance and knowledge. A major challenge will be to adapt to the demands of the new economics and the new politics. Services, knowledge, skills, well-functioning institutions and small enterprises are the cornerstones of this adaptation. Knowledge and creativity are its most valuable assets.

Chapter Three: Overview of UNDP- Supported Public Administration Reforms and Initiatives in Arab States

UNDP support and involvement in public administration and civil service development have evolved significantly over the last 10 years. UNDP used to focus primarily on administrative aspects, management development and introducing Information Technology. Currently, UNDP supports public administration reforms as a key strategy to achieving democratic governance and the MDGs. It supports the use of ICT for e-governance—efficient public service, improved access to information and enhanced public participation. UNDP supports legal reviews and merit-based civil service systems to enhance transparency, accountability, quality service, increase productivity and institutionalize equal opportunities to resources and access to public services and goods.

3.1 General Overview of Public Administration Reform in Arab States

The number of UNDP supported public administration projects has significantly increased in the last few years. Several countries have introduced modernization strategies and information technology to improve service delivery, improve access to justice, education or to support post-conflict rehabilitation and socio-economic development. Some countries launched public administration reform in support of economic policy reform or democratization and poverty alleviation.

In *Algeria*, efforts towards achieving socio-economic reforms, supported by UNDP Country Office, continues. In 2000, several Diagnostic studies were conducted on three major public sectors needing reform: a) financial/banking; b) industrial/privatization and c) commerce liberalization and institutional building. In 2002, UNDP efforts were directed towards advising the government on broader democratic governance issues. To that end, strategic agreements were reached on modernizing justice, fostering human rights and support national efforts towards liberalization. UNDP support continues in providing policy and technical expertise in legal reviews to ensure national policies address more effectively the social impact of economic

liberation; increased use by decision-makers of SDH concepts in policy formulation and implementation; improved access by the domestic private sector to international markets; improved transparency and accountability in the legislature; and fair and efficient administration of justice.

Strengthening the State and empowering civil society and other development actors continues to be the focus *of UNDP support in Egypt*. With the changing role of the state vis-à-vis globalization and the adoption of market economy approaches in Egypt, there was a need to modernize processes and systems which will help create enabling regulatory and legal frameworks and support institutional development as well as encourage more participation of people in planning and in decision-making in the quest to identify development needs. Hence UNDP continues to provide technical and/or financial support to government efforts in re-engineering and restructuring different government institutions. It is assisting in the modernization of state institutions and strengthening institutional performance in areas such as civil service reform, economic management, space technologies and civil society empowerment.

In **Bahrain**, UNDP responds to national development objectives and priority needs of economic diversification and human resources development. UNDP puts emphasis on strengthening the country's social development strategies and support policy review aimed at improving the quality of social services.

A major strategic objective of the Government of Bahrain is to diversify the economy and make it less dependent on oil. Hence the focus of UNDP technical assistance is supporting government in formulating policies of economic diversification- including enhancement of the role of the private sector; strengthening planning institutions and providing support for ICT use in the Central Statistical Organization and the Ministry of Education.

A key "good practice" drawn from civil service reform in Bahrain is the **investment in human resources development**. UNDP provided assistance to the Ministry of Labour and Social Affairs in establishing a labour market information system and strengthening the Civil Service Bureau capacity in the area organizational structures, government regulations and procedures, job classification and establishment of an administrative development plan that will ensure public service efficiency. The National Program for employment and Training, initiated in 2001, includes provision to support people with special

needs as well as beneficiaries of social assistance.

3.2 Public Administration Reform: The Case Studies

Kuwait

The Kuwaiti Government's planning efforts since the 1960s, have varied over time in emphasis and approaches, each has concentrated broadly on the same four objectives: improving productivity and participation in the nation's economic activity; achieving a more balanced population structure and labor force profile; restructuring the economy and diversifying the non-oil productive base; and maintaining the present level of social welfare for Kuwaiti citizens.

In 1993, the government launched the Administrative Development Project, in cooperation with UNDP, in response to citizens' demands as well as government desire to change existing public service delivery system. In 1997, the government launched another two projects to: 1) strengthen the National Planning System; and 2) to initiate public management reform. In addition, the government of Kuwait, in cooperation with UNDP, embarked on an ambitious ICT strategy to introduce information technology in all government ministries as well as private sector institutions aiming at improving public service delivery, improve access to education and health services-- among others.

Box 3.2.(a) Use of ICT for E-Governance: Enhancing Transparency and Accountability (Kuwait)**The Administrative Development Project (1993)**

Since the early 1990s, the government in Kuwait has been undertaking a number of key initiatives to modernize its institutions and existing delivery system for public services. These initiatives are underlined by a keen desire for change on the part of the government as well as citizens.

To that effect, many sub-projects were initiated and either are now completed or still on-going such as a modernization project with the Council of Ministers and the Kuwait Institute for Scientific Research. Both, projects provide a new paradigm for the collection and dissemination of data and information for policy makers in the government. A project of development of a Client Inquiry System for the Ministry of Commerce and Industry has been completed. And a project to support a Development Planning Decision Support System for the Ministry of Planning is in the pipeline.

The Client Inquiry System established an on-demand inquiry system for the public at large. Transparency of access to government information is the primary thrust of this effort. The technology was developed and demonstrated through a prototype of the proof-of-concept. This prototype can be replicated in other government agencies to increase access to information and deliver service status reporting.

The Civil Service Commission (CSC) President has taken full ownership of these efforts. The UNDP-supported efforts are not restricted to the Administrative Development Sector but have also moved into CSC's MIS division and the unit for Missions and Scholarships.

**The Ministry of Planning
Strengthening the National Planning System (1997- 2001)**

This project is intended to support one of the principle goals of Government's Program of Action for the period 1997-2000, namely, to change the process of formulating and implementing the development policies essential to achieve a new vision of Kuwait society, by putting in place either a strategic planning process or an improved long-term planning process which closely links the long-term vision for the nation, the medium-term development priorities, and the annual budget. The project will also build capacities within Government to effectively implement this new system, and will produce a strategic or long-term plan, a medium term plan or program, and an annual plan which applies the new system.

Accomplishing this goal calls for a two-pronged approach. First, strengthening the effectiveness of the system adopted by the Government to carry out its planning responsibilities. Second, strengthening the capacity of the relevant organizations to enable them to apply this system to its maximum impact.

Support to Public Management Reform (1995- 1997)

The project is to support governmental reform, including restructuring of the Executive Branch, by assisting the Government with substantive advice, management services and programme development assistance. It provided short-term subject matter technical experts for:

- (1) Business Process Reengineering;
- (2) Decision Support Systems;
- (3) Restructuring of the executive Branch of the Government;
- (4) Project Management and Support Services; and other areas as needed.

United Arab Emirates

In the 2002 UNDESA report 'Benchmarking E-government: A Global Perspective', the UAE ranked first in the Arab world, and 21st globally, in the introduction of e-government (defined by the report as: utilizing the internet and the world-wide-web for delivering government information and services to citizens).

The UAE Federal government, and the local governments of the seven emirates to varying extents, is undertaking several public management and reform initiatives to improve government cost-effectiveness and efficiency, and improve public service delivery. In many of these initiatives, electronic tools have been used to facilitate, and even drive, public administration reform.

The federal government package of modernization, being led by the Ministry of Finance and Industry, includes the introduction of quality management, budgeting and accounting reforms, procurement reform, and e-government.

Individual emirates are pursuing government modernization and reform programmes at different paces. Dubai has been implementing the most ambitious and comprehensive modernization and e-government programme, as part of Dubai government's commitment to ICT and providing efficient public services to citizens and the business community.

At the federal and emirate level, UNDP has provided technical assistance and policy support for public administration development and modernization, including support to implement ICT in municipalities; preparing strategic plans, conducting manpower planning studies; and providing support for institutional development projects.

Box 3.2.(b) Use of ICT for E-Governance: Enhancing Transparency and Accountability

Ministry of Finance and Industry: Budgeting Reform UAE (2003)

On request of the Ministry of Finance and Industry, UNDP provided technical support and assistance in implementing a system of performance budgeting to be supported by a Government Financial Management Information System (GFMIS). The main goals of the programme are improvements in the budget system in order to improve government efficiency, generate improved service delivery, and permitting more flexibility with greater accountability.

In early 2003, UNDP worked closely with the Ministry to offer expertise in developing performance budgets and indicators for 32 line ministries and federal agencies and producing performance budgeting statements for all ministries and federal agencies. UNDP is now providing technical assistance to the Ministry of Finance and Industry in the continued implementation of performance budgeting, including the review of the budget classification system and the preparation of the chart of accounts as a priority.

Further, UNDP with inputs from an IMF assessment mission is working with the Ministry of Finance and Industry to finalize the implementation plan for the second phase of the budgeting and accounting reform programme. This will include several elements: budget system reforms, performance budgeting, GFMIS, establishment of a macro-fiscal unit (to enable macroeconomic and fiscal policy analysis), and enhancing the legal framework for the federal government budget.

Federal E-government Programme (2001-ongoing)

In the UAE, the Ministry of Finance and Industry is managing the federal e-government programme. In 2001 UNDP provided technical assistance through short preliminary advisory missions on e-government. The Ministry is currently formulating the federal e-government strategy which it is envisaged will prioritize five key federal government services to be developed into on-line e-services.

Government Procurement Reform (2001-ongoing)

The Ministry of Finance and Industry has been reviewing the federal government procurement system to modernize the system and introduce electronic tools to improve efficiency and achieve savings in public procurement. The reform package will include on-line bidding and procurement, just-in-time procurement (to improve efficiency and reduce government warehousing), on-line procurement requests by ministries, and modernization of the procurement coding system. As a first stage, the Ministry has introduced e-tendering and on-line submission of bids. UNDP provided technical assistance in reviewing the procurement coding system and recommending strategies for its modernization and harmonization with the GCC and international systems. UNDP also organized a seminar for Ministry officials on e-procurement in the public sector in 2002, and a study tour was undertaken by the Ministry of Finance officials to UNDP IAPSO in Denmark in 2001.

Rationalizing Public Expenditures (2002-2003)

As part of its programme of rationalizing and curtailing public expenditures, the Ministry of Finance and Industry has been working with line ministries to identify opportunities to rationalize expenditures through analysis of public services and identification of cost-effective alternatives for delivery of selected services. UNDP provided technical assistance to the Ministry of Finance and Industry and the Ministry of Agriculture and Fisheries in assessing the federal government's date palm production functions and evaluating the feasibility of alternative arrangements for management and delivery of this service by the private sector.

Quality Management and Implementation of ISO 9000 (2000-2001)

In 2000, with UNDP technical assistance, the Ministry of Finance and industry introduced quality management principles into the ministry, and achieved ISO 9000 certification (based on the Malaysian model of quality management and ISO certification in the public sector). This was seen to have led to quick and tangible improvements in efficiency and transparency within the Ministry, and as a result, the Ministry of Finance was given the remit to implement ISO 9000 projects in all other Ministries within 3 years.

As part of this programme, UNDP provided technical assistance to the Ministry of Agriculture and Fisheries in achieving its ISO 9000 certification. The Ministry of Finance has also now become an ISO 9000 certifying body for the federal government, and is establishing a federal government accreditation body for the UAE. The project also helped instigate a broad programme of change and modernization led by the Ministry of Finance, including the introduction of budgeting reforms, procurement reform, and e-government.

Jordan

The economic transformation in Jordan has been pursued vigorously since 1995. Public sector reform represents the natural completion of those structural changes. Several public sector reform initiatives are in progress to make the public sector more accessible and oriented to service delivery. Among many public sector reforms currently under way are:

- 1) Civil Service and Administration: to strengthen institutional oversight; simplify procedures for services to the public; and prepare the technical infrastructure for E-government services.
- 2) Budget and Financial Management: strengthen the link between sectoral policies and budget allocation; put the annual budget process in a multi year context; and shift to a results-oriented culture in government.
- 3) Judicial Reform: simplify procedures; set up alternative disputes resolution mechanisms; improve competency in business and international law; improve the ability to law enforcement; ensure more open discussion of proposed laws; and improve electronic access to legal/judicial information.

UNDP is already involved in such efforts and the newly developed cooperation program will build on the success of ongoing activities, such as the modernization of the Aid-Coordination Data Base at the Ministry of Planning, the computerization of customs and income tax procedures, capacity building of the Department of Statistics in the area of social statistics and in the area of human rights. The reform program aims at creating an enabling environment for development, including direct foreign investment and stronger trade and service based relations with other countries. Efficiency and transparency are the keys to success.

In 1999, UNDP co-sponsored a study to review Jordan's comprehensive public administration reform programme and draw on its results and achievements. The study, prepared by the Jordan Institute for Public Administration, identified ten best practices and results achieved in pursuing comprehensive public administration reform, stressing functional and administrative review to respond to globalization challenges.

Box 3.2. (c) Functional Reviews in Public Administrative Reform and Promoting Professional Merit-Based Civil Service

In the mid 1990s, the government of Jordan adopted a privatization plan that has become an integral part of Jordan's economic restructuring program. The government main goals of privatization was to raise enterprise efficiency and improve the competitiveness of the economy, increase private investment in infrastructure, develop the domestic capital market, consolidate public finance, and attract foreign investment, technology and know-how. Privatization in Jordan was a procedural process supported by constant political will, in order to restructure production and services to achieve the highest possible levels of growth and redistributing development gain on an equitable basis amongst various segments of society. To facilitate the privatization process, the government has undertaken a number of reform initiatives, introduced and modified several legislations and established a number of regulating commissions to monitor the quality of public service delivered as well as monitoring prices.

The government introduced several initiatives to *decentralize* government services as a means for active and direct participation of citizens in governance process, empowerment of local communities and improving public service delivery. Some of the most recent initiatives were the delegation of some of the Prime Minister authorities to the Ministers and consequently to the Governors; the two largest Ministries, Health and Education, whose workforce represent 87% of total civil service employment, have institutionalized the principle of regional distribution of services and delegated most of the Ministers authorities to the Regional Directors. The Civil Service

Bylaw of 1998 transferred the central employment authority of the Civil Service Bureau to the governors in the districts. It provided the formation of personnel units in every district chaired by the governor with the membership of the deputy governor, representatives of the concerned agency, a legal counselor, and one of the directorate's employees in the district. The committee role is to advertise, recruit and hire civil service employees in the districts.

The civil service in Jordan is considered the main source of employment for most Jordanians. By the end of 1998, the public sector employment constituted 60% percentage of total employment. This large employment has increased the burden on government budget where the total employee compensation budget constituted 70% of the total government budget. Aware of the social and economic implications of privatization and economic restructuring and in an effort to reduce the size of the civil service government agencies and department, Jordan implemented a *rightsizing* scheme (introduced early retirement incentives; put a freeze on employment in all government agencies (except Ministry of Health) and attrition of all vacant positions).

Human Resource Development has always been a main priority for the government in Jordan. In 1968 Jordan Institute of Public Administration (JIPA) was established with the responsibility of developing human resources in Jordan, especially government employees. In its efforts to systematically enhance the capabilities of its human resources, in particular in light of its privatization plan and subsequent policies and programs to facilitate the privatization process, the government of Jordan introduced two training schemes to develop the skills and build the capacity of its civil servants to meet the new economy demands and labour requirements: The first National Training Plan (1993-1997) was launched by JIPA, with the aim to transform the public sector in order to cope with new challenges on the local, regional, and international levels. The plan aimed at improving knowledge, skills and attitudes of public employees at all organizational levels. The second training scheme was the career and Training Paths Project (1997-2001). The overall goal of the project is to design a plan for the development of public human resources by a gradual administrative training path that matches the career path of the public employee. The plan came in response to the current Civil Service Bylaw of 1998 and a decree issued by the Prime Minister, which encourages and motivates public employees to participate in the training path programs.

Other main initiatives undertaken by the government of Jordan to facilitate the privatization process and address its social and economic implications were *monitoring and assessing public service delivery and customer satisfaction*- a project was undertaken by the Ministry of Administrative Development (MAD) and JIPA and Financed by the World Bank; developing and carrying out a project to assess citizens' satisfaction over the services provided by some government agencies; introducing *performance budgeting*. The system helped implementing agencies focus on results and objectives and re-orient their functions and budgets to achieve these results; conducting *institutional performance appraisal* develop performance indicators for government agencies to assess and evaluate public service performance using objective criteria; strengthen *partnership with the private sector* (membership of the private sector in most governmental Committees; active involvement of the private sector in international trade, etc); and *manage resistance to civil service reforms* (through an effective communication policy explaining the change objectives to various administrative levels; providing incentives and promoting qualified staff were also used to minimize employees' resistance".

Morocco

Morocco has undergone important reforms, intended to enhance its ability to deal with present and future challenges. A referendum in 1996 approved a number of constitutional changes, and a "Gouvernement d'Alternance" was introduced in 1998.

The new political system, reaffirmed by King Mohammed VI, enumerated several priorities: improved governance through decentralization, public administration modernization, and a greater role for local entities in economic development; social integration, with particular emphasis on the most disadvantaged; poverty reduction, through education and job creation; economic governance, with

special attention to the establishment of a committee on promoting investment, promoting a solid partnership between local authorities and civil society, and the protection of human rights and the Rule of Law.

UNDP is considered the main government partner in pursuing and implementing governance institutional reform in Morocco. UNDP plays a key role in the process of administrative reforms and is a key partner to the government of Morocco in implementing the national programme on governance.

The ongoing UNDP cooperation programs on administrative reform and

governance have attracted new partners, such as the supreme court, the legislature, the judiciary, and audit authorities to support the implementation of political,

economic and social reforms aimed at democratizing public life and strengthening democratic institutions.

Box 3.2. (d) Public Administrative Reform for Democratic Governance and Poverty Alleviation

Given the economic and social constraints faced by Morocco in its efforts to integrate fully into the world economy, the government has launched a process of institutional reforms in order to open up towards the international market and to enhance the democratization process. The commitment that the government of Morocco pledged at the world summits, reflects the new globalization challenges it faces. Thus, many reforms have been adopted and translated through the constitutional amendments of 1992 and 1996, reinforcing fundamental human, economic, social and cultural rights, ensuring the representation of two parliamentary chambers as a regulating institutional tool, and that of the Audit Account Body as a constitutional institution. Reforms have also touched other key areas, most notably within justice, public administration and the process of decentralization.

In 1997, the Government decided to return to a development planning framework. The planning process resulted in developing a national strategy for poverty alleviation and a National Governance Programme. The objectives of these two national programs have largely been taken into account in the work of the “specialized committees” established for the preparation of the Economic and Social Five-Year Development Plan (2000-2004). UNDP provided support throughout the preparatory process and in developing the national strategy for poverty alleviation and the governance programme.

UNDP is a main government partner in the process of democratization and sustainable development. Initiating a promising process of reforms, UNDP, played and continue to play a key role in the process of administrative reforms and in mobilizing all development partners to support the government’s efforts in establishing a consolidated system of democratic governance in a difficult political environment.

UNDP’s cooperation in the area of administrative reform and governance has attracted new partners, such as the legislature, judiciary, and audit authorities, to support the implementation of political, economic and social reforms aimed at democratizing public life and strengthening democratic institutions. The program on Governance and institutional capacity-building in Morocco, initiated in January 1998, aims to promote an enabling environment for the implementation of administrative, judicial and legislative processes, as well as the management of a decentralized development approach focusing on the poor. UNDP programme on governance complements and supports the objectives of UNDP cooperation programme on poverty alleviation in the less developed areas in Morocco, focusing more particularly on rural areas. Moreover, the Prime Minister has requested UNDP to develop the study on the financing of Basic Social Services (the 20/20 Initiative) into a National Report, to be used by the Government as a programming tool. The implementation of the 20/20 Initiative in Morocco is led by UNDP in cooperation with UNICEF and UNFPA.

The adoption of the Pact of Good Management recently launched by the Prime Minister has allowed an opportunity for UNDP-supported governance programme to contribute further to endow the civil service with a common reference in good governance. The Pact aims at disseminating a culture of public service that encourages individual and collective initiatives to improve the quality of administrative performance, based on transparency and accountability.

With joint UNDP/OECD support, there has been considerable progress in bringing corruption onto the Moroccan government’s policy agenda. The government has established a National Committee for the Fight against Corruption, which includes representatives from the private sector, the civil society UNDP, the World Bank and USAID. In addition, the Minister of Government General Affairs, representing the Prime Minister, has designated a “technical” sub-committee - government, civil society, and private sector - responsible for the elaboration of an action plan. As a trusted partner, UNDP was invited by the Government to join this sub-committee.

Lebanon

The government of Lebanon embarked on an ambitious and comprehensive public administration reforms in 1993. The Office of the Minister of State for Administrative Reform (OMSAR) in

Lebanon was established in 1993 with the aim of improving the performance of the public sector and reduces its cost in line with on-going national efforts to control the budget deficit and reduce the debt

burden. UNDP assistance to OMSAR began in 1994, with the establishment of a Technical Cooperation Unit (TCU) and an Institutional Development Unit (IDU); both proved to be the key pillars to operationalise OMSAR's mandate and role.

The project's goals and activities focused on promoting public awareness and debated innovative approaches for streamlining civil service reform, such as the launching of the citizen charter and the review of comparative ombudsman systems and laws by bringing to Lebanon (where there is no mediator) nineteen mediators from different parts of the world.

Key outcomes achieved during that period included: an Administrative Reform Strategy adopted by the Council of Ministers in 2001; an E-Government Strategy - submitted to the Council of Ministers in 2002; an island of excellence to the government on procurement and a

new procurement law drafted; an island of excellence to the government in the area of ICT (TCU unit); improvements in citizen access to government services through Internet and ICT solutions; technical support to the Administration pertaining to job classifications, and performance indicators programs.

Several other reform projects were launched in that same period with support from UNDP such as Civil Service Reform- Enhancing Policy-Making and Management Capacity; promoting capacities for citizen-oriented administration; civil service reform: enhancing policy-making and management capacity; fiscal reform administration and capacity development for fiscal reform and management.

Box 3.2.(e) Functional Review in Public Administrative Reform

Office of the Minister of State for Administrative Reform (OMSAR) (1994 – Ongoing)

The Technical Cooperation Unit (TCU) and The Institutional Development Unit (IDU) were established within OMSAR and are responsible for managing all projects of administrative reform that are financed wholly or partly from external sources. Much of the IDU's work has involved the production of a grand plan (an 'Institutional Development Strategy') for the development of the civil service and it has been heavily engaged in conducting structural reviews of ministries, legal drafting, and similar work.

The projects were able to support the revision of organizational mandates and structures of government departments in the public service of Lebanon. ICT Projects under the World Bank Loan has also been managed and executed by the TCU since 1997. The unit has mainly helped in assisting the government in implementing the World Bank Project Untitled "Administrative Rehabilitation Project".

In its effort to support the National Administrative Reform Programme (NARP) financed by the WB and Arab Fund, UNDP ensured the procurement of office technology, information technology, technical assistance, training, and prepared an ICT strategic plan to support OMSAR in the implementation of the institutional development strategy' (1998).

Another project to support to Civil Service Reform by enhancing Policy Making and Management Capacity was put in place. The main idea in this project is to modernize the civil service by modernizing key administrations and legislations. A policy of reduction of the size and cost of the Public Administration and a movement toward a more citizen-oriented administration are critical in this context.

The intended output of this project is to improve efficiency, accountability and transparency in the civil services and essential reforms established. There will be two ways to measure the outcome: one is the average time for issuance of business license reduced and, second is the proportion of wages and salaries in recurrent expenditures streamlines.

The Ministry of Finance (1995- 2001)

The Revenue Enhancement and Fiscal Management project - REFM seeks to support Government efforts to enhance revenues and strengthen fiscal management. In this context, it is providing the Ministry of Finance with economic policy support and reforms coordination. The project also acts as catalyst for mobilizing technical assistance and additional external support to the Ministry of Finance. Furthermore, the project is expanding to help the Ministry of Finance in implementing the reforms incorporated in the five-year fiscal adjustment program of the Government, whose primary aim is to secure sound fiscal policy conducive to economic growth. The project has extended support to the Ministry of Finance in the form of consultants, training, and improvements in methods and work environment.

The project capacity to execute efficiently its responsibilities and to achieve expected results based on its terms of reference: the work program for fiscal reforms, reform coordination, technical and policy advice to the Ministry. The project also proved its relevance to reform needs including modernization of fiscal policy and financial systems. The various components of the project helped improve the performance of the Ministry of Finance and increased the involvement of the administration in the reform program. The sustainability of the various activities of the project was proven even throughout the latest transition in Government and change in the Ministry's management. In addition, the project acted as a catalyst in pooling resources; indeed, it has persuaded a number of additional donors and lenders to finance other rehabilitation projects within the Ministry of Finance. The project staff showed competence, dedication and effectiveness in their work and in their level of professionalism as well as their commitment to the objective of the project and the support to the Ministry of Finance in its effort for reform.

Capacity Development for Fiscal Reform & Management (2003-2005)

A phase II of this project was launched in 2003. The goal of the project is to help the Ministry of Finance to address a critical need for initiating, implementing and guiding major reforms. These reforms aim at improving service delivery functions at MOF and building a 21st century government institution, implementing an ambitious fiscal reform program, and leading the government effort to promote sustainable economic growth. We refer to this role as Stewardship. This implies a leadership role for MOF in the next generation of reforms. The key output is to promote efficient and effective fiscal management in MOF. The strategy to be implemented in this project has three main components: a) Consolidating and institutionalizing fiscal reforms realized under Leb/92/017 through capacity building at MOF; b) Identifying and implementing a new generation of reforms in line with the MOF vision for the 21st century; and, 3) Responding to the economic agenda of the Lebanese government post the Paris II which aims at restoring Lebanon's economy to solid ground.

3.3 Use of ICT for E-Governance

Formal initiatives to mainstream ICT in all national ministries and institutions began as early as 1991 in different Arab states. UNDP supported ICT projects emphasize sustainability, linkage to promoting democratic governance and enhancing government performance and service delivery. In this section, we highlight selected projects stressing the use of ICT as a tool or a strategy to delivering good governance, efficient

service systems, respect for human rights as key to sustainable development and poverty alleviation.

A key “good practice” emerging from public administration reform in Algeria, is pursuing public administration reform for *fair and efficient administration of and access to justice, especially for the poor, and respect for human rights.*

Box 3.3.(a) Modernization of the Justice Sector (MOJS) in Algeria (2003-2008)

The government judicial reform plan, as proposed by the Judicial Reform Committee and ratified by the Algerian Parliament, aimed to protect and respect human rights and improving access to justice through modernizing the judicial sector and the courts. On the other hand, Article 02-410 dated November 26, 2002 provided for the reorganization of the internal structure of the Ministry of Justice in order to render it more effective and efficient. The Judicial Reform plan and the constitutional provisions of 2002 included the restructuring the MOJ, developing the commercial courts, enhancing the role of the Judicial Inspectorate, providing adequate infrastructure for the Justice sector, developing training programs and capacity building of the entire MOJ staff, and modernizing the Justice Information System. Hence, two new departments are created: the Human Rights Department and the Modernization and Professional Development Department. It also calls for the structural reorganization of three existing departments: the Human Resources Development; Finance and Public Property; and the Prison Administration Departments.

A number of factors render the judicial system in Algeria inaccessible and deficient. These include poor access to justice, inadequate administration of justice, and inefficient legal mechanisms and procedures. The lack of access to justice is notable especially in rural areas and amongst the poor. With the dispersion of the population and the absence of public awareness campaigns, citizens remain unaware of their constitutional and legal rights and are unable to exercise them. In addition, poverty constitutes a major impediment to access to justice (legal aid and the right to defense). The latter is a major concern of the government --demonstrated in its commitment to put in place legal facilities and a system that afford the poor access to justice and legal services. On the other hand, the institutional framework of the judiciary (MOJ & courts) is characterized by inadequate administrative capacity and infrastructure. Consequently, the litigation process is slow, and there is a failure to execute the court rulings. It is also noticed that inadequate access to legal materials constitutes an obstacle for judges to exercise their work. The above shortcomings affect negatively the efficiency and equity of the justice system in Algeria.

The main objective of the MOJS project is to improve access to justice for citizens through the modernization and development of the judicial sector. The project will also, as it is related to respect and protection of human rights through improvement of access to justice of prisoners, help the Ministry of Justice design and implement programs to facilitate social reintegration and rehabilitation of prisoners in Algerian jails and penitentiaries into public life and the wider society.

The Program will work with the Ministry of Justice in Algeria to achieve these objectives in two phases: Phase I will focus on: a) improving access to legal information, services and advice through modernizing and building the capacity of the judicial sector; b) improving access to justice through the use of ICT in support of legal review processes and the establishment of two pilot courts, and c) designing a rehabilitation and social integration program to improve the conditions of prisoners and provide them with opportunities to reintegrate in society and public life.

In Syria, efforts toward improving the management systems of the civil service in the economic and social sectors are underway. The use of ICT is currently being implemented across national ministries and institutions in support of implementing a national administrative development strategy, and building the capacity of the

Administrative Development Unit that will serve as the prelude to the planned General Authority for Administrative Development, and application of new management systems in a number of pilot institutions. The use of ICT is also being implemented widely to achieve social and economic development objectives.

Box 3.3.(b) Strategic ICT Program for Socio-Economic Development in Syria (2002-2007)

The Support to Administrative Development Program (PSD) aims at identifying a coherent strategy that could be put in place under a multi-pronged program arrangement, to use information and its underlying technologies including the Internet to further the socio-economic development of Syria. The principal beneficiaries of this specific program strategy are the citizens of Syria.

The program will support Syria in the use of Information and Communication Technology (ICTs) for human development. Activities will aim to help direct ICT developments in Syria towards human development by assisting the creation of an enabling environment and capacities. The program is based on six major and interlinked interventions with a view to creating the basic environment and capacities for further national and donor funded activities to use ICT as a tool for human development. These components are (i) Assessment of the current and future ICT developments in the country to serve as a tool for human development. (ii) Utilize as a financial mechanism to ensure the proliferation and sustainability of tele-centers, using the franchise model. (iii) Development of the information content relevant to local and national human development requirements, through a development portal. (iv) Development of a model Mobile Internet Unit to serve as a bridge of information into remote areas until the overall proliferation of the telecenters and ICT in general. (v) Provide policy advise to ensure that the national ICT strategy whether on infrastructures and application are in line with the needs of human development, and (vi) Training and capacity building in areas of ISP management .A Partnerships with public and private institutions will be critical to the success of the program.

UNDP has identified a coherent strategy that could be put in place under a multi-pronged program arrangement. This is with the aim to use Information and its underlying technologies including the Internet to further the socio-economic development of Syria. The principal beneficiaries of this specific program strategy are the ministry of communications and other national entities who will be involved in program implementation. The academic and research community who will also participate in project activities in addition to entrepreneurs who will benefit from the franchise system. Other beneficiaries are the students and teachers in the remote areas who will access the Internet Mobile Unit. On a larger scale, the beneficiaries will be the people of the rural areas in which the project will assist in setting up pilot telecenters. The full fledged benefit by the people and Government of Syria from this project will depend on the large scale application of the interventions supported by UNDP on the national level and as part of the Government development priorities and investment plans.

Lebanon did set the example for use of ICT in post-conflict Socio-economic development and Rehabilitation through its programme in South Lebanon. Technology Access Centers were created to assist community socio-economic development through information and communication technologies. Such centers constitute an innovation approach to

community development and improving service delivery, to networking and social communication, and to disseminating information on local services, recreational and educational information, programs and data, in addition to promoting non-formal education and distance learning.

Box 3.3.(c) The Use of ICT in support of Private Sector Organizations

Information Technology Centers in Southern Lebanon

Based in Tyr, the Socio-Economic Rehabilitation Programme for Southern Lebanon is a joint UNDP-Lebanese Government venture. Initiated after the Israeli withdrawal from southern Lebanon in May 2000, the programme addresses the communities of the liberated areas, and the adjacent villages. The Programme aims at stabilizing the population and encouraging those who left the area to return. Small-scale socio-economic community projects are initiated following a training process. Partners include cooperatives, municipalities, youth clubs, and community based organizations. The programme primarily aims at the development of human resources for sustainable post-conflict recovery.

Youth constitute a vital sector in addressing the development of the region, as well as for re-creating conditions conducive to the return of the population to southern Lebanon. In this context, the programme works with youth groups to mobilize them into forming community-based nuclei in the form of youth clubs. To date the programme has initiated 18 clubs, and is in the process of establishing 14 more in the near future. Forging a partnership between the programme and private sector organizations can effectively improve the life conditions of the communities, and consequently the socio-economic conditions in the area. An entry point in this partnership is assistance to youth.

Although Lebanon has a proven record in the spread of computer technology, the southern region, as a result of more than two decades of isolation, has not been highly developed in that respect. Establishment of community youth “internet cafés” can thus be considered a point of attraction for partnership between the programme, youth groups, and private sector organizations, and can improve access to information technology in remote regions. Such a joint venture will result in a high social impact, both for communities and youth groups, and will provide visibility to private sector institutions who will be providing a means for networking to fight disparities, and contribute to the development of the country as a whole.

ACHIEVEMENTS

A technology access center in Bint Jbeil was opened in March 2001. The center is an excellent example of a joint initiative involving the Government (CDR and the Ministry of Social Affairs), UNDP and the private sector (Cisco Systems Management). The center offers a platform for electronic information and learning, providing affordable public access to information services, specifically targeted to youth of the region. The center serves both as a training center for the youth on information technology, and more importantly as a “cyber café” where youth can meet and connect with the outside world. The Ministry of Social Affairs houses the center through its Community Development Centers and provides all needed operational fees, including fees for the instructors and staff, thus ensuring the sustainability of this intervention, whereas CISCO has provided the computers and the internet link. Since March 2001, the center has provided computer skills to more than 200 people of different ages of the area. Cisco Systems earned visibility from the project.

FUTURE PLAN

The programme plans to replicate its successful initiative, and establish six new Information Technology Centers in the liberated regions of southern Lebanon. The new centers will be based at the Community Development Centers of the Ministry of Social Affairs where new youth clubs have been established in Ayta El Chaab, Meis El Jabal, Marjeoun, Khiam, Hasbaya, and Shebaa ,(these centers have already been implemented).

In addition to the students and the residents in the villages, the centers will also provide services to residents in neighboring villages pending the implementation of their respective centers. Among these are: Rmeish, Ain Ebel, Blida, Houla, Qlaiaa, Dibbeen, Blat, Ebel El saki, Ain Qinya, Shwaya, Kawkaba, Mimes, El Kfeirand others.

The new six centers will provide training and internet connectivity through personal computers, printers, and software libraries, to the local community. This will enable the community to have better access to information worldwide leading to a better participation in, and quality of community development. The centers will provide training to the community on computer literacy, and other tailor made courses. Those would target students, youth in general, as well as other professional groups such as municipalities and cooperatives.

The sustainability of these centers is insured through the regular budget allocation of the Community Development Centers (CDC). The fees collected from trainees will cover the fees of trainers, whereas the operational costs of the centers will be provided by the CDCs.

In Egypt, Kuwait and Jordan, UNDP promotes and support ICT dissemination among children and youth to enhance

educational opportunities and cross-regional networking and learning.

Box 3.3 (d) The use of ICT to improve Education service delivery (Kuwait, Egypt, and Jordan)

Projects to support the use of ICT in order to improve Education Service Delivery are put in place in order to achieve the following objectives:

1. Promote and support the usage of Information and Communication Technology (ICT) in the education system.
2. Initiate, develop and produce educational software for the region through the center or in cooperation with other institutes.
3. Improve the development of human resources in the region through using new information and communication technologies in education and training.
4. Serve as a catalyst for fostering different activities aiming at utilizing ICT in education.
5. Improve in access and quality of learning
6. Enrich and diversify the instructional support
7. Build well-structured instructional products in Arabic and tailored to school's needs

UNDP also recognizes that a rapid response to the so-called “digital divide” in accordance with the rapid pace of ICT innovation is essential, and reaffirms the need for a multi-faceted and multi-layered effort by all stakeholders.

Most importantly, UNDP has corporately identified priority actions that must be taken - by national governments and their citizens, the international community, the private sector, non-profit and community organizations - in various forms of partnership, to make this opportunity a reality. Under Education and Human Capital priorities areas, UNDP has identified detailed actions that should be taken: Promote and support ICT dissemination among the children; Enhance the training of teachers on ICT and the “digital literacy” of pupils; encourage the software community, including the open source and commercial software communities, to develop applications relevant to developing countries, to make its software available to such countries and localize software applications, while at the same time helping to promote the growth of local application development capacity in these countries; encourage local content development, translation and/or adaptation in developing countries to fulfill the needs of learners, scholars, professionals, and citizens for education, learning, training and application development, including provision of online access; support national and international programs for digitizing and putting public content online, focusing on multilingual applications and local heritage.

KUWAIT & EGYPT

UNDP is working with the government of Kuwait and Egypt to develop a programme to transfer state-of-the-art software technologies to the Arab region. In Kuwait, UNDP is collaborating with the Ministry of Education (MOE) and the Regional Software Technology Centers. The latter is a project funded by the United Nations Development Program (UNDP) and the Arab Fund for Economic and Social Development (AFESD) to serve the Arab region. The general objective of the project is to create the necessary instruments for the transfer of state-of-the-art software technology to the region. The resources of this project were used to support two centers for advanced software technology and software production. The Regional Information Technology and Software Engineering Center (RITSEC) was established in Cairo, Egypt in 1990. While, the Regional Educational Software Center (ReDSOFT), was established in August 1996, and is hosted by the Government of Kuwait. ReDSOFT, Kuwait was created as a regional, non-profit organization. It provides technical, professional and developmental services to the agencies, institutions and governmental organizations in the Arab Region in issues related to the integration of Information and Communication Technologies (ICT) and Education. The target beneficiaries of this project are the Pupils between 4 to 18 years old.

JORDAN

Two programs are being implemented to tackle IT progress. The First is “The Jordan Information Technology Community Centers (JITCC)”. The objectives of this project is to create a national information network and harness the power of IT to enhance computer and internet literacy as well as to promote sustainable livelihoods, equity, and human development among the remote, poor, and information-deprived segments of Jordan's population. The second is “The Information Technology in Higher Education” which aims to bridge the gap between the academic profiles of university graduates and industry needs by developing a national strategy to introduce IT into the higher education system, building capacity in basic web-technology skills for courseware development, and introducing international standards for certification of basic computer skills.

In Egypt, UNDP continues to support the creation of legal and regulatory frameworks for ICT for development to remove impediments to e-government and e-business as well as modernization of justice and providing policy options for enhancing ICT industries.

Box 3.3 (e) Modernization to Improve Access To Justice and Human Rights

Pilot Project for Capacity Building in Human Rights In Egypt (1999-2004)

Based on the request of the Ministry of Foreign Affairs upon discussions with the Ministry of Justice and the Ministry of Interior, this project has the following objectives:

1. Provide a record of results of the pilot workshop training
2. Spread knowledge about Citizen's rights according to Egypt's legal framework
3. Provide training in human rights issues for police & prosecutors and for upper & middle level judges
4. Provide training on Human Rights to the Media
5. Provide Technical Support to Police for modern techniques of investigation – Pilot project basis
6. Create a web site for the Ministry of Justice
7. Build Government Capacity for reporting according to UN Human Rights instruments based on requirements of UN treaties and conventions
8. Support to National Council for Human Rights

Through the in-country training workshops, the project will have provided learning experiences for approximately 300 personnel of the prosecutor and law enforcement institutions with responsibilities in connection with human rights. Judges will have been exposed to HR issues that they deal with (150 High level judges, 225 Middle level judges). Formal training in human rights issues will be available at a leading academic institution. Transparency will be increased through the websites to be created by the project. Citizens will know their rights when they are encountering the legal system. Enhanced national awareness of the need to address human rights issues through the education given to media personnel to sensitize them to the issues. National capacity for reporting under various UN Human Rights Instruments will be increased.

A first training workshop for police and prosecutors on Human Rights issues organized in July 2000. The lectures were conducted by a number of high professionals from the Academia, Ministry of Foreign Affairs, Ministry of Justice and Ministry of Interior, NGO's as well as international speakers. This new phase of the project will build on the lessons learned and expand the activities

The direct beneficiaries of the project are the officials of the prosecutors and law enforcement state institutions, judges and media personnel who will be exposed to learning programs on ways and means to promote and protect human rights as well as the public who will be able to know their citizens rights whenever they enter a court or police station. The public and civil societies will also benefit from the interaction and dialogue on human rights issues that will ensue from the increased media coverage.

3.4 Public Administration Reforms: Regional Programmes

The Regional Bureau for Arab States (RBAS) created two Regional Programmes deemed strategic in furthering support to good governance: the Information Communication Technologies in the Arab Region Programme (ICTDAR) and the Programme on Governance in the Arab Region (POGAR).

As the above case studies demonstrated, UNDP has been supporting several e-government initiatives in the Arab World, promoting and supporting e-government for good governance- driven by broader governance objectives and aims at changing the way governments work.

Furthermore, to strengthen governance institutions in the Arab states, UNDP launched the Programme on Governance in the Arab Region (POGAR). The Regional Programme is rooted in national needs and was developed at the request of Arab governments. The programme

works with key governance institutions in the region and aims to enhance the triple pillars of good governance-rule of law, participation and transparency and accountability.

Accountability is one of the major components of good governance. UNDP, recognizing the importance of responsive, accessible and accountable public administration, has been a leading provider of technical advice on modernizing public institutions. Activities include reviewing public service reform, strengthening transparency and accountability within the public sector and training servants in the use of information technology. In partnership with the Division for Public Economics and Public Administration, UN Department of Economic Affairs and Social Affairs, POGAR is commissioning a study on transparency and accountability in the public sector in the Arab region, with a view to responding to the challenges of globalization.

Box 3.4. (a) Transparency and Accountability in the Public Sector in the Arab Region

In 2002, the United Nations Department of Economics and Social Affairs (UN DESA), Division for Public Administration and Development Management (DPADM) in cooperation with the United Nations Development Program (UNDP), Regional Bureau for Arab States (RBAS) started work on a comparative study of *Transparency and Accountability in the Public Sector in the Arab Region*. The study covers six countries: Jordan, Lebanon, Morocco, Sudan, Tunisia and Yemen.

Through comparing existing practices in financial, human resources and information management, this project aims to assist central governments in the participating countries to improve transparency and accountability in the public sector. Because these countries have been targeted to represent the diversity of the Arab region, other countries in the region can also benefit from the study findings. To highlight good practices and gaps, a comparative report and a database of regional issues and practices as well as country case studies will be prepared. These are intended to serve as a reference point for those governments interested in improving practices (and policies where necessary) to increase public sector transparency and accountability. They would also be available to assist the wider public in making policy and programme recommendations and the development partners in making funding decisions.

Study Overview

The central question of the study is “What practices are there to ensure public sector transparency and accountability in the study countries? Based on the answers, one indirect aim of the study is to address “How can transparency and accountability in the public sector be improved to meet the challenges of globalization in

the Arab States? Good policies and practices in key public sector institutions can serve as one set of indicators of transparency and accountability in the public sector. They can do much in securing domestic public confidence in governmental institutions. Moreover, in an age of globalization, foreign investors expect to be assured of accurate information on the performance of not only private sector corporations but also key public sector institutions.

To guide the research process through ensuring the validity and reliability of the data gathered and to increase the participation of regional and national stakeholders, a Project Advisory Group (PAG) was established. The PAG is comprised of prominent intergovernmental and non-governmental regional organizations (ARABOSAI, ARADO, Arab Social Science Research Network, The League of Arab States and the Union of Arab Banks) and, as secretariat, UN DESA and UNDP Arab States.

Chapter Four Good Practices and Lessons Learned

Public administration and civil service initiatives, being a strategic goal towards achieving democratic governance and sustainable human development, generate different experiences and lessons. Each of the country experiences examined in this paper, reveals important lessons that can guide this important UNDP service line and areas of support leading to an enhanced UNDP role in support of Arab governments' efforts in public administration reforms. It also offers insights to Arab governments, UN agencies and other stakeholders, engaged in public administrative development in the Arab region into new ideas, concrete results and strategies that could deliver reform objectives and those initiatives that did not meet their objectives or expected results. Building on lessons learned from past experiences, pave the way to better results and better practices.

In Annex I, we attach a matrix on the trend of public administration reform in selected Arab states. Upon close review of the matrix, it becomes clear that the use of ICT is pursued largely by Arab states in modernization efforts and exceeds efforts made in other support areas, outlined earlier in this paper, such as functional review, reform for merit-based public service and others. It is however, noted that the use of ICT is pursued for various development objectives and e-governance, as we demonstrate in this chapter.

4.1 Good Practices and Success Stories

As noted in chapter two, public administration reforms must embody certain characteristics in order to be effective and successful. However, when public administration initiatives are designed and implemented as a political, technical and management process, certain other elements need to be present in order to maximize the chances of success and reduce the potential for unsuccessful results.

Through examining the project documents, results-based frameworks and evaluation reports—validated by inputs from country offices—we identified several good practices and success stories. In this chapter, we outline these with the aim of building on and sharing the insights of success stories (and lessons learned) for the benefits of our national partners, decision makers, the private

sector, civil society, sister UN agencies and the donor community that are engaged or supporting public administration reform in the Arab region.

(1) Setting Realistic and Well-Defined Targets

With aspirations to attain standards of best practices in public administration from around the world, the UNDP approach has been to focus on setting and delivering discernable and manageable short term and intermediate goals that can be reached in the existing context, while building towards the 'bigger' results in the longer term. This approach has been effective in generating and maintaining motivation and political support by demonstrating results.

Key Success Factors for Public Administration Reform

- (1) *Setting realistic and well-defined targets*
- (2) *Capacity Building is best achieved through hands-on, learning-by-doing interactive approach.*
- (3) *Seek opportunities to change public administration mindset*
- (4) *Successful implementation of E-government initiatives is better achieved through E-private sector providers*
- (5) *Continued political will and support throughout all phases of public administration development is essential to an effective and successful reform process.*
- (6) *Show and publicize “good Results” and provide essential to an effective and successful reform process.*
- (6) *Show and publicize “good results” and provide incentives for continued support and achievements.*

(2) Capacity Building is Best Achieved Through Hands-On, Learning-by-Doing Interactive Approach

A key success factor in building capacities is a hands-on, learning-by-doing, approach taken by UNDP. Although the process is time consuming and very intensive, involving an accelerated but iterative approach through which guidance is given and followed up by frequent meetings and tele-consultations, it constitutes an important part of the learning process aimed at enabling greater understanding, acceptance and active participation in the change process, instilling motivation and belief in the ability to succeed, build capacity and self-reliance; and creating momentum and achieving tangible results in a short period of time.

(3) Seek Opportunities to Change Public Administration Mindset

Introducing Quality Management models (developed and implemented for the private sector) is helpful in instigating a new mindset in public sector administration. By providing a mechanism to review and improve management processes from the perspective of meeting the needs of those who use government

services (clients) and introducing a system of setting achievable and tangible objectives with defined steps towards developing an efficient and effective quality management system, it generates motivation and drive, amongst public servants and management, for reviewing and improving public administration, encourages new thinking in conducting business in the public sector and undertaking fresh approaches in public service delivery and management.

(4) Successful Implementation of E-Government Initiatives is Better Achieved through E-Private Sector Providers

While governments often have the resources and willingness to purchase IT systems to implement e-government initiatives, often public sector institutions and staff do not have the knowledge and capacity to undertake large contracting processes to purchase and install IT systems. This is an example where UNDP, as a neutral third party, has been able to bridge this gap, by assisting governments in clarifying their systems' requirements, effectively communicating

these requirements to the private sector, evaluating bids based on government's technical and business change requirements, and refining contracts.

(5) Continued Political Will and Support Throughout all Phases of Public Administration Reform is Essential for an Effective and Successful Reform Process

Political support from the highest levels of governments and ministries is of extreme importance for creating momentum for reform and driving the implementation process from conception to completion. Political support is clearly evident in all selected case studies we featured in this paper. Reform efforts are long-term processes and require commitment throughout the process. This commitment must continue even in the case of government change for a successful reform process.

(6) Show and Publicize "Good Results" and Provide Incentives for Continued Support and Achievements.

It is important to demonstrate and show tangible results as they unfold and felt by the providers and receivers of the services and products resulting from the process of change.

Publicizing good results and providing incentives and awards to successful implementers and users of the new systems, will encourage others to join in, forge change in attitudes towards reform, and ease the fear and perceptions of threat that is usually felt/experienced as a result of introducing change.

4.2 Lessons Learned

(1) UNDP Experience Underscores the Need for Greater Attention to Sustainability of Reform/Projects Results.

To ensure sustainability of project results and outcomes, UNDP-supported structures and processes must be institutionalized and ownership of these reform processes and structures must be claimed by governments. Further, human resources capacities of national institutions must be enhanced. Project activities must be incorporated or coordinated rather than conducted in parallel to other similar on-going activities.

Capacity development for sustainability is under-estimated and actions for the full integration of projects and programs into public administration should be strengthened. Sustainability is sometimes hampered by the lack of a clear, well-designed exit strategy in certain projects, an issue that needs to be carefully addressed.

Summary List of Lessons Learned

- (1) UNDP experience underscores the need for greater attention to sustainability of reform/projects results.*
- (2) Better UN coordination and partnerships with all stakeholders leads to better results and sustainable outcomes*
- (3) Change Management is an integral part to any reform process—crucial to successful public administration reform.*
- (4) Establishing broader partnerships with the private sector and civil society will better achieve expected results and objectives*
- (5) Better monitoring and reporting mechanisms required for successful reform processes.*
- (6) National social policies should be linked to the process of public administration reform.*

(2) Better UN Coordination and Partnerships with all Stakeholders Leads to better Results and Sustainable Outcomes.

One of the most important emerging challenges for UN agencies is to **strengthen partnerships** making them more strategic. Partnership with governments, for example, could be undermined by the scope and range of reforms required and lack of capacity to undertake and implement reform strategies, plans and programs on part of national counterparts/partners.

One option is regular dialogue and communication pertaining to needs assessments, human resources and expertise requirements for successful reform and transitional process.

The development of partnerships with donors has been challenging as many retained their own agenda and/or were kept in check by procedural constraints. This was further complicated by the reality of dwindling assistance to middle-income countries.

Aid coordination at the regional and sectoral levels will clearly need to be consolidated for national impact.

(3) Change Management is an Integral Part of any Reform Process—Crucial to Successful Public Administration Reform.

Successful change management is an integral part of any reform process. Engaging and consulting staff early in the

stages of reform, providing incentives and learning opportunities to use new technologies, adapt to new business re-engineering systems, and acquire new skills and knowledge to cope with the new business environment, will pave the way for a smoother administrative reform process and organizational transition. Failing to manage a process of change successfully and effectively will lead to resistance, jeopardize achievements accomplished and the process will suffer delays and inefficiency as a result of power struggle.

(4) Establishing Broader Partnerships with the Private Sector and Civil Society will Better Achieve Expected Results and Objectives

Partnership with civil society should be enhanced through support to their internal governance structures as well as capacity building to ensure that they are capable and have the resources required to deliver programs and support reform efforts.

Successful ad hoc private sector partnerships, emphasized in the case studies, suggest an opportunity for more systemic outreach to private sector institutions. Efforts are needed to explore possibilities for stronger partnerships with the private sector-- essential for sustainable public service reform and development.

(5) Better Monitoring and Reporting Mechanisms Required for Successful Reform Processes.

The establishment of baselines, setting of targets and benchmarks, and regular and timely reporting requirements needs to be

strengthened to achieve expected results and reform objectives.

Programme/project design has to find a balance between providing direction and guidance and allowing for flexibility, with demand driven participatory entry points, tailored to the needs of the community. In some cases, project and programme objectives and scope have been overly ambitious given the procedural time lags and low absorption capacity.

(6) National Social Policies should be linked to the process of public administration reform.

More efforts should be made to link social policy formulation and reforms to public administration and civil service reform. Public service is mandated to transform social policies into programs and delivering these programs and services to the public.

Social policy is directly linked and affected by profound demographic, economic, political and social changes that are constantly challenging and demanding new social policies. Further, globalization, privatization, economic reforms and trade liberalizations, have profound impact on changing the “character” and “content” of social policy. These changes mean that social policies and programs must be re-examined and recast to address, adapt and absorb the impact and outcome of these fundamental changes.

This also means that public administration reforms should be compatible with social policy reforms and demands for efficient, competent and accountable public service to deliver social policies and programs.

