

PARTNERSHIP FOR DEMOCRATIC GOVERNANCE EXPERTS' SERIES

Bridging State Capacity Gaps in Situations of Fragility

**LESSONS LEARNED FROM
AFGHANISTAN, HAITI, SOUTH SUDAN
AND TIMOR-LESTE**



ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT

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Foreword

States in fragile and post-conflict situations are an impediment to development, growth, investment and international security. As such, they represent a global challenge. To break this cycle, these countries need help to reinforce human capacity and build democratic institutions, with the aim of improving access to key services for their citizens.

To respond to this emerging global challenge, a group of like-minded OECD countries, middle-income countries and international organisations launched the Partnership for Democratic Governance (PDG) at U.N. Headquarters in October 2007. Operational since June 2008 and hosted by the OECD, the PDG now has a membership of 14 countries and international organisations: Australia, Canada, Chile, Denmark, Korea, Mexico, Poland, Turkey, the United States, the African Development Bank, the Inter-American Development Bank, the Organization of American States, the OECD and UNDP. The Secretariat for the Partnership is the PDG Advisory Unit.

The PDG is an independent inter-governmental process that helps its Members gain, through international co-operation and field-level initiatives with countries in fragile situations, a deeper understanding of ways to provide rapid support to public authorities of fragile and post-conflict states, with a special focus on the delivery of essential public services and government functions. In combining Members' knowledge on South-South and triangular co-operation, the OECD's expertise in development and governance issues and UNDP's hands-on, country-level experience, the PDG represents an important critical mass of ideas and expertise and contributes to building a strong alliance between OECD and non-OECD countries, international organisations, and states in fragile or post-conflict situations.

In 2008, the Advisory Unit created an independent Experts Group to provide neutral and cutting-edge recommendations to the Partnership's members on potential scenarios, development efficiency measures and other strategies. Through this Group, the Advisory Unit commissioned analytical papers on lessons learned from technical assistance linked to service delivery and core government functions in fragile and post-conflict states, which form the basis of this first volume in the Experts' Series.

Particular thanks are due to the authors of these papers, who are all members of the PDG Experts' Group: Mr. Rahul Chandran, Mr. Russell Cheetham, Mr. Dennis de Tray, Mr. Damoni Kitabire, Mr. Robert Muggah and Mr. Kojo Oduro. The experts who reviewed and commented on these papers also made pivotal contributions and contributed to making this publication possible: Mr. Talaat Abdel-Malek, Mr. Derick Brinkerhoff, Ms. Seema Ghani, Mr. Jak Jabes, Mr. Steve Symansky, Mr. Madani A. Tall and Mr. Asbjorn Wee.

Bathylle Missika and James Eberlein from the OECD/PDG Advisory Unit contributed to the development of these papers and helped shape the editorial content of this publication. Phyllis Flick offered invaluable editorial assistance while Bonnie Schaefer provided contractual support.

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List of Abbreviations

ANDS	Afghanistan National Development Strategy
CEMP	Customs Expansion and Modernisation Programme (Angola)
COSO	Committee of Sponsoring Organizations of the Treadway Commission
DAC	Development Assistance Committee (OECD)
DAG	Department of the Auditor General (The Bahamas)
DDR	Disarmament, Demobilisation and Reintegration
DFID	Department for International Development (United Kingdom)
GEMAP	Governance and Economic Management Assistance Programme
GOSS	Government of Southern Sudan
IMF	International Monetary Fund
MOFEP	Ministry of Finance and Economic Planning (South Sudan)
NDC	National Directorate of Customs (Angola)
NRA	National Revenue Authority (Sierra Leone)
OECD	Organisation for Economic Co-operation and Development
MINUSTAH	United Nations Stabilisation Mission in Haiti
PAR	Public Administration Reform
PDG	Partnership for Democratic Governance
PFM	Public Finance Management
PSI	Public Sector Information
SADC	Southern African Development Community
STRIP	Short Term Revenue Improvement Programme (Sierra Leone)
TA	Technical Assistance
UNDP	United Nations Development Program
USAID	United States Agency for International Development

Preface

The multitude of actors in the international development community means that any new initiative must be considered carefully in order to avoid duplication and also to achieve meaningful impact on the lives of the poor in the developing world. The development space is crowded enough as it is. At the same time, the principles embodied in the Monterrey Consensus, Paris Declaration on Aid Effectiveness and the Accra Agenda for Action have helped provide some definition to the concept of development effectiveness. It is within these contexts that the Partnership for Democratic Governance was conceived.

The Partnership for Democratic Governance has so far shown a refreshing willingness to distinguish itself from many other approaches to development by taking the time to take stock of lessons learned from the development community's past experiences. To this end, an impressive and diverse Group of Experts has been established to provide frank, independent advice both to the Advisory Unit of the Partnership for Democratic Governance and its Steering Group.

The conclusions drawn from the six papers contained within this volume were used by the Group of Experts to help articulate its recommendations to the Steering Group's third meeting in October 2008, where the operating approaches of the Partnership for Democratic Governance were formalised. Above all, the Experts were clear that the Partnership would have to be quick, responsive, pragmatic and very un-bureaucratic if it were to serve as a valuable addition to the international development community. The Group of Experts strongly encouraged the Partnership to embrace calculated risks in seeking innovative ways to address capacity gaps in fragile and post-conflict countries (especially through its emphasis on South-South co-operation) and to act as a genuinely neutral broker in such sensitive contexts. In this way, the Partnership for Democratic Governance can develop a comparative advantage.

Among the important conclusions to be drawn from these papers, which examine the impact of technical assistance interventions in selected post-conflict or fragile contexts, is the importance of donor co-ordination. Ad-hoc, piecemeal approaches have too often undermined development effectiveness. Technical assistance must be part of a larger, country-owned strategic planning process in order to promote longer-term sustainable capacity development. These efforts should also be placed in the broader context of state building approaches, if they are to be truly effective.

This volume is the first in what I hope will become an important series of highly practical, first-hand insights and also thought-provoking (even unconventional) recommendations both for the Partnership for Democratic Governance and for the rest of the international development community.

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