3.3.3.1 Stakeholder Participation in the GC Sensitization Activities

Beside a national stakeholders' conference at Akosombo for selected participants held during the initial stages of the process, the regional sensitization workshops of the GC were also used to engage selected stakeholders and elicit their inputs. Following presentations and 'questions and answers' session as indicated above, participants went into syndicate groups to discuss broadly issues such as the prevailing state of affairs as regards the four APRM focal areas; the likely causes; level of stakeholder participation; issues that should be included in the country assessment; and measures that can be taken to improve the process (see Appendix 2)[47]. Indeed, participants had limited time to assimilate the content of APRM documents and presentations given, to make informed input into the process; discussions therefore tend to be more of seeking clarification than making input into the entire process. Nonetheless, at the end of each sensitization workshop, at least participants leave with a better appreciation of the APRM. This cannot be deemed adequate, though, considering the somewhat technical nature of APRM and the amount of information therein. To buttress this point, Ross Herbert's asserts that 'many participants in the Ghana seminar and another in Kenya argued that civil society organizations would have difficulty preparing thoughtful analyses of governance without resources'.[48] Thus, as indicated earlier, initial inadequate information dissemination on the APRM as a subject, explaining its origin, objectives, structures and processes and the roles of stakeholders – contributed to the low public awareness and minimized the level of participation in the process.

Participants in a syndicate group discussion at an
APRM sensitization work

The above notwithstanding, some inputs were made and some of the concerns expressed helped in streamlining the process, including suggestions for extension of the sensitization on APRM to the district level. In addition, stakeholders' inputs such as inclusion of issues on gender and science and technology, which were not part of the APR Questionnaire, were integrated into the

country assessment. To this effect, participation of stakeholders and integration of their input into the national process can be said to be adequate. In all, about 1,300 participants attended the sensitization fora (see Table 1 below).

3.3.3.2 Stakeholder Participation in the TRTs' Country Self-Assessment

In the actual country assessment, which was done through 'elite' and 'mass' surveys by the TRTs, the participation of stakeholders was naturally limited to respondents. The key issues to look at here are the sample size and the methodologies employed. How representative was the sample size, and how were the surveys structured to get the best quality information from participants?

TABLE 1: PARTICIPANTS AT THE APRM SENSITIZATION FORA

SENSITIZATION FORUM	NUMBER OF PARTICIPANTS		
	MALE	FEMALE	TOTAL
1. National Sensitization Forum			
2. Upper West Region	54	8	62
3. Upper East Region	72	16	88
4. Northern Region	89	16	105
5. Brong Ahafo Region	84	14	98
6. Ashanti Region	94	33	127
7. Eastern Region	104	25	129
8. Western Region	55	5	60
9. Volta Region	117	30	147
10. Security Services	59	20	79
11. TUC and Trade Associations	33	9	42
12. Physically Challenged (Disabled)	57	24	81
13. Youth Groups	113	67	180
14. NCCE and the Media	23	4	27
TOTAL	954	271	1,225

Source: Progress Report under UNDP Dissemination Project.

Participation in Actual Survey (Approaches and Implications)
Regarding the actual survey, the TRTs cast the APR questionnaire into survey instruments for respondents under two main categories of 'elite' and 'mass' surveys, based on the subject matter and the capacity and characteristics of respondents. This was highly appropriate and ensured effectiveness and efficiency in the data collection.

There were, however, slight differences in the approaches of the TRTs, which had participation and documentation implications. For instance, while ISSER instructed its field officers (research assistants) to paraphrase research questions to mass survey respondents in order to create an informal environment, relax the respondents and get the most of them, CDD charged its field officers to present questions exactly as they are framed in order to avoid alteration of the intended meaning and purpose. Similarly they were expected to document the responses exactly as they were given. PEF, on the other hand, invited its respondents to workshops, briefed them on the APR process and presented them with the relevant components of the questionnaire to be completed and submitted at the workshops. Space was subsequently created for participants to express their sentiments and also seek clarification on the APRM. CEPA administered an elite

49 Observation of the processes and presentations of TRTs at the APRM Country Report Validation Workshop, GIMPA, Accra

survey on the Economic Governance and Management section to the relevant professionals, on the assumption that this category of issues would best be addressed by such professionals[49].

A combination of questionnaires, individual interviews and focused group discussions were employed to solicit the views of respondents. These are appropriate standard research methods, and stakeholders who participated in the survey had the chance to provide input to the country self assessment. Needless to say, the foundation for effective participation, which is a good appreciation of the subject (APRM) through education and/or access to information, was generally weak and did limit the level of stakeholder participation that could have been achieved. Institutions surveyed included Ministry of Regional Cooperation and NEPAD, Ministry of Foreign Affairs, UNDP, Net Right, UNFPA, Commonwealth Human Rights Initiative, South Africa High Commission, Child Right Commission Ghana, Ministry of Manpower Development, Ministry of Women and Children Affairs, Parliament, Attorney-General's Department, Office of the President, National Commission on Women and Development, and NGOs and Civil Society Organizations (ISSER Validation Pres.)

50 The experts and the focal areas they considered were: Mr. Kwesi Jonah of Institute of Economic Affairs – Democracy and Good Political Governance; Prof. Cletus Dordornu of ClayDord Consult - Economic Governance and Management, Dr. Samuel Aikins of the University of Cape Coast - Socio-Economic Development, and Dr. Richard Adjaye of Ernst and Young - Corporate Governance.

Review and Validation of the TRTs' Assessment Reports by Stakeholders:
Following the submission of the TRTs' reports, the GC engaged four non-governmental experts in their private capacities as consultants [50] to review each of the focal areas. Again, although this demonstrates the involvement of civil society, the selection of the reviewers was not opened to competition.

51 Steven Gruzd, 'South Africa and the APRM', draft chapter for forthcoming book on 'APRM Lessons Learned" by Ross Herbert and Steven Gruzd, to be published by the South African Institute of International Affairs (SAIIA), Johannesburg, 2007.

A validation workshop was held on 10 -13th February 2005 at GIMPA, Accra. The purpose of the workshop was to ascertain the authenticity of the country assessment reports submitted by the TRTs and whether the reports adequately reflect the expressed perception of stakeholders about the prevailing situation in the country in respect of the APRM focal areas. Although the validation in Ghana was originally planned to be done by zoning the country into three, time constraint and pressure from the APR Secretariat for the submission of the Country report, compelled the GC to do only one National Validation Workshop. Attendance was quite low in Ghana (about 50 participants, out of about 200 people invited), compared to South Africa's 1700 people who attended the 2nd National Consultative Conference held with the partial purpose of validating the country report and PoA[51]. The participants of Ghana's validation workshop included representatives of some governmental and non-governmental organizations, members of the Governing Council, staff of the NAPRM GC Secretariat and the TRTs. The non-governmental organizations represented included Institute of Democratic Governance (IDEG), African Security Dialogue and Research (who were quite critical of the process in Ghana) Children's Rights International, Association of Ghana Industries, Ghana Employers' Association, Ghana National Chamber of Commerce & Industry and Commonwealth Human Rights Initiative. The Office of the President, Ministries of Regional Cooperation and NEPAD, Foreign Affairs, Environment & Science, Food and Agriculture, as well as the National Commission for Civic Education, Ghana Armed Forces, Ghana Statistical Service, Ghana Investment Promotion Centre and CHRAJ were the governmental bodies that were represented.

52 Steven Gruzd, 'South Africa and the APRM', draft chapter for forthcoming book on 'APRM Lessons Learned" by Ross Herbert and Steven Gruzd, to be published by the South African Institute of International Affairs (SAIIA), Johannesburg, 2007.

Similar to South Africa, participants were given the reports they were supposed to validate at the conference, without the chance to pre-study them to facilitate meaningful participation. But while in South Africa participants complained of being given copies of the text[52] (which I suppose was voluminous) to digest and comment on in a limited timeframe; in Ghana participants complained about the difficulty of validating reports of more than 150 pages, when only about

10-page summaries had been made available to them. Nevertheless, they agreed that the issues raised in the summaries and presentations of the TRTs reflect the situation in the country. They also commented and provided additional inputs for the TRTs to improve and enrich the Final Ghana Country Reports. The inability of the GC to make the entire report available to the public is attributed to the APRM provisions that *'[s]ix months after the report has been considered by the Heads of State and Government of the participating member countries, it should be formally and publicly tabled in key regional and sub-regional structures such as the Pan-African Parliament, the African Commission on Human and Peoples' Rights, the envisaged Peace and Security Council and the Economic, Social and Cultural Council (ECOSOCC) of the African Union'.* [53] In effect the public (including civil society, private sector and international development partners) only see the final country report, after it has been accepted as authentic by only one of the stakeholders – the government.

> *'The Team's draft report is first discussed with the Government concerned. Those discussions will be designed to ensure the accuracy of the information and to provide the government with an opportunity both to react to the Team's findings and to put forward its own views on how the identified shortcomings may be addressed. These responses of the Government will be appended to the Team's report.'* [54]

Thus the government changes from a 'stakeholder' to 'representative of all stakeholders'. Describing the APRM process, Ravi Kanbur expresses similar concern by saying that, '[t]here are site visits, discussion with government and broad civil society, and a ***draft report which is usually discussed with government***' [55]. He goes on to advocate for the involvement of all stakeholders by quoting Pagani, who attributes the success of the OECD peer review to the fact that 'the whole body is encouraged to participate extensively'. [56] Indeed, the provision above seems contradictory for the APRM process to promote human rights including the right to information and participation in decision-making, and at the same time restricts public access to a report they have contributed to, until after it is 'publicly tabled'. However, it is noteworthy that 'public tabling' is qualified as 'formally'. This therefore does not necessarily restrict informal release of reports to the public. The involvement of civil society should not be made to look as 'window dress ...to meet procedural requirement of the APRM'. [57] An objective interpretation of this provision by the National Focal Point is therefore necessary to prevent possibility or suspicion of censorship which can minimize public ownership. This is particularly so as most of the National Focal Points originate from government, even if they are independent.

3.3.3.3 Ownership, Commitment and Implications for Implementation of the PoA

The people of Africa, and indeed Ghana, do not seem to own the NEPAD/APRM initiative as expected. This is because of the way NEPAD/APRM evolved, without the involvement of the key stakeholders – the people of the continent. As Len Verwey indicates 'the NEPAD vision is not the product of broad consultation and regional deliberations, but was conceived and articulated by a few African leaders, unveiled initially in the West, and subsequently brought back and 'marketed' to the African People' [58]. On the contrary, '[n]ational ownership implies a fully participatory process of engagement with citizens, civil society, academia, trade unions, the private sector, etc., in addition to different government agencies'. [59]

53 APRM Base Document, paragraph 25.

54 APRM Base Document

55 Ravi Kanbur, The African Peer Review Mechanism (APRM): An Assessment of Concept and Design, January, 2004: www.people.cornell.edu/pages/sk145. (The emphasis in bold is mine).

56 Pagani (2002), quoted from Ravi Kanbur (2004)

57 Len Verwey, 'NEPAD and Civil Society Participation in the APRM', IDASA Occasional Papers, p. 28: http://www.idasa.org.za

58 Ibid

59 Accra Outcomes Statement in Developing Capacity through Technical Co-operation: Country Experiences, edited by: Stephen Browne, Earthscan Publications Ltd, London and Sterling, Virginia.

60 Team Consultancy, AGF National Stakeholder Consultation Report: Implementing the APRM in Ghana; Challenges and Prospects, September 2005.

The whole agenda to promote good governance seem to have started wrongly, against the very principle it was suppose to hinge on – participation of stakeholders. The people's knowledge of NEPAD and APRM is weak due to inadequate publicity and public engagement on the issue. APRM seems to have circulated among few groups of people (elite), which is the case in Ghana as well[60]. It was mostly the same people who were invited to join National APRM workshops, probably for the reasonable fear that new people who are ignorant about it may set discussions back as the process progresses. Notwithstanding, those who had the chance to participate in the sensitization and others activities of the process have positive impressions of the process and participated by learning about it and providing input.

The good thing however is that there is some level of interest of stakeholders in the process, which was particularly evident in the political debate that ensued after the release of the report. Again it is worth noting that this debate was among the middle and high class intellectual and politicians, and not the ordinary people who constitute the majority of the public. All the same the interest shown by both sides of the political divide should be exploited to bring more stakeholders, especially the ordinary people, on board and allow them to take ownership of the process. The recommendations below address this.

There are varied implications of the above for the implementation of the PoA – the most important aspect of the process. In the first place, stakeholders may not even know enough about the content of the PoA, let alone be able to monitor and ensure that the government - the major implementer - meets its obligation. Secondly, there may be little support offered by stakeholders to government to facilitate implementation by way of resources or co-operation, as they may not know the issues that relate to them and play their roles ineffectively. Stakeholders not owning the outcome also create a favourable opportunity for a new government to have little or no regards for the outcome and thereby discontinue the process. This is more so, considering that APRM is a voluntary process and governments that have acceded or future ones (when change of government occurs) are not permanently bonded. Resources committed thus far may all come to waste.

3.3.4 The Role of Key Stakeholders

61 Guidelines for Countries to Prepare for and Participate in the African Peer Review Mechanism (APRM), NEPAD/ APRM/Panel3/guidelines/11-2003/ Doc8

The APRM guidelines broadly indicate the key stakeholders at the country level as the government, NGOs (i.e. civil society), private sector, and international development partners[61], including UNDP. The roles of both national and international development partners are critical and are discussed below.

3.3.4.1 The Role of National Stakeholders

The role of national stakeholders is premised on the fact that they are in the country and feel both the positive and negative impacts of policies and programmes. They are therefore required, in collaboration with the focal points, to design the participation framework that will guide the involvement of all key stakeholders. Within the agreed framework, the stakeholders are expected to discuss and determine the prevailing situation in the country in respect of the four focal areas, as well as programmes of actions to improve undesirable situations.

Participants at the National Stakeholders Forum at
Akosombo, Ghana (May 29th 2004).

The national stakeholders, as individuals or groups, are thus expected to provide information on governance in the country through participation in national surveys or through submission of views. Stakeholders are therefore expected to be proactive and ensure they participate fully in the process and influence the direction of governance and development to their benefit.

It is noteworthy that besides efforts of the focal points (GC) to get stakeholders on board, relevant stakeholders, especially civil society, should also be proactive and express their interest to be involved. For instance in South Africa, when civil society organizations felt they were being left out of a conference on APRM, they 'vowed to attend the conference, even if uninvited, and many came without government funding and assistance'.[62] This is critical for ensuring total coverage of all relevant stakeholders, and more so when it is possible for focal points to overlook potential stakeholders. The occasionally apathetic behaviour of some stakeholders, especially among civil society, also affected participation adversely.

3.3.4.2 The Role of International Partners (IPs) and UNDP

Despite the African origin and ownership of the NEPAD and APRM process, international development partners are considered as key stakeholders, providing technical and financial assistance, especially for the implementation of National PoAs.[63]

The involvement of international partners is appropriate in several respects. They are already engaged in development programmes of the participating countries, including the promotion of democratic governance, and can share their experiences, insights and know how. Above all, if IPs are required to provide resources and technical support to the process, this gives them a stake in the process. In such circumstances, it is also noteworthy that external actors such as IPs might 'bring to the table certain concepts and conditionalities that are influenced by how they view governance and human development'.[64] The governance concepts and reporting systems of IPs

62 Steven Gruzd, 'South Africa and the APRM', draft chapter for forthcoming book on 'APRM Lessons Learned' by Ross Herbert and Steven Gruzd, to be published by the South African Institute of International Affairs (SAIIA), Johannesburg, 2007.

63 Guidelines for Countries to Prepare for and Participate in the African Peer Review Mechanism (APRM), NEPAD/APRM/Panel3/guidelines/11-2003/Doc8, paragraph 46

64 G. Shabbir Cheema, (2005) 'Building Democratic Institutions: Governance Reform in Developing Countries', Kumarian Press Inc., USA.

regarding utilization of their funds, sometimes take little notice of implementation challenges and can influence the pace of participatory processes such as the APRM adversely. The need for transparent, objective and flexible negotiations between IPs and other stakeholders is critical in reaching a consensus that is beneficial to all parties.

In Ghana, for instance, the government has been and is the main source of funding for the APRM process in the country. However, in spite of her effort, the financial implications of the required participatory approach made the mobilization of additional funds from IPs necessary, and accentuated the important role of the international development partners. Besides the key role UNDP played in supporting the GC and the APRM process, other IPs such as the French government, the British Government's Department for International Development (DFID), Konrad Adenauer Foundation (KAF) and the Italian Government, provided financial and material support to complement government funds. Each IP negotiated the use of the funds with the GC.

65 Interview with some International Partners including officials of the EU, USAID and DFID

Apart from UNDP, which had quite a close relationship with the GC (as indicated below), most of the other IPs observed the process from a distance to avoid getting too involved or being accused of influencing the African-initiated process. Indeed IPs interviewed preferred this distant role.[65] There seem to be a feeling also among IPs that information on the process was not easily accessible to facilitate their active participation. This sentiment was expressed during a meeting between the IPs and the Country Review Mission Team, who came to consult with stakeholders in the country upon submission of Ghana's Self-Assessment Report. Among the issues raised were:
- When the report will be made publicly available
- The unavailability of the report on Ghana makes it difficult for them to discuss and pledge support to the process.
- Whether a report on Ghana that has been published by an institution in South Africa was done by the APR Secretariat.
- It is necessary that reliable data is made easily available and accessible to facilitate the work of the Development Partner, and
- How the PoA is different from the GPRS[66].

66 Progress Report on APRM in Ghana

Although it was explained that by the provisions of the process, the report will be made public only after it has been reviewed by the APR Forum, the above sentiments clearly indicate that the IPs were somehow alienated from the process, apart from the funds some of them provided. They also felt incapacitated to participate effectively due to inadequate access to information.

The Role of UNDP
UNDP Ghana has been a major contributor to the establishment and implementation of NEPAD and APRM in Ghana. It assisted the Government of Ghana to set up a NEPAD Secretariat in the Ministry of Foreign Affairs in March 2002. The Secretariat was later transferred to the newly created Ministry of Regional Cooperation and NEPAD (MRCN), as a key component of the Ministry. In collaboration with the newly created Ministry, UNDP further provided support for the educational programmes of the MRCN workshops, including the Consultative Forum on the APRM organized on the 21st November 2002.

A unique support from UNDP-Ghana to the APRM process was the *'Support to the APRM Dissemination Project'*. The project was aimed at documenting and disseminating information

on Ghana's APRM process experience within the country to promote national as well as regional awareness and ownership. Among other media, the publication of the "APRM IN GHANA" Newsletter was one of the major means of information dissemination under the project.

In effect, while the role of UNDP at the country level was two-fold: provision of technical advice and financial support, her role and that of other IPs is dependent on the level of involvement by the National Focal Points. They can, however, observe the process, provide their insights and share their experiences and resources, through objective, transparent and flexible negotiations. Such negotiations should result in clear clarification of roles, the extent of reliance on external funding and conditions pertaining to support that are provided under such circumstances, ensuring that national ownership of the process remains intact. The issue of values such as honesty, transparency, courage and prudence are therefore critical at each stage of the process, including delineating the role of various stakeholders.

3.3.5 Stakeholder Participation in the APRM Process in Ghana: A SWOT Analysis

In the light of discussions above the 'Strengths, Weaknesses, Opportunities and Threats' (SWOT) matrix (se Table 2) presents a summary of key findings of stakeholder participation in the APRM process in Ghana. The findings are conclusions drawn from literature reviews, interviews, responses to questionnaires and the author's personal experience. While the strengths refer to favourable factors in the country, e.g. appropriate structures and processes put in place that influenced stakeholder participation favourably, the weaknesses refer to factors that had negative influence on stakeholder participation. The strengths and weaknesses are the internal positive and negative factors respectively; while the external positive and negative factors are termed opportunities and threats. The definition of internal and external can be varied. In this case internal refers to factors within the control of the Focal Point – NAPRM GC, while external refers to factors beyond the Council's control, but within and beyond the country.

Table 2: SWOT Analysis of Stakeholder Participation in Ghana

INTERNAL FACTORS	
STRENGTHS	WEAKNESSES
• Involvement of national eminent persons • Covered a wide spectrum of stakeholders • Good research methods employed by the TRTs • Educational materials were made available to participants of workshops • Adequate sensitization of participants of NAPRM GC workshops • Integration of input from participants into the survey, e.g. on gender and Science and Technology	• Inadequate detailed planning of the entire process resulting in illogical sequencing of some of the activities • Inadequate education of the public • Low coverage of public education programme • Inadequate involvement of stakeholders in the planning process, including determination of participation in the entire process as required • Method employed in determining stakeholders unclear • Participation in the process seems to have centred around few people or groups, hence there was inadequate public awareness about APRM • Inadequate time for and lack of proper timing between distinct aspects of the process, e.g. public education and surveys • Uncompetitive selection of TRTs and reviewers of the TRTs'reports • Irregular flow of funds from government which affected the timing and logical sequencing of some activities of the process.

EXTERNAL FACTORS	
OPPORTUNITIES	THREATS
• Strong political commitment towards a transparent process (absence of political manipulation) • UNDP CO support • Support from other development partners e.g. DFID, French and Italian Governments, KAF, etc. • Availability of competent research institutions	• Pressure from the APR Secretariat for timely implementation and conformity to agreed schedule (taking little cognizance of implementation difficulties) • Bureaucratic delays and irregular flow of funds for the work of the focal point • High cost of services of the TRTs • Provision in the APRM process that restrain the release of the draft and final report to the public apart from government • Inadequate technical support or direction from the APR Secretariat

Chapter 4: Recommendations and Conclusion

4.1 Introduction

The recommendations of this paper as indicated earlier, are to help deepen stakeholder participation in the APRM processes and thus promote the practice of democratic governance, which provides the most conducive environment for attaining sustainable development. It outlines some programming and planning issues and concludes that whether the respective countries and African as a whole will develop or not is a matter of choice. The choice has to be made and borne with its associated actions and consequences. Good programmes in themselves will not result in development. It is the moral courage to pursue the right course through comprehensive planning and ethical, professional and transparent practices, guided by good values and principles. Above all, conscious effort should be made to ensure the participation of all stakeholders. This is the only way to attain the desired results. In order to improve the existing effort of ensuring effective stakeholder participation in the APRM process, the following are proposed.

4.2 Comprehensive Planning of the Process

The discussions in the earlier chapters points to the fact that detailed planning is crucial to the success of any programme, including the implementation of the APRM. The various stages of the process should be painstakingly analyzed and planned to determine how the key stakeholders will be identified and involved in the entire process. Going through the rudiments of planning will facilitate the actual implementation and minimize oversights. As the APRM guidelines suggest, invitation should be widely publicized to invite and inform the public about the process, and in collaboration with key stakeholders determine the roadmap on participation. The outcome of such fora or meetings will inform the planning, which should deal in detail with issues such as; what is at stake at each stage, which objectives are to be achieved, who will and should be involved and what are their roles. The outcome of the meeting should also inform methods and approaches to be employed, when activities should be executed and the logistics needed as well as the cost implications. The detailed plan and the monitoring and periodic evaluation framework should be completed before the process is commenced. The adage is true that if we fail to plan (before we start implementing), we are invariably planning to fail. Although, we may be able to achieve something, we may still fail in getting people involved to take ownership, win their commitment and ensure sustainability of the APRM process and its objective of promoting democratic governance.

4.3 Deepening National/Continental Ownership of the NEPAD/APRM

The current situation of inadequate awareness among the people of the continent, including Ghanaians, on NEPAD/APRM is the major threat to the success and sustainability of the initiative. This situation should be corrected to build the needed foundation – common ownership and commitment to its success, through public education and engagement.

Public Education and Engagement
The focus now should be on creating fora for public education and engagement to review and/
or adopt the current vision of NEPAD/APRM. This will genuinely bring the people on board to
take ownership of the initiative, which is indispensable. For this purpose, a Special Programme
may be termed *'Rebirth of NEPAD/APRM:* National and Continental Ownership' and pursued,
employing as many youth volunteers as possible. The programme should be thoroughly and
participatorily planned and pursued with all seriousness and devoid of any political undertones,
individual interests and considerations.

The personnel who will be involved in executing this programme, especially the public educators
should be given at least one month training, comprising both orientation on the subject matter
and physical training. This will make them mentally and physically fit for the exercise, invoke a
sense of patriotism, and instill in them discipline and endurance to go to remote communities in
difficult areas. Above all, they should be dealt with transparently, fairly rewarded, and provided
with the necessary logistics, in order to keep the morale high and ensure success.

This programme will most likely be expensive in the short term, but will turn out more beneficial
in the long term and rejuvenate the people's energy to participate in APRM, as well as other
governance and development processes. Application of transparent and accountable processes
in the use of resources as well as genuine involvement of all stakeholders, including the private
sector, will help to attract their sponsorship in cash and/or kind, to complement government's
effort.

4.4 Ensuring Effective Stakeholder Participation in the Process

Irrespective of the models that inform methods employed, the APRM process is based on
popular participation and requires the use of good multi-stakeholder processes (MSP). A good
MSP design commences with a thorough 'situation analysis' to inform 'stakeholder analysis'.
The tendency is to take some of these steps for granted. However, the situation analysis, for
instance, helps in understanding the issue and its related dimensions, and subsequently help
to identifying the stakeholders and how they can be involved, especially at the initial planning
stage of the process. This will in turn guarantee participation in the implementation of the
PoA, which is the most important aspect of the whole APRM process. As discussed in Chapter
two, attaining meaningful participation of all stakeholders is a process and should be treated
as such. Attention should be paid to ensure careful planning and execution of all the stages
which are: Determination of stakeholders, ensuring effective participation through sensitization
and awareness raising among the general public; creation of suitable avenues to engage various
stakeholders; and reaching consensus with all stakeholders.

4.4.1 Determining stakeholders (Stakeholder Analysis)

Lessons from Ghana, Kenya and South Africa clearly show that irrespective of who is responsible,
stakeholders desire to be involved in determining the key stakeholders. Consequently, invitation
for the public to participate in the APRM process should be widely publicized as required. This
will ensure that no relevant stakeholder is excluded and also provide equal opportunity for

67 Steven Gruzd, 'Kenya and the APRM', draft chapter for forthcoming book on 'APRM Lessons Learned' by Ross Herbert and Steven Gruzd, to be published by the South African Institute of International Affairs (SAIIA), Johannesburg, 2007.

68 Multi-Stakeholder Processes Resource Portal:
http://portals.wi.wur.nl/msp/

participation. Subsequently the number can be trimmed to representatives of broad categories of stakeholders agreed upon through nominations, consensus or election. These representatives will constitute the core team of planners and managers. This in itself is a process and takes time, considering how the Kenyan process was held back for months for lack of consensus, but is worth pursuing.[67] The stakeholder analysis should result in the development of agreed criteria such as who is affected by the APRM process; who has a critical role in ensuring its success; who is legally required to participate; and who has specific knowledge on the processes or issues involved.[68] The analysis should also take cognizance of the socio-economic and cultural characteristics of the stakeholders, among others, to determine the manner and level of their engagement at the various stages of the process. Ideally, the national focal point should seek feedback from stakeholders to ensure common agreement on the processes and their respective roles at various stages or levels.

In effect, there are five main but inter-related stages in a typical stakeholder analysis, namely:

- Analyse the situation or issue – nature and processes, causes and effects.
- Identify individuals and groups (actors) involved in the various dimensions.
- Analyse the socio-economic and cultural characteristics of the identified actors.
- Categorise the actors into engagement groups based on their interests, level of education and means of access to information, etc.
- Determine appropriate means of engaging the various categories of stakeholders to ensure effective participation in the process.
- Secure agreement among stakeholders on processes, stages of engagement and their roles.

Stakeholder analysis is therefore central in determining stakeholders and designing a comprehensive multi-stakeholder participation process to facilitate popular engagement. The analysis and 'selection must be done with different people in order to lessen the risk of having a biased selection'. It should be seen as 'a process that continually evolves and must be repeated throughout the life of a project/programme in order to ensure that 'new' stakeholders are not missed'[69]**.**

69 Ibid

4.4.2 Building Capacity for Effective Stakeholder Participation

The APRM, like the democratic governance it seeks to promote, is essentially a decision-making process by all relevant stakeholders. Identifying stakeholders is one step and ensuring that they participate effectively is another. The question then is: how do we ensure effective stakeholder participation? The obvious answer is provision of adequate and timely public education and access to relevant information. Based on discussions in the previous chapters, particularly chapter three, as well as available literature on best practices by UNDP and other development institutions, the following steps are suggested for this purpose:

1. Sensitize the public and initiate discussions on the issue (e.g. APRM) with selected key stakeholders, dwelling on its objectives and intended follow up activities (plan of action).
   a. Develop a matrix of stakeholders indicating their characteristics, location, means of reaching them and method of communication, etc.
   b. Document and share a summary of the outcome of the meeting with the stakeholders immediately to validate it, before the group disperses.

2. Get more comments from interested stakeholders and finalize the plan of action, with clear definition of the various steps or stages such as those indicated in step 3-8 below.

3. Develop public education materials (manuals, booklets and leaflets), as well as the education strategy, taking into consideration the following:
   - Background to the issue (Where have we come from?)
   - Current situation (Where are we now?)
   - Goals and Objectives (Where do we want to go?)
   - Opportunities and Constraints (Available resources and challenges)
   - Key Issues (Critical areas of focus for the attainment of the goals)
   - Strategy (Methodology, processes, key actors and their roles)
   - Budget (Sources of funds and items of expenditure)
   - Implementation of Strategic Plan
   - Monitoring and Evaluation framework (Roles of stakeholders in reviews)

4. Recruit, orientate and train public educators intellectually, mentally and physically to meet the challenges involved.
5. Educate and have in-depth engagement with the public on the subject and provide them with adequate information regarding the issues outlined above.
6. Allow time for feedback while organizing and preparing to commence actual implementation of the main programme such as the country self-assessment.
7. Integrate relevant feedbacks received, finalize the strategy and commence implementation of the main programme, and
8. Continuously monitor and review the strategy where necessary to respond to emerging issues for the attainment of desired goals.

4.5 Integration of the APRM Process into the National Decentralized System of Governance and Planning

The broad purpose of NEPAD/APRM is to build national capacity for democratic governance and sustainable development. It is for this reason that APRM Guidelines indicated that '[i]t is the responsibility of the participating country to organize participatory and transparent national process' through the establishment of a Focal Point which may be 'an integral part of existing structures or as new ones'. 'However, it is critical that the work of the APR Focal Point is inclusive, integrated and coordinated with existing policy-decision and medium-term planning processes'.[70] This illustrates the designers' appreciation that stages of the APRM process fit well into the basic stages of the planning process, which are: Situation Analysis, Planning, Implementation, Monitoring and Evaluation (M&E) (see Figure 4).

70 Guidelines for countries to prepare for and participate in the African Peer Review Mechanism (APRM), NEPAD/ APRM/Panel3/guidelines/11-2003/ Doc8, paragraph 34.

71 The assemblies are classified based on population thresholds as either a District Assembly (75.000 people and over), Municipal Assembly (95.000 and over) or Metropolitan Assembly (250.000 people and over).

In Ghana, the APRM process can be integrated in the National Decentralized Planning System (NDPS), which also guides governance at the regional and local levels, to improve public awareness and widen participation across the country. As illustrated in Figure 6, the country is divided into ten (10) Administrative Regions and one hundred and thirty-eight (138) Metropolitan, Municipal or District Assemblies (MMDAs)[71]. Each Assembly is required by Local Government Act, 1993 (Act 462) and the National Development Planning System Act (Act 480) to assess the area under its jurisdiction and prepare medium-term development plans. Each plan comprise a profile describing the socio-economic conditions pertaining in the area and the proposed development interventions (projects). This structure is obviously similar to the structure of the APRM report and lends to easy integration whereby each Assembly would be required to develop and structure its profile and interventions to cover the four APRM focal areas. The District plans are sent to the National Development Planning Commission (NDPC) through the Regional Co-ordinating Councils (RCCs), and are intended for the development of the National Development Plan or framework (see Figure 5).

Apart from the area-specific picture of issues that can be identified and addresses aptly, such integration compels governments to strengthen their existing decentralized governance and planning system including constitutionally mandated bodies such as the National Development Planning Commission (NDPC) and the National Commission for Civic Education (NCCE), to function effectively for the APRM requirements to be met. It will also help bring more people, especially the grassroots, on board. For instance, open public education for about 1000 people in all the 138 districts, in collaboration with the NCCE that has presence in all the MMDAs, will amount to informing about 138,000 people across the length and breath of the country. This point is corroborated by ISSER's finding under the APRM country assessment that in the 'process of preparing development programmes, particularly, the GPRS has been perceived to be satisfactory. However, a structured participation with District Assemblies and their planning processes will widen participation and ownership'.[72] Furthermore, it will be cost effective as such integration will increase coverage, and rely less on consultants and more on existing public machinery which has been established for similar purposes and run with scarce national resources.

72 Presentation by ISSER at APRM Country-Assessment Report Validation Workshop, GIMPA, Accra.

In order to avoid concern of governmental manipulation, a 'verification team' comprising representatives of civil society, private sector and public officials should be tasked to work with the Planning and Co-ordinating Units of the various Assemblies to ensure accuracy and authenticity of information collected and general ownership of the outcome. Again, early and detailed planning and preparation right from the on set are crucial, if the desired impact is to be attained.
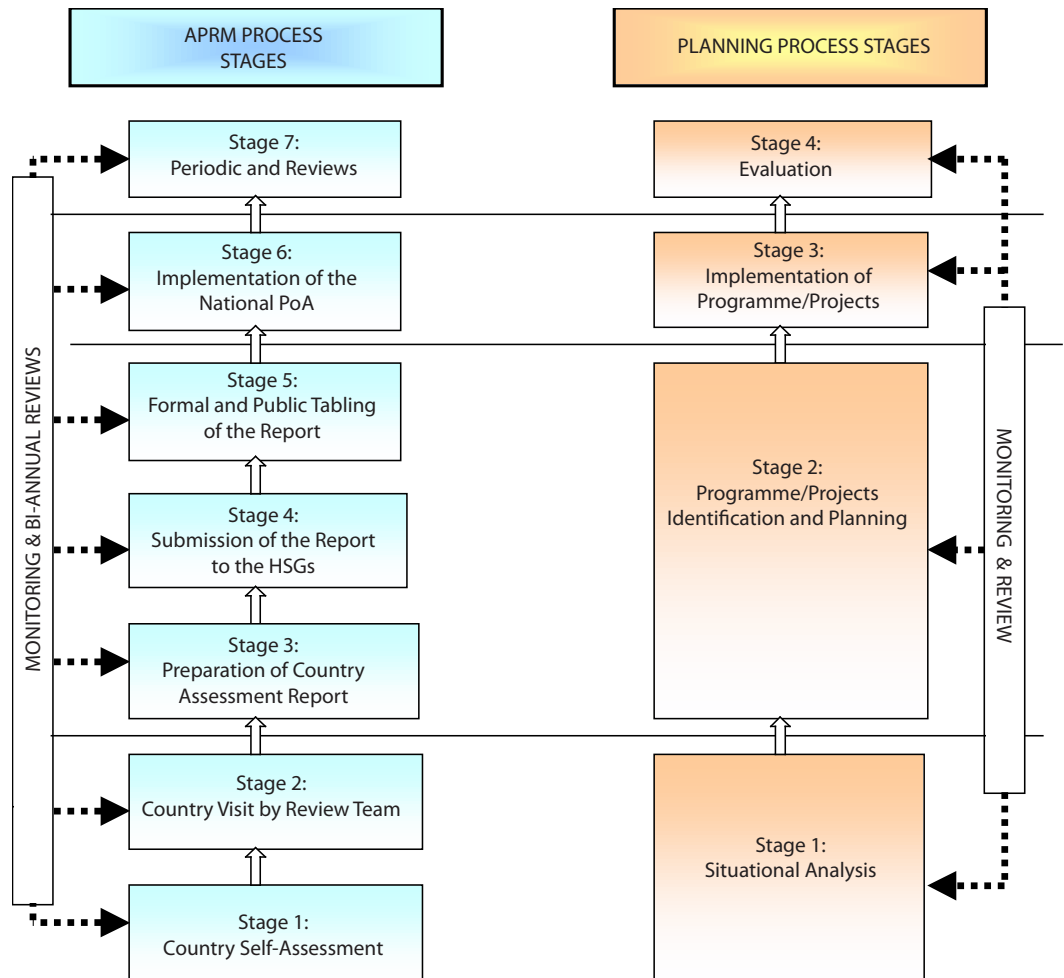
FIGURE 4: THE RELATIONSHIP BETWEEN THE STAGES OF THE APRM AND THE PLANNING PROCESSES

APRM PROCESS STAGES	PLANNING PROCESS STAGES

MONITORING & BI-ANNUAL REVIEWS

Stage 7: Periodic and Reviews

Stage 6: Implementation of the National PoA

Stage 5: Formal and Public Tabling of the Report

Stage 4: Submission of the Report to the HSGs

Stage 3: Preparation of Country Assessment Report

Stage 2: Country Visit by Review Team

Stage 1: Country Self-Assessment

Stage 4: Evaluation

Stage 3: Implementation of Programme/Projects

Stage 2: Programme/Projects Identification and Planning

Stage 1: Situational Analysis

MONITORING & REVIEW

FIGURE 5: BASIC CONCEPT OF THE DECENTRALIZED PLANNING AND GOVERNANCE SYSTEM OF GHANA
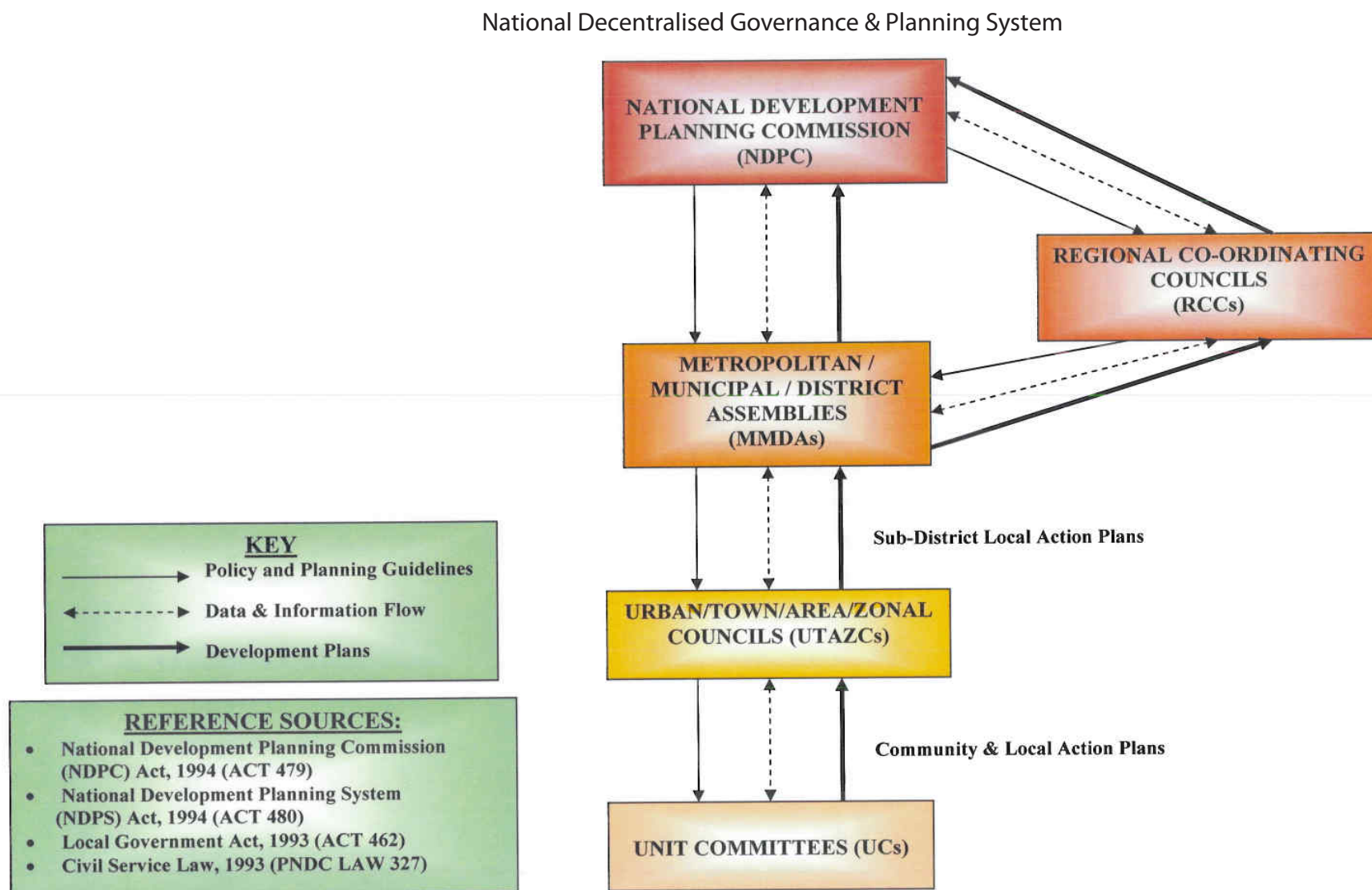
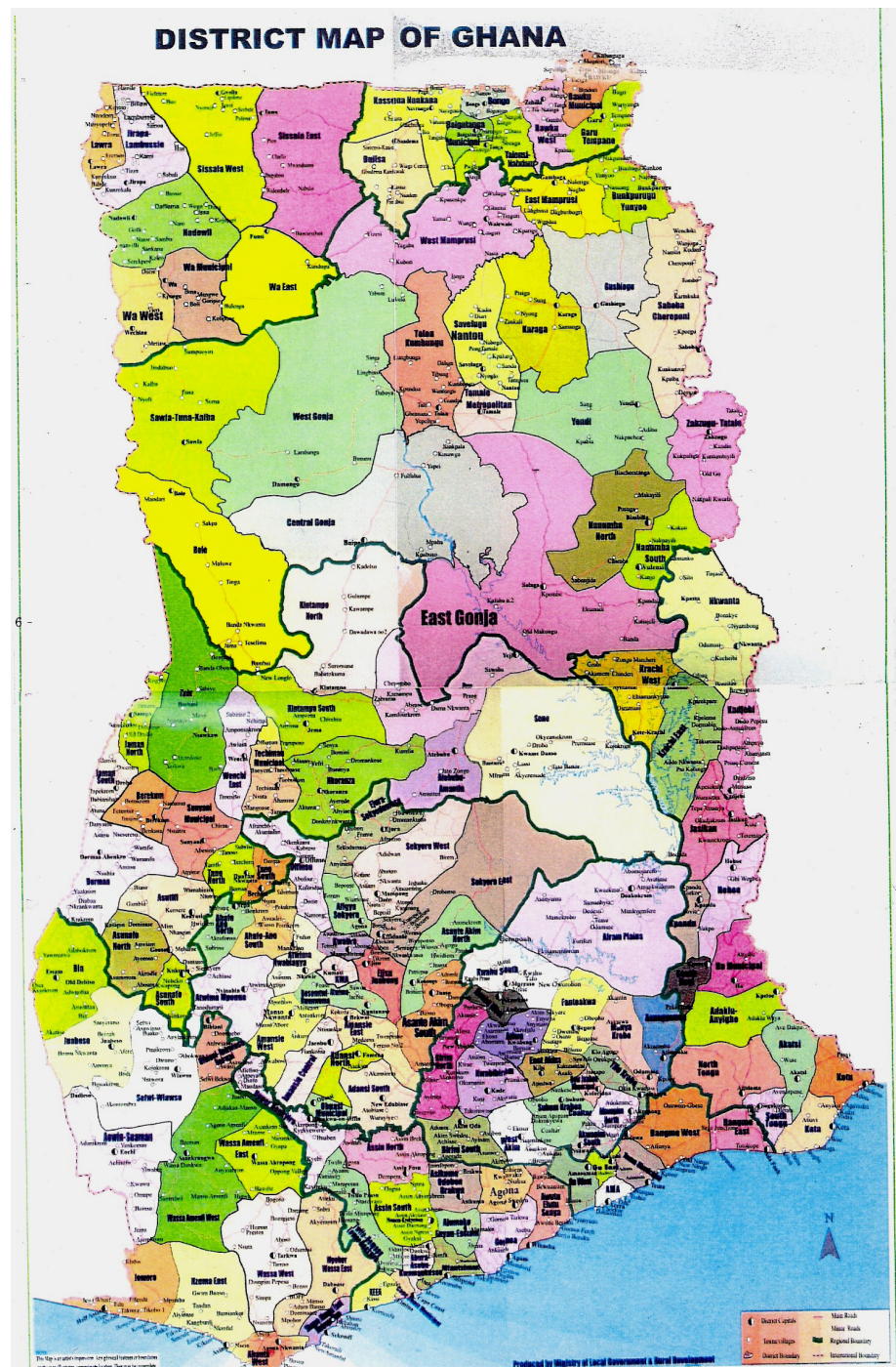National Decentralised Governance & Planning System

FIGURE 6: DISTRICT MAP OF GHANA

The boundaries and names shown on this map do not imply official endorsement or acceptance by the United Nations.

4.6 Implementation of the PoA

Among the project cycle stages, implementation seems to be the weakest point of Ghana, and indeed of the entire African continent, although this is the stage that makes the desired transformation into reality. A clear manifestation of this point is our failure to implement numerous development plans drawn over the years and enforce provisions intended to improve governance and development such as the decentralization concept. Again, the limited time devoted to discussing and drafting the PoA with stakeholders, compared to the time spent on the identification of problems and issues, underscores this point.

Some of the recommendations of the APRM report have been integrated into Ghana's Growth and Poverty Reduction Strategy (GPRS II) to facilitate implementation as required by the APRM guidelines. However, there is little information to the public on the status of implementation of the PoA. This can create concern that that the APRM report might suffer the same fate as its predecessors, that is previous development programmes, and even kill interest in the process. Apart from initial debates, the report generated after the APR Forum peer-reviewed Ghana in Khartoum, in January 2006, there is virtually no public debate on the implementation of PoA in the country.

The GC's continuous effort to deepen public awareness and ownership is most appropriate. It will raise public interest and promote participation in the implementation and monitoring of the PoA. At this point, national bodies such as the NCCE, NDPC and MDAs should take over the process and in partnership with civil society and private sector educate the public and implement the PoA. This will give the GC ample time to concentrates on its monitoring and periodic reporting to the APR Panel, while at the same time; it advises government on accelerating the implementation process. Above all, civil society need to be proactive, show interest in the process and demand for progress report on status of implementation from both the GC and Government, and also fulfil their obligations to make the implementation successful.

4.7 Conclusion

Under the circumstances within which Ghana pioneered the implementation of the APRM process, the GC made concerted effort to involve a wide spectrum of stakeholders representing various categories of society in the process. However, intensity and coverage of public education was quite low. While representative stakeholder participation was good, public awareness and involvement in the process was weak, and seem to have weakened public ownership and commitment to some extent.

The APRM is a continuous process and the lessons learnt justify the current public education at the district levels. Indeed APRM should be integrated into the country's decentralized system of governance and development planning as advocated in the APRM Guidelines document. Such interventions should be undertaken to strengthen stakeholder awareness, participation, ownership and commitment to the planning and implementation of the various stages of the process, especially the implementation of the PoA.

4.7.1 Values, Ethics and Principles

As mentioned in the introduction, successful achievement of the APRM objectives is dependent on appropriate values and principles informing the process, such a courage, honesty, altruism, transparency and accountability. Our code of ethics will decide whether we will make the right decisions, or opt for the easy, but less successful alternatives.

In effect, the choice of promoting, respecting, and upholding human rights, or the right of stakeholders to participate fully in the APRM process, is influenced by the values and principles of the leadership. This also explains why 'eminent' people are chosen to lead at both national and continental levels. Leadership accompanied by simplicity and modesty stimulates popular and dedicated participation, especially when the state of eminence of the leaders does not make them lose their humanity and susceptibility to acknowledging mistakes. Consequently, leadership at all levels should be supported to guide the process effectively through feedback mechanisms. The same factors, especially courage, should stimulate to participate and provide feedback when necessary through appropriate structures. The good sense of undertaking the right action for the benefit of all stakeholders, even if it offends anybody or group, is the only way to realize the NEPAD/APRM dream of good governance and development.

The APRM process, if thoroughly implemented, will build the capacity of all stakeholders involved for effective participation in democratic governance. As best practice and experience indicate, participatory processes such as the APRM should not be rushed. There must be respect for value systems and self-esteem of all stakeholders. Mindsets and power differentials should be challenged through frank dialogue and a collective culture of transparency. In addition, decisions should be made in terms of sustainable outcomes, while external inputs are integrated into national priorities, processes and systems to build capacity of existing institutions, instead of creating new and parallel ones. Above all, we should establish positive incentives for positive change and stay engaged even under difficult circumstances[73].

In the light of the above, the onus rests on each stakeholder of the APRM to participate actively and pursue development or remain apathetic and maintain the status quo. In any case, we will bear the consequences of our choice. We should also remember that posterity will judge us, as the poor majority of the populace look up to leadership to make APRM work for the promotion of democratic governance and improvement in their standard of living.

73 Carlos Lopes and Thomas Theisohn, 'Capacity, Leadership and Transformation: Can we do better for capacity development?', 2003, Published by UNDP and Earthscan Publications Ltd., London and Sterling, Virginia.

APPENDICES

APPENDIX 1:   CONCEPT AND STAGES OF THE APRM PROCESS

The Concept of the African Peer Review Mechanism (APRM)

The APRM is a mechanism by which African Heads of States who have acceded assess (peer review) the situation pertaining in members countries regarding the four focal areas of the APRM. Member countries then assist the country under review to implement a programme of action (PoA) it has developed to address shortcomings identified, and thus improve governance in the reviewed country. APRM is therefore an innovative 'instrument voluntarily acceded to by Member States of the African Union as an African self-monitoring mechanism'[74] to facilitate the attainment of the NEPAD objectives. Along the line of a peer review, which is usually a process of performance assessment among people of similar standing (peers) and sharing of experiences for development, it is a sort of performance assessment among the member Heads of States or governments (peers).

74 APRM Base Document

The mandate of the APRM is 'to ensure that the policies and practices of participating countries conform to the agreed political, economic and corporate governance values, codes and standards contained in the Declaration on Democracy, Political, Economic and Corporate Governance'[75]. The innovative aspect of APRM is its voluntary nature. Countries accede to the mechanism on their own volition, without any compulsion from the AU. This is intended to ensure that countries that accede are fully committed to the APRM.

75 Determined at the 38th Ordinary Session of the Assembly of Heads of State and Government of the Organisation of African Union (OUA), held in Durban South Africa on 8th July 2002

A country is reviewed under the four focal areas of the APRM, namely:
· Democracy and Good Political Governance,
· Economic Governance and Management,
· Corporate Governance, and
· Socio-economic Development.

Through the review, a country identifies its strengths and weaknesses and develops a Programme of Action (PoA) to facilitate accelerated growth and improved standard of living for its population. APRM is implemented through the structures and processes described below. Currently 25 out of the 53 African countries have acceded to the mechanism (see Table below).

APRM invites public participation through fora for dialogue, experience-sharing, and mutual support within and among the participating countries towards the attainment of the set objectives. The mechanism inculcates in participating countries the idea of being their 'brother's keeper' by providing feedback regarding how the country under review is doing and/or perceived to be doing in respect of four focal areas: Democracy and Good Political Governance, Economic Governance and Management, Corporate Governance, and Socio-Economic Development.

Countries that have Acceded to the APRM

NO.	COUNTRY	DATE OF SIGNING MoU	NO.	COUNTRY	DATE OF SIGNING MoU
1	Algeria	09 March 2003	13	Rwanda	09 March 2004
2	Burkina Faso	09 March 2003	14	Senegal	09 March 2004
3	Republic of Congo	09 March 2003	15	South Africa	09 March 2004
4	Ethiopia	09 March 2003	16	Uganda	09 March 2004
5	Ghana	09 March 2003	17	Egypt	09 March 2004
6	Kenya	09 March 2003	18	Benin	31 March 2004
7	Cameroon	03 April 2003	19	Malawi	08 July 2004
8	Gabon	14 April 2003	20	Lesotho	08 July 2004
9	Mali	28 May 2003	21	Tanzania	08 July 2004
10	Mauritius	09 March 2004	22	Angola	08 July 2004
11	Mozambique	09 March 2004	23	Sierra Leone	08 July 2004
12	Nigeria	09 March 2004	24	Zambia	January 2006
			25	Sudan	January 2006

Structures and Processes of the APRM (Strengths and Weaknesses)
The APRM is implemented via its designed structures and five-stage process described below.

The APRM Structure
The APRM process is managed through a well-designed and simple structure that clearly defines the roles of the various components. The APR Forum (of participating Heads of States and Governments) is the highest decision-making authority in the structure. It oversees the entire APRM process and is responsible for the establishment of the other components of the structure such as the APR Panel and the APR Secretariat. It also considers and adopts the final country review reports submitted by the APR Panel, discusses it with the peer Head of State and assists the government in implementing her PoA to improve governance and socio-economic conditions in the country.

[76]The members of the Panel are Ms. Marie-Angelique Savane of Senegal (Chairperson), Ambassador Bethuel Kiplagat of Kenya, Dr. Chris Stals of South Africa, Prof. Adebayo Adedeji of Nigeria, Dr. Graca Machel of Mozambique, Dr. Dorothy Njuma of Cameroun and Mr. Mourad Midelci of Algeria who has appointed a Minister of State and has been replaced by his country man - Mahammed Babes.

Below the Forum is the seven-member APR Panel (of eminent persons)[76] appointed by the Forum to direct and manage the Continental APRM process. The Panel considers review reports and makes recommendations to the APR Forum. The mandate of the APR Panel includes, but is not limited to, overseeing the selection and appointment of the APR Review Teams.

The APR Panel and Forum is supported by the APR Secretariat in South Africa. The Secretariat provides secretarial, technical, coordinating and administrative support services for the APRM. It is headed by an Executive Director. The functions of the Secretariat include providing technical assistance to participating countries, maintaining an extensive database and information on the four areas of focus of the APRM, organizing the Country Review visits and ensuring full documentation of the APR processes at country, sub-regional and continental levels to facilitate learning.

77 African Peer Review Mechanism
Organisation and Processes: NEPAD/
HGSIC-3-2003/APRM/Guideline/O&P 9
March 2003

The Country Review Team (APR Team) is constituted only for the period of the country review visit. It is appointed to visit countries that have completed the country self-assessment to review progress with the country's programme of action. The team produces the APRM report on each country after its review[77].

At country level, the APRM is overseen by the National Focal Point, which may be a Council, Commission, Ministry, Department or under the Office of the President, according to a country's preference.

The APRM Process
The APRM Process involves periodic reviews of the policies and practices of participating states to ascertain progress being made toward the attainment of mutually agreed goals. It has five main stages. As much as the APRM process is broadly clear, it only provides the framework and each country determines its national processes for conducting the country self-assessment (Stage 1). This design may be a strength as it allows adoption of conducive situation-specific approaches. At the same time, it may be a weakness if countries employ approaches that tend to be less participatory and transparent and dominated by one group or another. What is evident from the different approaches employed by countries that have implemented the first stage, is that the intended six-month duration for the submission of the country report to the APR Forum (i.e. the entire 5-stage process), is inadequate for even stage 1 alone. This is due to the participatory nature of the process and the time it takes for consensus to be reached by the different stakeholders. The key units or components of the structure responsible for the different stages of the APRM process are as depicted in Figure 1 and explained below:
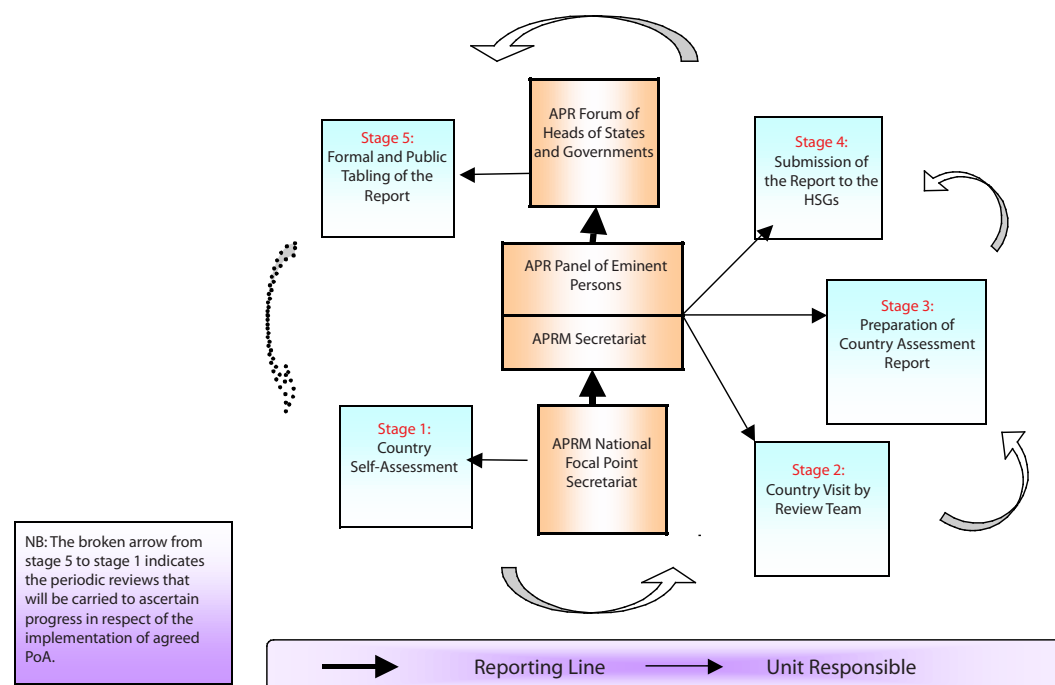
Stage 1:
Country Self-Assessment
The stage involves an assessment of the prevailing political, economic, corporate and development environment in the country concerned. It is conducted by stakeholders within the country, and facilitated by the National APRM Focal Point. A standard APR Questionnaire developed by the APR Panel and Secretariat is modified by the country into a survey instrument. A final country report on the prevailing situation on the four focal areas and a Programme of Action (PoA) is prepared and sent to the APR Secretariat.

Stage 2:
Country Visit by APR Review Team
An APR 'Review' Team visits the country under review to consult with a wide range of stakeholders, including government officials, parliamentarians, political parties' representatives, CSOs etc. The consultations of the team are to ascertain if the final report submitted by the country reflects the situation on the ground. The APR Secretariat assembles the Review Team and submits the list to the APR Panel to review. When the Panel is satisfied with the individual members' qualification and competence, it appoints the Team to undertake the country review visit.

FIGURE1: THE APRM STRUCTURES AND PROCESSES

NB: The broken arrow from stage 5 to stage 1 indicates the periodic reviews that will be carried to ascertain progress in respect of the implementation of agreed PoA.

Stage 3:
Preparation of Country Assessment Report
The Review Team of the APR Secretariat prepares its report on the country. The report is prepared on the basis of the APR Secretariat's briefing materials and information gathered during the wide-ranging consultations and interactions with stakeholders in the country under review. The report is discussed with the Government concerned and the responses of the government are appended to the Team's report.

Stage 4:
Submission of the Report to the HSGs
The Review Team's Report is sent to the APR Forum of participating Heads of State and Governments (HSGs) through the APR Panel, after they have added their recommendations. The HSGs discuss the report, provide their comments, decide on the report and finally adopt it.

Stage 5:
Formal and Public Tabling of the Report
This final stage completes the cycle for any country and involves making the final report which contains all essential elements public. Firstly, the report is formally and publicly tabled in key regional and sub-regional structures such as the Pan African Parliament, the African Commission on Human Rights and peoples' Rights, the envisaged Peace and Security council and the Economic, Social and Cultural Council (ECOSOCC), etc, before it is released to the general public. Though this was supposed to be done six months after the report has been considered by the HSGs[78], delays in the process and the fear of suspected censorship by the HSGS led to an early release of Ghana's report.

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Appendix 2: Questions for Syndicate Groups' Discussions

APRM Section 1: Democracy & Good Political Governance
1. What in your view is the state of democracy & political governance in Ghana?
   · Involvement and participation of citizens in decision-making.
   · Infrastructure and capacity of political and governance structures (both constitutionally mandated and civil society organizations)
2. What, in your assessment, has led to the current state of democracy & political governance in Ghana?
3. Are stakeholders involved in the design, adoption and implementation of national governance policies?
4. What issues pertaining to democracy & political governance, in your view, should be included under the APRM?
5. How can the APRM facilitate the improvement of democracy & political governance in Ghana?

APRM Section 2: Economic Governance and Management
1. What, in your view, is the state of economic governance and management in Ghana?
   · Involvement and participation of citizens in decision-making.
   · Infrastructure and capacity of economic governance and management (both constitutionally mandated and civil society organizations- e.g. Regulatory bodies such as Public Utilities and Regulatory Commission)
2. What, in your assessment, has led to the current state of economic governance and management in Ghana?
3. Are stakeholders involved in the design, adoption and implementation of national economic policies?
4. What issues pertaining to economic governance and management, in your view, should be included under the APRM?
5. How can the APRM facilitate the improvement of economic governance and management in Ghana?

APRM Section 3: Corporate Governance
1. What, in your view, is the state of corporate governance in Ghana?
   · Involvement and participation of citizens in decision-making.
   · Infrastructure and capacity of corporate governance structures (both constitutionally mandated and civil society organizations)
2. What, in your assessment, has led to the current state of corporate governance in Ghana?
3. Are there any policies pertaining corporate governance?
a. If there are any policies, what are they and are they adequate?
b. If the policies are inadequate, how can they be strengthened?
4. Are stakeholders involved in the design, adoption and Implementation of national policies pertaining to corporate governance?
5. What issues pertaining to corporate governance, in your view, should be included under the APRM?
6. How can the APRM facilitate the improvement of corporate governance in Ghana?

APRM Section 4: Socio-Economic Development

1. Are stakeholders involved in the design, adoption and implementation of national development programmes?
2. Do development projects meet community needs?
3. What is the extent of monitoring and evaluation of development programmes?
4. To what extent are development policies country-owned?
5. Is Ghana aid dependent? If yes, how do we resolve this problem?
6. To what extent would you say that Ghana's development policies are donor-driven?
7. What is the government doing to accelerate socio-economic development?
8. Do development programmes incorporate environmental management?
9. What policies do we have in place and how are resources allocated to achieve this goal?
10. Are there policies in place to ensure that Ghanaians have affordable access to:
   · Education
   · Health
   · Water
   · Sanitation
   · Financial markets
   · ICT
   · Land
11. What steps has the government taken to ensure gender equality?
12. Have stakeholders effectively participated in national development policies?
13. What policies and structures promote science and technology?