United Nations Development Programme
Regional Bureau for Latin America and the Caribbean

PROJECT DOCUMENT

Transparency and Accountability in Local Governments (TRAALOG) in Latin America and the Caribbean

Regional Programme Document for Latin America and the Caribbean, 2008-2011:

Key Result Area:		Strengthening accountable and responsive governing institutions
OUTCOME:	2.2.	Accountability and transparency of public institutions is strengthened
Outputs:	2.2.1.	System for sharing successful transparency and accountability mechanisms and policies.
	2.2.2	Identification and promotion of accountability mechanisms

Implementing Agency:	UNDP-RBLAC (DG Cluster/Local Governance)
Responsible party:	UNDP-RBLAC-RSC Panama/Policy Adviser

The **Transparency and Accountability in Local Governments** (TRAALOG) initiative will focus exclusively in assisting a selected number of UNDP Country Offices in the Latin America and the Caribbean Region to address transparency and accountability in local governments, as a means of strengthening democratic governance, improving the delivery of social services, making policies more responsive to people's needs and promoting ethics and oversight of decisions and policies. As such the TRAALOG will have two specific objectives: 1) The provision of technical assistance to specific UNDP Country Offices designed to support expanded and more focused anti-corruption programming at the local level: and 2) The development of technical assistance packages and tools designed to enable local governments to operationalize the principles of transparency and accountability by undertaking specific institutional strengthening efforts.

Programme Period: 2008-2011	
Programme Component: Democratic Governance (RPD)	
Project Title: **Transparency and Accountability in Local Governments (TRAALOG) in Latin America and the Caribbean**	
Atlas Award ID: 00059472	
Project No. Project: 00074368	
Start date:	1 March 2010
End date:	31 December 2011
Management Arrangement: DIM Regional	

Total resources (2010/2011):	**$ 500,000**
Resources allocated in 2010:	**$ 280,000***
DGTTF	$ 100,000
TRAC (Regional)	$ 50,000
BDP (DGG)	$ 130,000*
Unfunded Budget (2011)	$ 220,000

*Includes activities under the **Global Thematic Programme on Anti-Corruption for Development Effectiveness (PACDE)/BDP**, which are under a separate project mechanism, but will also contribute to the overall objectives and results of TRAALOG.

Agreed by Government of: _____

Agreed by Government of: _____

Agreed by Government of: _____

Agreed by Implementing Agency (UNDP):   _____

1. SITUATION ANALYSIS

In her statement on May 2009 on the occasion of the Annual Session of the Executive Board of UNDP/UNFPA, Helen Clark, Administrator of the United Nations Development Programme (UNDP) recognized that strengthening local governance and service delivery capacity is paramount for making poverty reduction sustainable and this is why UNDP should do more to enhance sub-national governments. In most countries of Latin America and the Caribbean, development efforts over the past three decades have been accompanied by efforts to modernize public institutions and improve democratic governance. Strengthening sub-national governments and making them more transparent and accountable is an integral part of the process of making public institutions more efficient, responsive and accountable to citizens.

While corrupt practices occur in all societies and all levels, sub-national governments in newly democratic countries (like most of the Latin American and the Caribbean region), are particularly vulnerable. Local governance, decentralization and devolution of power and responsibilities brought new challenges and opportunities for sub-national governments in the region. Greater financial responsibility, increased discretionary powers and new service delivery responsibilities have created opportunities to enhance local governance. However, they also brought greater risks and an increased focus on institutional vulnerabilities.

Similarly, because local governments are considered to be closer to constituencies, lack of transparency and accountability and the prevalence of corrupt practices can have a more immediate and corrosive impact for democratic governance than in other levels of government. The challenges of transparency and accountability and the prevalence of corrupt practices at the local level generally manifest themselves in many shapes and forms, and the variance across municipalities and local governments within and across countries in the region is broad, depending on administrative and institutional responsibilities and capacity.

The RDP clearly recognizes the importance of strong, transparent and accountable institutions at the sub-national level to articulate public policies. RBLAC Regional approach supports sub-national stakeholders' efforts to strengthen democratic governance and develop a citizens' democracy, and one of its main outcomes in this area is to strengthen accountable and responsive governing institutions.

2. STRATEGY

The **Transparency and Accountability in Local Governments** (TRAALOG) initiative will focus exclusively in assisting a selected number of UNDP Country Offices in the Latin America and the Caribbean Region to address transparency and accountability in local governments, as a means of strengthening democratic governance, improving the delivery of social services, making policies more responsive to people's needs and promoting ethics and oversight of decisions and policies.

The TRAALOG is part of an effort to articulate transparency issues in sub-national governments that began in 2008, when the 1st Latin American and Caribbean Community of Practice on Anti-Corruption was held in Lima. In June 2009, the 2nd UNDP Latin American and Caribbean Community of Practice on Anti-Corruption was held in Bogota, and provided a number of inputs about the needs in country Office. Similarly, with the support of PACDE/BDP a mapping of anti-corruption initiatives at UNDP country offices was carried out in 2009, which helped to generate an inventory of activities, topics and potential opportunities.

Local governments today can play a critical role for the promotion of sustainable human development as they represent the most appropriate level for effective government intervention to create an enabling environment, to promote gender issues and to meet a variety of public needs. In this respect, the promotion of transparency and accountability in local governments is a condition *sine qua non* for improved democratic governance that can create development opportunities, gender equality and renew trust in government. As such the TRAALOG will have two specific objectives:

1. The provision of technical assistance to UNDP Country Offices designed to support expanded and more focused anti-corruption programming at the local level: and
2. The development of technical assistance packages and tools designed to enable local governments to operationalize the principles of transparency and accountability by undertaking specific institutional strengthening efforts.

The target groups of the work of this project are: 1) UNDP staff in the region and their respective COs, and 2) sub-national governments (and their national counterparts), and 3) local organizations representing civil society. The focus areas of the work will be:
   a. Supporting the establishment of an enabling policy and institutional environment for sub-national governance focusing on:
      • Transparency and accountability
   b. Strengthening sub-national level individual, organizational and institutional capacities focusing on:
      • Citizens' participation and accountability, giving emphasis to the participation of youth and women.

The TRAALOG will use four mechanisms to provide support to country Offices, and through them to sub-national stakeholders. These mechanisms will include:
   1. <u>Policy advice</u>: Policy advice will be made available by the Regional Policy Adviser based at the Regional Centre either through country missions or desk assistance. In specific areas where in-house expertise is not available the Associate Experts will be made available to provide the necessary support.
   2. <u>Capacity Development</u>: To mainstream transparency issues into country office programming across UNDP practice and thematic areas. Activities can include tailored workshops, fairs, systematization and exchange of experiences and practices in various topics.
   3. <u>Tools for Transparency</u>: To facilitate innovation, application, replication and knowledge sharing, of best practices, as well as to develop programmatic options.
   4. <u>Regional and sub-regional activities</u>. Intended to complement the activities at the country office level. It will also facilitate a Community of Practice on anti-corruption – taking advantage of virtual tools and virtual work spaces-, with emphasis on sub-national governments. These regional activities will also support networking and horizontal learning through the exchange of information, knowledge and experience.

Leveraging funding from DGTTF and PACDE/BDP, the **TRAALOG** Initiative will contribute to the expected results of RBLAC in the focus area of "Democratic Governance", through the outcomes of fostering accountable and responsive governing institutions. This project will strengthen a strategic approach to local democratic governance support in LAC developing a set of activities, services, tools and products –along with other regional projects and initiatives- to contribute to transparent and accountable public policies.

The Project will also build up the Local Democratic Governance Practice in Latin America and the Caribbean, and encourage partnerships with country offices and sub-national actors. It aims to engage through country offices, academic, associations, civil society organizations (youth and gender) and other key sectors around the topic of sub-national governance and transparency.

The possibility of obtaining advice, capacity building, services and products aimed at fostering more accountable and responsive governing institutions, with more value in knowledge management, technical assistance and support for Country Offices (COs) and sub-national counterparts, emphasized the necessity of having in place a framework that can be responsive to CO's demands.
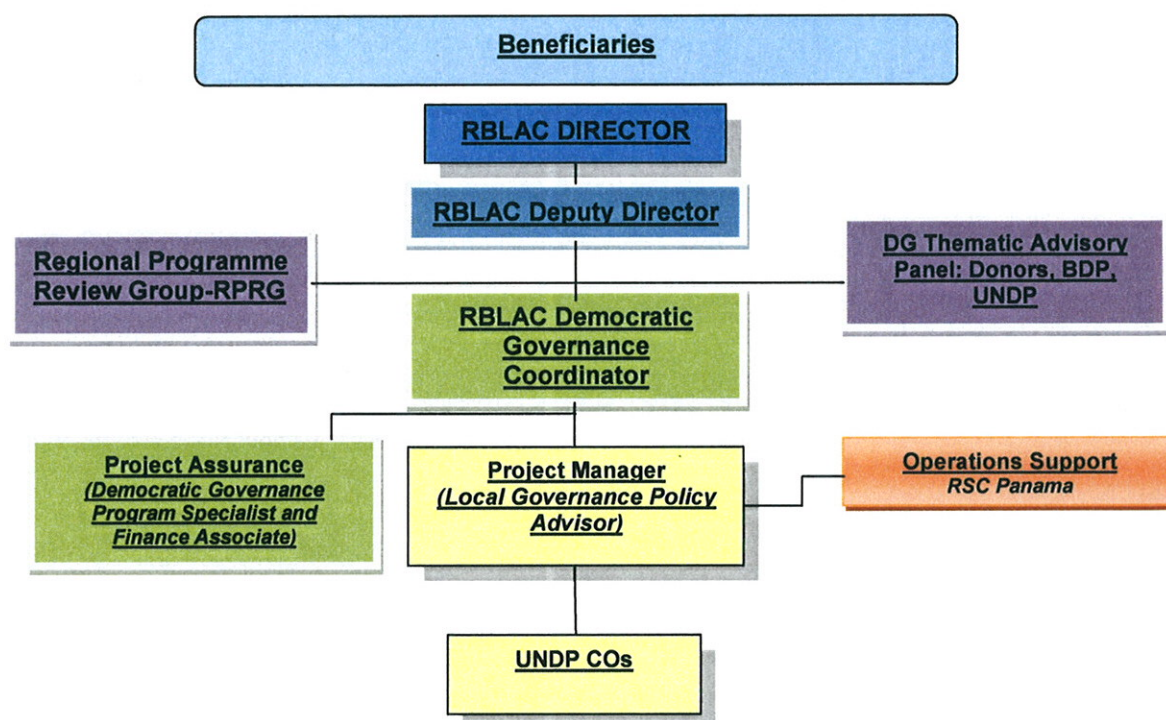
3. RESULTS AND RESOURCES FRAMEWORK

Intended Outcome 2.2. as stated in the Regional Programme Document: Accountability and Transparency of Public Institutions is Strengthened (STRENGTHENING ACCOUNTABLE AND RESPONSIVE GOVERNING INSTITUTIONS)

Outcome indicators: Number of good practices, mechanisms, policies and systems adopted

Baseline: Insufficient transparency and accountability in public institutions, resulting in little trust on the part of citizens.

Target: Policy advisory and technical assistance to improve transparency and accountability is provided in 10 countries

Partnership Strategy: COs, PACDE/BDP, CSOs, sub-national governments, multilateral and bilateral donors.

Project title and ID (ATLAS Award ID): 00059472 Transparency and Accountability in Local Governments (TRAALOG) in Latin America and the Caribbean

INTENDED OUTPUTS	INDICATIVE ACTIVITIES	PARTNERSHIP	RESPONSIBLE PARTIES	INPUTS
OUTPUT 1: 00074368 System for sharing successful transparency and accountability mechanisms and policies to increase knowledge and capacity **Baseline:** Insufficient sub/national technical knowledge about transparency and accountability for adequate policy analysis, and programming design and implementation. **Indicators:** a) Number of sub-national stakeholders participating in workshops and seminars; b) Number of best practices adopted **Targets:** a) At least 75 (25 per CO) stakeholders in 3 COs, with improved capacity to promote transparency and accountability initiatives, policies and mechanisms, b) At least 9 (3 per CO) best practices adopted at sub-national levels.	A.1 Provide advice to Country Offices designed to support expanded and more focused anti-corruption programming at the sub-national level A.2 Provide technical assistance and capacity development in: civil service reform, code of ethics, access to information, citizen complaints, bureaucratic simplification, leadership skills and communication strategies, and mainstreaming anticorruption in key MDG areas such as environment, water, energy, education, and health. A.3 Regional policy dialogue on anti-corruption at the sub-national level and its impact on poverty reduction and MDGs.	COs, BDP, RBLAC, sub-national governments, local government associations, other bilateral donors, private sector	Local Governance and Decentralization Policy Adviser at RSC LAC	Technical Advice Consultants Travel Workshops
OUTPUT 2: 00074576 Identification and promotion of accountability mechanisms at the subnational and local level in selective number of CO's programs and projects **Baseline:** Insufficient sub/national technical knowledge about transparency and accountability for adequate policy analysis, and programming design and implementation at the local level. **Indicators:** a) Number of COs engaged; b) Number of accountability mechanisms identified at the subnational and local level **Targets:** a) At least 3 COs, with identified accountability mechanisms at the sub-national level, b) At least 9 (3 per CO) accountability mechanisms systematized.	B.1 Engage and support Country Offices to identify and systematize accountability mechanisms at the subnational and local level.	COs, Subnational and local governments, BDP, RBLAC,	Local Governance and Decentralization Policy Adviser at RSC LAC	Technical Advice Consultants Travel

4. Annual Work Plan

EXPECTED OUTPUTS	PLANNED ACTIVITIES *List activity results and associated actions*	TIMEFRAME 2010				IMPLEMENTING ENTITY	RESPONSIBLE PARTY	PLANNED BUDGET		
		Q1	Q2	Q3	Q4			Funding Source	Budget Description	Amount ($) 2010
OUTPUT 1: 00074368 **System for sharing successful transparency and accountability mechanisms and policies** to increase knowledge and capacity in Country Offices	A.1 Provide advice to Country Offices designed to support expanded and more focused anti-corruption programming at the sub-national level.		X	X	X	RBLAC DG CLUSTER	Local Governance and Decentralization Policy Adviser at RSC LAC	DGTTF	Intl Consultant (71200)	6,000
								DGTTF	Travel & DSA (71600)	7,000
								DGTTF	Workshops (75700)	10,000
	A.2 Provide technical assistance and capacity development in topics such as: code of ethics, access to information, citizen complaints, bureaucratic simplification, leadership skills and communication strategies, participatory budgeting, *veedurías*/Watchdogs, anticorruption and advocacy & awareness campaigns, specialized anticorruption training, all linked to MDG achievements. and mainstreaming anticorruption in key MDG areas such as environment, water, energy, education, and health.		X	X	X	RBLAC DG CLUSTER	Local Governance and Decentralization Policy Adviser at RSC LAC	DGTTF	Intl Consultant (71200)	13,000
								DGTTF	Travel & DSA (71600)	15,000
								DGTTF	Workshops (75700)	15,000
								DGTTF	Printing (74200)	4,000
								DGTTF	Miscellaneous (74500)	11,000
	A.3 Regional policy dialogue on anti-corruption at the sub-national level			X	X	RBLAC DG CLUSTER	Local Governance and Decentralization Policy Adviser at RSC LAC	DGTTF	Travel & DSA (71600)	9,000
								DGTTF	Workshops (75700)	9,000
								DGTTF	Miscellaneous (74500)	1,000
OUTPUT 2: 00074576 **Identification and promotion of accountability mechanisms in selective number of CO's programs and projects**	B.1 Engage and support Country Offices to identify and systematize accountability mechanisms at the subnational and local level.			X	X	RBLAC DG CLUSTER	Local Governance and Decentralization Policy Adviser at RSC LAC	TRAC	Intl Consultant (71200)	27,000
								TRAC	Travel & DSA (71600)	15,000
								TRAC	Miscellaneous (74500)	8,000
TOTAL										**150,000**

5.   Management Arrangements

This Regional Project is executed under the DIM modality by RBLAC. This project contributes to the RBLAC Regional Programme Democratic Governance outcomes and its execution is responsibility of the Democratic Governance Coordinator. The Local Governance and Decentralization Policy Advisor, based in the Regional Centre Panama, – as part of the DG Cluster- is assigned the responsibility of Project Manager. Project Assurance is responsibility of the DG Programme Specialist with the support of the Finance Associate at RBLAC (HQ). RSC Panama provides administrative support. Project Manager supports UNDP Country Offices in project execution. Reports to the DGTTF, will be sent by the Project Manager after approval of the DG Cluster Coordinator. Regional Project management is organized as follows:

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                        │       Beneficiaries         │
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                        ┌─────────────────────┐
                        │   RBLAC DIRECTOR     │
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                        ┌─────────────────────┐
                        │ RBLAC Deputy Director│
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┌──────────────────┐              │              ┌──────────────────────┐
│ Regional Programme│             │              │ DG Thematic Advisory │
│ Review Group-RPRG │─────────────┼──────────────│ Panel: Donors, BDP,  │
└──────────────────┘    ┌─────────────────┐      │        UNDP          │
                        │ RBLAC Democratic│      └──────────────────────┘
                        │   Governance    │
                        │   Coordinator   │
                        └─────────────────┘
┌──────────────────┐              │              ┌──────────────────────┐
│ Project Assurance│  ┌────────────────────┐     │  Operations Support  │
│(Democratic       │  │  Project Manager   │─────│     RSC Panama       │
│ Governance       │  │(Local Governance   │     └──────────────────────┘
│ Program Specialist│ │ Policy Advisor)    │
│ and Finance       │ └────────────────────┘
│ Associate)        │           │
└──────────────────┘  ┌────────────────────┐
                      │     UNDP COs        │
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The structure and directives of regional projects approved by RBLAC –following UNDP norms and procedures- establishes that the Democratic Governance Coordinator is responsible of DG Programme results to the RBLAC Director, the DG Thematic Advisory Panel and the Beneficiaries, Donors and Partners (Governments and others). Project Manager is directly responsible for implementing project activities and products and reports to the DG Coordinator. Project Assurance is responsibility of the DG Programme Specialist with the support of the Finance Associate. Regional Service Center in Panama provides operations support.

The selection of consultants and contractors based upon the approved terms of reference is the responsibility of the Project Manager. The Regional Service Center (RSC) Panama, as responsible party, will provide administrative assistance as a responsible party.

Responsibility for monitoring and evaluation of project activities rests with the RBLAC Democratic Governance Area (Cluster).

Country Offices will perform a key role in all activities implemented at country level by this regional project.

RBLAC DG Cluster Coordinator (PTL) will submit to the RPRG quarterly reports on the project activities and results (qualitative reports). There will be an annual review meeting to discuss annual progress reports (APR). Project Manager will submit periodic reports and a final project report to BDP-DGG on outputs funded by DGTTF.

6.   Monitoring Framework and Evaluation

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

Within the annual cycle:
  - ➢ On a quarterly basis, a quality assessment shall record progress towards the completion of key results, as part of the quarterly RPRG review meeting.
  - ➢ An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
  - ➢ Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
  - ➢ Based on the above information recorded in Atlas, a Quarterly Progress Reports (QPR) shall be submitted by the Project Manager to the RPRG with oversight by Project Assurance, using the standard report format available in the Executive Snapshot.
  - ➢ A project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
  - ➢ A Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

Annually:
  - ➢ **Annual Review Report**. An Annual Review Report shall be prepared by the Project Manager and shared with the RPRG-Regional Programme Review Group. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.
  - ➢ **Annual Project Review**. Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by RPRG, as the

Project Steering Committee, and may involve other stakeholders. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

➤ A **Final Evaluation** will be conducted at the end of the Project

7. Risk Management

Democratic Governance issues normally present political risks, associated with particular conflictive political situations, changes of government, institutional instability or sometimes crisis. These risks will be closely monitor by DG Cluster and RC/RRs to manage any increase on political risks and take appropriate measures to counter any possible effect on the project, or correction of project outputs and/or activities if necessary.

This project requires high levels of coordination between DG Cluster, other LAC Clusters, LAC COs and Regional Service Center in Panama and Port-of-Spain. Organizational risks may increase if coordination fails to function properly among different actors involved. RBLAC institutional communication and coordination mechanisms will be monitored to ensure adequate project management and implementation.

Another key risk for the project implementation is the assessment and selection of dissemination and advocacy targets. RBLAC will define in a participatory way, with colleagues and the project teams, the specific target groups for its products and initiatives on advocacy/outreach. (See Risk Log in Annex 1)

8. Legal Framework

This project forms part of an overall programmatic framework under which several separate associated country level activities will be implemented. When assistance and support services are provided from this Project to the associated country level activities, this document shall be the "Project Document" instrument referred to in: (i) the respective signed SBAAs for the specific countries; or (ii) in the Supplemental Provisions attached to the Project Document in cases where the recipient country has not signed an SBAA with UNDP, attached hereto and forming an integral part hereof.

This project will be directly implemented by UNDP in accordance with its financial regulations, rules, practices and procedures. To ensure its responsibility for the safety and security of the UNDP personnel and property, UNDP shall: (a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried; (b) assume all risks and liabilities related to UNDP's security, and the full implementation of the security plan.

The UNDP shall undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document."

ANNEX I: RISK ANALYSIS – Initial Risk Log

Project Title: Transparency and Accountability in Local Governments (TRAALOG) in Latin America and the Caribbean

Award ID:

Date: 1 March 2010

#	DESCRIPTION	DATE IDENTIFIED	TYPE	IMPACT & PROBABILITY	COUNTERMEASURES / MNGT RESPONSE	OWNER	SUBMITTED, UPDATED BY	LAST UPDATE	STATUS
1	The project operates within a complex political and normative environment that limits scope and depth of activities	Since inception (starting date)	Political	Political situations in some countries may present significant challenges to implement project activities at country level. Complex normative contexts in some countries can present difficulties for promoting activities at sub-national governments. P = 4 I = 4	The project will work in close collaboration with the COs to identify the best entry points, contexts, partners and strategic actors. Direct involvement of RC/RR will be looked for in countries presenting particular situations. This will allow better implementation of public debates as well as better dissemination of findings and impact of results. The project will ensure effective advocacy initiatives that focus on the advantages of the participatory processes and research results for policy makers.	RBLAC-DG Cluster & Policy Adviser RC/RR COs			
2	Lack of or weak coordination between RBLAC and COs	Since inception (starting date)	Operational	The lack of coordination between RBLAC and COs in project implementation could lead to misunderstandings and difficulties in producing within schedule project outputs, leading to a waste of time, effort and resources. This would imply a perception of a disorganized project among national actors and partners. P = 3 I = 3	Policy Adviser will clarify each party role for easing implementation and broadening synergies.	RBLAC-DG Cluster & Policy Adviser COs			
3	Unclear beneficiaries	Since inception (starting date)	Operational	Assuming an unclear beneficiary could generate dysfunctions in the assistance process and, consequently, in its impacts on public policy making. Furthermore, it could generate a lack of sustainability of DG sub-national efforts to strengthen participation and a loss of potential synergies among the identified agents of change in LAC. P = 4 I = 1	Policy Adviser will engage COs to determine most appropriate beneficiaries.	RBLAC-DG Cluster & Policy Adviser COs			

PRODOC-Transparency and Accountability in Local Governments (TRAALOG) in Latin America and the Caribbean