

Country-led Governance Assessments: Sharing Experiences and Increasing Political Accountability

Windhoek, 2nd – 5th November 2009

The InWent Centre for Economic, Environmental and Social Statistics, the UNDP Oslo Governance Centre and the Namibia Institute for Democracy [NID] jointly organized a workshop on governance assessments for accountable politics that was officially opened by the Director General of the Namibian National Planning Commission [NPC], Professor Peter Katjavivi. The workshop took place from 2nd to 5th November 2009 at the Safari Court Hotel in Windhoek. It provided a venue for presentation of methods and approaches and for sharing experiences on governance assessments.

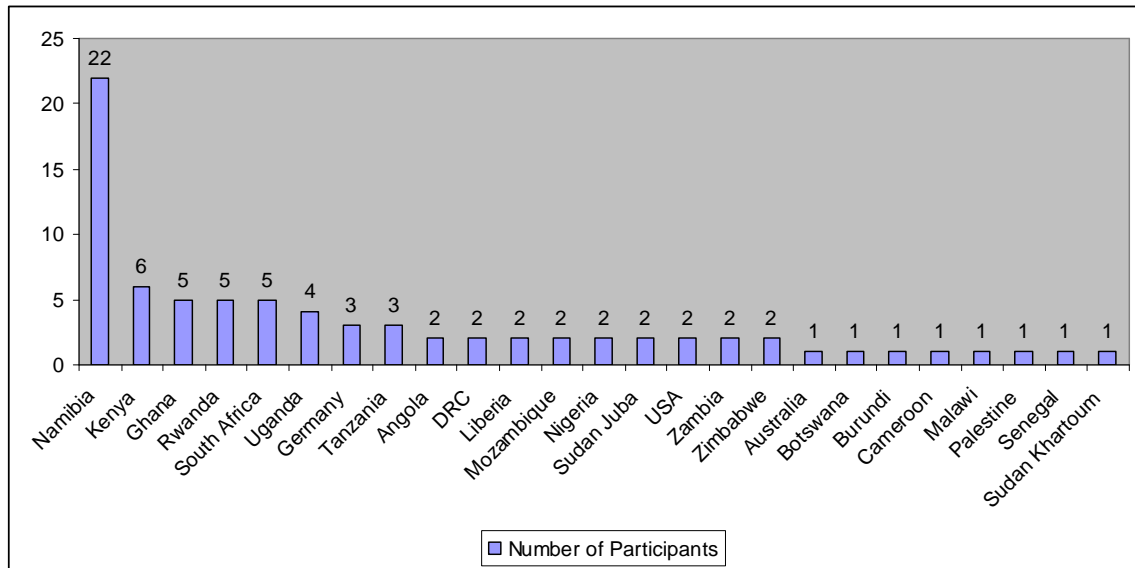
The participants hailed from lead institutions that included UN agencies, government bodies, national statistical offices, academic institutions and civil society. Among them were also many InWent alumni that had participated in governance assessment training courses. Participants represented more than 20 African countries as well as Germany, the United States of America, Australia and Palestine. Altogether, 77 participants assembled in Windhoek to share their knowledge and experiences.



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Overall, 57% of the participants were invited by InWEnt and 43% by UNDP [these statistics include 13 organizers]. 66% of the participants were male, 34% female. The participants hailed from the following countries:



DAY 1: MONDAY, 2nd NOVEMBER 2009

Session 1.1: Welcoming and Introductions

During the welcoming and introductions session, brief interventions were provided by Thomas Wollnik [Head of Division InWent Centre for Economic, Environmental and Social Statistics], Lebogang Motlana [Deputy Resident Representative, UNDP Namibia], and Dr Justine Hunter [Executive Director, NID]. The Director General of the Namibian National Planning Commission [NPC], Professor Peter Katjavivi provided the keynote address and, thereby, official opened the conference.



Session 1.2: Monitoring and Evaluation Government Plans

National governance assessments can be especially useful in informing the planning and the baseline and in providing robust indicators for monitoring improvements of Government policies, such as national development plans. The session discussed how national governance assessments, carried out by governments and civil society, focus on key national issues, will improve development effectiveness by providing the basis for donors to provide their funds in the form of budget support which itself reinforces national ownership. Country examples of monitoring national development plans and national commitments on governance were also presented. The Chair at this session was Siphosami Malunga [Democratic Governance Practice Leader, UNDP Sub-Regional Office for Eastern and Southern Africa]. The following country examples of monitoring of national development plans and national commitments on governance were presented:



William Gasafari, Governance Advisory Council [GAC], Rwanda:

This presentation focused on the implementation of the JGA in Rwanda which was initiated by the President of Rwanda to coordinate governance assessments by different stakeholders, to provide benchmarks and standard indicators to monitor governance trends and to establish a basis for engaging international observers. The research methods included literature review, questionnaire-based surveys, field visits, workshops and stakeholder consultations. The report came to the conclusion that Rwanda has made impressive progress in consolidating peace and security, promoting inclusive governance, strengthening the rule of law, enhancing accountability and making links between governance and broader development goals.

Leonora Joodt, National Planning Commission [NPC], Namibia:

Chief Development Planner at the National Planning Commission, Leonora Joodt gave an overview on the role of the Namibian government in national development, donor participation in formulation and implementation of national development plans, Vision 2030 and international aid, the donors' role in the current national development plan and its resource envelope and other financial options. Among other, government's role in planning is to provide an enabling environment through an appropriate set of policies and incentives to be conducive for economic growth. Government should also consult and negotiate in the formulation, implementation, monitoring and reporting of its programmes and activities. In Namibia, donor support is granted as financial or technical

assistance. Vision 2030 is a broad, unifying framework that will help guide the country's five-year national development plans. The external development aid is guided by national development priorities.

Harry Garnett, Consultant, USA:

To build national capacity to carry out governance assessments is particularly important as donors increasingly turn to providing the financial support directly into national budgets. The OECD objective is for one third of funding to be in the form of budget support "in the near future". Budget support already comprises over 40 per cent of the funding to a number of countries. Just as budget support improves development effectiveness by enhancing national ownership of development policies and programs, so it is vital there also be ownership of the governance reforms needed to provide the transparency and accountability now demanded by citizens as well as donors, and to put in place the institutions and processes needed to implement those policies and programs.



Discussion:

Participants stressed the importance of national ownership of governance assessments. They also needed the further clarification on the topic of 'joint assessments' and how they relate to the APRM. Public participation in governance assessments and mechanisms of participation were among other topics discussed in this session. Of relevance were also grassroots involvement and knowledge transfer on budget support issues.

Session 1.3: The Role of African Think Tanks in Accountable Politics

This session, which was chaired by Karin Alexander [IDASA], provided country examples of how African think tanks engage governments and citizens on governance issues, using governance evidence. The examples included descriptions of methods and strategies for achieving political influence. The session provided country examples from countries that are well-established democracies, as well as post-conflict countries.



Karin Alexander, Institute for Democracy in South Africa [IDASA], South Africa

This presentation focused on the Democracy Index of the Institute for Democracy in South Africa [IDASA]. The central question is: Do the people rule and do they rule equally? The main branches cover the following topics: Consensus on and participation in popular self-government, popular selection of decision-makers; popular control over decision makers, equality and human dignity. Furthermore, the African Charter on Democracy, Elections and Governance, which was adopted by the African Union in 2007, was made a point of discussion. IDASA's African Charter on DEG Project seeks to assess and measure countries using the Charter as a lens and build constituencies of support for the Charter in these countries.

Dr Emmanuel Akwete, Institute for Democratic Governance [IDEG], Ghana

As a think tank, the IDEG carries out activities that seek to advise policy-makers, to inform public debates and to influence public policy decisions or choices in a way that enhances democratic governance. Dr Akwete refrained from a detailed account of the IDEG's activities in the field of governance assessments. Instead, he provided an opinion paper on the role African think tanks should play in accountable politics. Thereby, he discussed the terms democratic governance and accountable governance; the [weak] role of governance assessments in policy-making; and the IDEG's innovative approach of advising policy-makers, informing public debates and, thus, strategically influence policy.



Ferdinand Bararuzunza, Institute for Economic Development [IDEC], Burundi

In 2007, the government of Burundi requested the World Bank Institute to provide technical and financial support to carry out an assessment on the state of governance in the country. It was conducted through a citizen-based survey and focus group discussions as well as a survey among local stakeholders, including the public sector, civil society and the private sector. Dissemination of the results was done through a series of workshops and radio programmes. As the findings revealed challenges in main governance sectors, Bararuzunza provides an overview on strategic actions undertaken in the socio-economic sector, the political and public administration sector and the peace, justice and security sector.

Irenee Bugingo, Institute for Research and Dialogue for Peace [RDP], Rwanda

Firstly, Irenee Bugingo provided political and social contextualisation for the activities the RDP is undertaking in Rwanda's post-conflict situation. The RDP facilitates debates on controversial governance issues that government institutions might not be willing to initiate. The RDP assessment's "bottom-up-bottom" approach was described as being inclusive and diverse. The institute initiates grassroots consultation, stakeholder meetings, national group meetings and dialogue clubs and debate schools. As the RDP deals with politically sensitive issues, the government's lack of receptiveness and responsiveness is described as major obstacle for the successful implementation of the programme.

Discussion

Participants criticized that the results of statistical assessments are often not shared with the communities that were involved in household surveys. Findings and recommendations of reports should also be communicated in a manner that allows political decision-makers to draw logical conclusions. Participants also raised the question of accountability and transparency among the donor community.

Session 1.4: Impact of National Studies That Form Part of Regional and International Assessment Initiatives: Examples from Namibia

There is an increasing number of regional and international initiatives that provide comparative statistics that rely on the participation of national institutes in producing country studies. Presenters discussed the process, methods, and possibilities of adopting tools to suit the country context, and effectiveness in terms of policy impact. This session was chaired by Thomas Wollnik, InWEnt.



Dr Justine Hunter, Namibia Institute for Democracy [NID], Namibia

The World Governance Assessment [WGA] survey was conducted in Namibia in 2006. The WGA is a consultative and inclusive governance assessment by local stakeholders. It generates quantitative data while also capturing qualitative comments. It separates the governance process into six arenas and relies on six theoretical principles. As local country coordinator, the NID offered comments for contextualisation. Dr Hunter elaborated on the methodology, the findings as well as the dissemination and the usage of results. Finally, she invited Dr Ken Mease, who is one of the WGA initiators, to provide a short presentation on the worldwide usage of the methodology and application of the WGA since 2006.

Professor William Lindeke, Institute for Public Policy Research [IPPR], Namibia

Professor Lindeke shared the Namibian results of Round 4 [2008] of the Afrobarometer survey with the audience. The Afrobarometer is a national household-based opinion survey. The sampling is random, clustered by region and stratified by gender and the urban/rural divide. It is nationally representative with a minimum sample size of 1200. Face-to-face interviews are conducted with questionnaires translated into four local languages. Professor Lindeke provided insights into the methodology, the dissemination of results in Namibia and the findings.

Dr Oliver C Ruppel, Human Rights and Documentation Centre [HRDC], Namibia

In 2009, the Open Society Initiative for Southern Africa [OSISA] commissioned the NID to conduct an AfriMAP study on "The Justice Sector and the Rule of Law" in Namibia. Dr Ruppel [Director of the HRDC] and Mr John Nakuta [lecturer at the Faculty of Law at the University of Namibia [UNAM] were lead researchers on this project. The methodology of the study is based on a standardised reporting framework in three thematic areas in order to conduct an objective analysis on the extent to which African governments are committed to comply with the regional and international standards, and to reveal the extent to which African governments respect the judgements of their national courts of law.



Discussion:

Participants recalled experiences from Ghana, where the results were not accepted by the government but welcomed by the opposition, and inquired government's interest in Afrobarometer results in Namibia. When asked about the dissemination of the WGA findings, the presenter responded that the media portrayed Namibia as the country that scored best but ignored other findings. A Kenyan participant argued that the fairly good governance results in Namibia might be inflated as similar findings were disseminated in his country just before the outbreak of post-election violence in 2007. The panellists emphasized that in Namibia the freedom of speech is widely respected and, thus, assessments of this nature more easy to implement.

Welcome Dinner at NICE Restaurant

The welcome dinner took place at the NICE restaurant in the Windhoek West. Musical entertainment was provided by the Afro-Jazz Band "Old Location Band". Apart from the workshop participants, representatives of the Embassy of the Federal Republic of Germany were among the invited guests.



DAY 2: TUESDAY, 3rd NOVEMBER 2009

Session 2.1: How Should Governance Be Assessed? Participatory Monitoring of Local Governance

Who collects the information will affect the ownership, sustainability, legitimacy and quality of the assessment. The first session included the following components: Recent thinking about democratic local governance; the "why and how" of local governance assessments, including "do's and don't's"; the balancing act of optimizing participation; a short overview on tools discussing "pros and cons"; and examples of the Local Governance Barometer, especially how it deals with participation. This session was facilitated by Paul van Hoof, IDASA.



Paul van Hoof's session had the following objectives: to introduce participants to the concept of good governance and its present dynamics; to explain local governance assessments and how to optimize citizen participation; and how this can be done in practice by giving the example of the Local Governance Barometer. An example was given by the violent protests in South Africa about decreasing service delivery and the erosion of governance and democratic structures. Van Hoof concluded that there is a strong link between the quality of service delivery and the quality of governance. Tools are needed that are diagnostic, can be used for monitoring and can help restore communication and dialogue. He described governance in general, local governance in particular and the reasons for and types of decentralisation. He enumerated the do's and don't's of local governance assessments and why inclusiveness should be ensured.

Finally, he gave an overview on IDASA's local governance approach and the Local Governance Barometer.



Using the "World Café" methodology, a meaningful conversation was held to explore the collective intelligence and to come up with actionable results as to how one can optimize participation in governance assessments and related capacity development. Participants tapped each others experiences, perspectives and ideas on the topic of local governance in a highly interactive manner. They did not only discuss participation, participants actively contributed themselves and learned a new powerful tool to optimize dialogue in a large group setting.

Discussion

Responding to the question of management expectations, the presenter said that standards should be defined by considering local resources. Furthermore, he stressed that local governments need to set realistic values and should involve the community in decision-making processes, including budgetary processes. The role of traditional authorities was defined as functioning as mediators between local government and the community. Round table discussions on how to ensure local ownership of and optimal participation in governance assessments at the national and/or the local level produced various recommendations, among those were: stakeholder identification and agreement on governance principles prior to assessment; selection of relevant indicators; needs assessments; empowerment of stakeholders; respect for the role of political parties; civic education and dialogue clubs; feedback mechanisms on assessment findings; and accessible language usage.

Session 2.2: How Can Marginalized Voices Be Included: Practical Methods for Selecting Pro-Poor and Gender-Sensitive Indicators

This session built on the previous session on how governance should be assessed, but provided a more hands-on and interactive training o developing and selecting indicators that are pro-poor and gender-sensitive. The exercise was conducted in groups and through plenary sessions, where participants were asked to provide examples of possible indicators that would be suitable in their own countries. This session was facilitated by Lorraine Corner, a consultant from Australia.



Lorraine corner used the following methodology: She asked a question [such as “What are gender-responsive statistics?”] and then asked participants to [1] reflect for two minutes, [2] write it down for one minute, [3] hold it up and share with the table and finally [4] synthesise to one answer per table. During this group work exercise, principles of democracy and normative values as well as input, output and process indicators were introduced. Debating the topics, participants were encouraged to appoint facilitators and reporters, discuss for fifteen minutes, prepare flip charts and display them, and wander from group to group [“Gallery viewing”]. The key points for discussion were knowledge needs and processes, resource needs and processes, social permission needs and processes, time needs and processes, and physical and social access and processes. According to Corner, gender sensitive indicators measure equality between men and women while pro-poor indicators reveal the poverty gap and important issues for the poor. Finally, the participants discussed why service delivery is important and which are the three kinds of basic services.

Discussion:

Before the group work commenced, it was stated that all statistics are actually gender statistics and that the sex of the interviewer might influence data collection results. Among the group work results that were displayed on the flip chart were the following: needs assessments should link the understanding of governance with day-to-day needs; the legitimacy of institutions driving the assessments should be ensured; stakeholders should be identified prior to the assessment; the role of political parties and labour organisations should be respected; local communities should determine assessment needs; and priorities and the reports should be written in accessible language. Participants stated that it might be difficult to evaluate the assessments long-term results as other factors might have influenced developments. Among the indicators that were identified to define gender-sensitive access to services were the following: voter turnout disaggregated by sex; ratio men/women proposing bills in parliament; and allocation of seats in regulatory bodies.

DAY 3: WEDNESDAY, 4th NOVEMBER 2009

Session 3.1: Country-led Governance Assessments – Experiences from the Field

This session focused on governance statistics, used by different groups of stakeholders through the national statistical offices and central statistical offices. Experiences and tools from various countries were presented. Dr Uwe Singer, InWEnt, chaired this session.



Robert Bylon Twesigye, Uganda Bureau of Statistics [UBOS], Uganda

This presentation by UBOS focused on the key role of governance statistics in Uganda and the collaboration of the bureau with other stakeholders in the governance sectors assessed. Twesigye recalled experiences from National Service Delivery Surveys and the National Integrity Survey which were conducted by the UBOS since 1998. Moreover, the presentation covered other attempts to develop governance assessments, for instance the Sector Strategic Plan for Statistics that was initiated by the Uganda Police Force under the Plan for National Statistical Development that cover sixteen Millennium Development Goals. Finally, the presenter shared the statistics of different surveys with the audience.

John Tembo Njovu, Zambia Revenue Authority, Zambia

The Zambia Revenue Authority described a case study of civil society involvement in governance assessments. The civil society coalition [Governance Monitoring & Evaluation Committee] was assisted by the authority in improving results-based management of projects, in research, national annual budget tracking and monitoring of national development plans.

Henry Eteama, NSO Nigeria

Henry Eteama's presentation covered the following topics: the structure of power distribution in Nigeria, the Nigerian Statistical System, vehicles for statistical production and country-led governance statistics. Vehicles for data production within the Nigerian Statistical System are the National Integrated Survey of Households, the National

Integrated Survey of Establishments, and System Administration Statistics. Challenges in the production of governance assessments in Nigeria are: the absence of well-defined indicators on various criteria identified for assessment studies; the lack of cooperation among some key stakeholders; comparison problems; methodological issues such as sampling techniques and the difficulty of arranging stakeholder meetings.

Mustafa Khawaja, CSO Palestine

This presentation by the Palestinian Central Bureau of Statistics begins with general background information on derivation and progress of governance assessments in Palestine. The bureau established a Governance Statistics Unit which seeks broad stakeholder participation by conducting workshops and establishing a steering committee as well as a technical committee. Khawaja informed the audience about the main topic covered and the primary users. Furthermore he provided detailed information on the survey methodology and the communication tools used. Among the lessons learned were: the ability to conduct surveys on sensitive issues; the importance of field work training and a pilot exercise; the participatory process as success story; the need for national based indicators and the dissemination of results as well as the incorporation of regional and international expertise.



Discussion

The participants inquired whether the central bureaus of statistics in Uganda and Palestine are technically well enough equipped. The panellists responded that they use the latest software to develop questionnaires and do household surveys, based on face-to-face interviews.

Session 3.2: Group exercise

Dr Ken Mease facilitated this group exercise that encouraged participants to identify governance priorities in their countries that should be incorporated into national development plans, and to develop survey questions that could be used in a household survey, working through statistical offices. Mustafa Khawaja and Dr Justine Hunter assisted Dr Ken Mease in facilitating the group work.



The group work was based on the following exercises:

- Identify three governance priorities at your table.
- Thinking about accountability – develop at least one actionable indicator for each priority
- Keep in mind that it will be used in a household survey of typical citizens conducted by the national statistical office
- List each governance priority and actionable indicator on the flip chart next to your table
- Does the indicator fit the governance priority?
- Does it address accountability?
- Can a typical citizen understand the question?
- What actions might come from the results of this indicator?

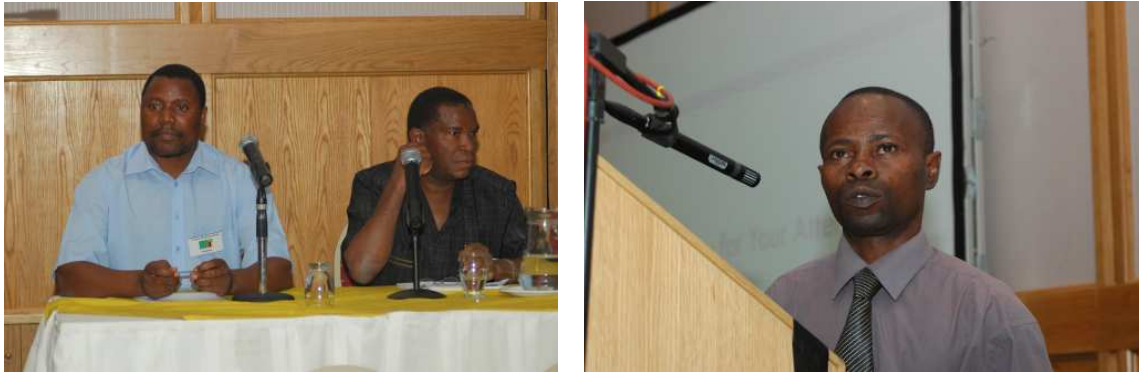
Results of the group work exercise

The following governance priorities and accompanying indicators were developed during the group work session:

- Access to justice [proportion of suspects in jail who were given bail opportunity, number of people awaiting trial]
- Transparency and accountability [number of corruption cases per year]
- Democratisation [proportion of population participating in elections]
- Human rights [what are the main human rights concerns and problems for a human rights policy plan]
- Constitutional reform [number of key stakeholders consulted during constitutional review process]
- Corruption [effectiveness of anti-corruption measures]
- Security sector reform [respect for human rights by the police force]
- Rule of law [time taken to settle case]
- Access to health services [average distance to travel to health facility]
- Access to telecommunication [number of households relying on telephones]
- Health [number of children under five year vaccinated against childhood diseases]
- Education [number of children who completed primary/secondary school]
- Agriculture [amount of money spend on agricultural production]
- Electoral process [do we have an independent electoral commission]

Session 3.3: Country-led Governance Assessments – Experiences from the Field [cont.]

This session, which was chaired by Dr Ken Mease, University of Florida, focused on governance assessments for monitoring national development plans and on challenges [“red lines”] facing statistical offices and non-governmental organisations.



Vanny Hampondela, Ministry of Justice, Zambia

The presentation of the Zambian Governance Secretariat described the governance programme of the Fifth National Development Plan [2006-2010] which concentrated on the implementation of five key components. The Plan commits the government of Zambia, through the Governance Secretariat, to the production of a State of Governance Report. Among the problems the Secretariat is facing are a lack of institutional understanding and competence for monitoring and evaluation as well as low capacity to handle governance issues effectively. To curb these challenges, Zambians were trained at InWEnt and through the UNDP Oslo Governance Centre. The governance survey uses three different methodologies: using administrative data, household surveys and comparative literature review [mainly other national surveys].

Mustafa Khawaja, CSO Palestine

Firstly, Mustafa Khawaja’s presentation focused on the advantages of central bureaus of statistics conducting governance assessments: mandate of the bureau is to gather statistics; CSOs should be sustainable, credible and unbiased; and they should be experienced and professional. Secondly, the presenter identifies the following challenges: the unification of methodologies and definitions; the division of labour among different stakeholder groups; training and capacity-building needs; the need to enhance the participatory process; as well as contradictions and conflict of interest.

Mohammed Rashid Lugongo, Eastern Africa Statistical Training Centre, Tanzania

The outline of this presentation by the Eastern Africa Statistical Training Centre is the following: the objectives of the centre, which accommodates seventeen user countries, were summarized; the working relationship with the NBS was analysed; the role of the Regional Advisory Board was outlined; and statistics on training units at the Centre were

shared with the audience. Since 1965, the Centre trained more than 2,500 students hailing from the user countries through short courses, seminars and workshops.

Patrice Namutungu Gazire, CSO DRC

Patrice N Gazire's presentation focused on the advantages of choosing central bureaus of statistic as hosts for governance assessments in the context of national development plans. He put the assessment in the context of the DRC's post-conflict situation. He provided some general remarks on the role of good governance in the state building processes and the importance of civil society's usage of governance statistics. Finally, he recognized the leading role of Madagascar that incorporated governance assessments in household surveys.

Discussion

Participants discussed the issue of personal and institutional bias among stakeholder groups that are participating in governance assessments. They also sought clarification on the role the central bureaus of statistics play in these assessments. Furthermore, the importance of civil society engagement was discussed. Finally, participants debated the role of the donor community in commissioning and funding governance assessments.

Session 3.4: Group exercise

Subsequently, Dr Ken Mease and Mustafa Khawaja facilitated a group exercise. The participants were asked to discuss the following questions: What "Red Lines", if any, might exist for national statistical offices and civil society working on topics that the governing regime might not like? What "Red Lines" might exist in terms of the degree in which citizens might not feel comfortable answering certain questions to a representative of a national statistical office or the government? How can "Red Lines" be avoided and still make governance assessments useful for making changes in policy and increasing accountability?



The group work was based on the following exercises:

- Name three advantages that national statistical offer when doing monitoring and evaluation of governance

- What red lines [problems] might exist for national statistical offices and civil society when working on topics that the government or regime might not like?
- What red lines might exist when national statistical office enumerators ask typical questions about governance issues that reflect on governance performance?
- What are few possible solutions to address the potential concerns raised in these questions?

Results of the group work exercise

- Group 1 was of the opinion that governance assessments should be coordinated by government bodies as those ensure commitment, funding, influence and motivation. However, inability to accept criticism and possible conflict of interest were regarded as disadvantages.
- Group 2 agreed that assessments should be undertaken by government bodies as long as those are credible and above suspicion of manipulation. Cultural sensitivities, intimidation strategies and misinterpretation of data might influence the findings negatively.
- Group 3 differed as it promoted the establishment of an independent institution where various stakeholder groups are represented. This institution should be established by an act of parliament. Among the problems an independent institution might be facing are finding consensus on indicators; having the freedom to report without government intervention; possible intimidation by authorities and difficult access to sensitive data.
- According to Group 4, governance assessments should be conducted by central bureaus of statistic that enjoy ownership, legitimacy and sustainability and that are legally entrusted. Problems might arise when government officials withhold and falsify sensitive data or personally threaten individuals.
- In the same vein, Group 5 promoted assessments to be undertaken by central bureaus of statistics. However, to make the undertaking a success most bureaus needed to improve communication with civil society organisations.

Some participants argued that governance assessments are never a brainchild of governments; instead they are dictated by donor agencies. Moreover, the relationship between government agencies and non-governmental organisations might worsen if both are competing for the same donor funding.

Conference Dinner at Escape to Nature

On Wednesday evening, the conference dinner was held at the outdoor restaurant Escape to Nature.



DAY 4: THURSDAY, 5th NOVEMBER 2009

From 12h00 to 13h00, a media briefing on the governance assessments workshop was held at a separate venue at the Safari Court conference centre. Representatives of the daily newspapers as well as the Namibia Broadcasting Corporation [NBC] and OneAfrica were present. Please refer to the Appendix for the newspaper clipping. Media coverage is also available on the following websites [accessed November 8th 2009]:

allafrica.com/stories/200911060646.html

www.wikio.co.uk/international/africa/namibia/windhoek

www.nampa.org/index.php?model=headline

Session 4.1: Capacity Development for Governance Assessments and Outlooks

During this session on outside assessments, practitioners including InWEnt Alumni reported on experiences with outside governance assessments, using indicators to increase political accountability, inform the policy process and political debates. Presenters shared information on actionable indicators, increasing accountability, dissemination strategies, how the results were used and by whom, the costs [financial and human resources], sustainability and lesson learned, with fellow participants. The session was chaired by Sarah Malelu, InWEnt.



John Jaw Amankrah, Fair Wages and Salaries Commission, Ghana

John Jaw Amankrah provided the background, methodology and key findings of a survey on corruption incidences in Ghana that was conducted in 2008. The methodological approach combined a household survey [based on probability two-stage stratified sampling] with a series of interviews with key informants in the public and private sectors. The study concluded that [1] dimensions of corruption are not well understood among the general population; that [2] that the senior officials in the public service were less willing to talk about corruption; and that [3] bribery is common among public servants in the health and education sector. Moreover, the study came to the conclusion that many media reports on corruption were unsubstantiated.

Vincent Kimosop, Institute for Legislative Affairs, Kenya

Vincent Kimosop described GJLOS as a reform initiative by the Kenyan government to provide its citizens with good governance and the rule of law. GJLOS objectives are responsible and enforceable policy regulation; improved service delivery; reduction of corruption-related impunity; improved access to justice [especially for the poor, marginalised and vulnerable]; more informed and participative citizenry; and effective management of the GJLOS reform programme. The GJLOS governance assessment survey investigated the key areas of corruption, access to justice, safety and security, human rights and GJLOS institutions.



Halima Amadou, Association Nigerienne de Defense de Droit de l'Homme, Niger

According to Halima Amadou, the survey undertaken by the Association Nigerienne de Defense de Droit de l'Homme assesses the governance performance of the Nigerienne government. In doing so, the civil society organisation tackles the following governance issues: accountability; political stability/lack of violence/terrorism; government effectiveness; regulatory quality; rule of law and corruption. In cooperation with national and international partners, the findings and recommendations of the report have been forwarded to government ministries. The presenter argued that the Nigerienne government is using the results to improve development projects.

Chris Kinyanjui Kamau, Council of Churches, Kenya

Subsequent to the post-election violence in 2007, the Kenya National Dialogue and Reconciliation Process formulated four agenda items: immediate action to stop violence and restore fundamental rights and liberties; immediate measures to address the humanitarian crisis, promote reconciliation and healing; to overcome the political crisis; and address long term issues such as land reform and poverty reduction. For all these areas, Kamau presented actionable indicators. The main methodology was a household survey which was complemented by case studies and secondary data sources. The government used the results to inform policy and the legislative agenda while civil society organisation made use of the findings to inform programme design and implementation and to hold the government accountable.

Discussion

Participants inquired to which extent the focus on bribery has affected the results in the Kenyan assessment. Responding to the contradiction between the reality on the ground and perception, the panellists stated that, as people actively participated in the study, the assessment moved away from pure perceptions to more active participation. Panellist also emphasized the importance of including civil society organisation in assessment activities.

Session 4.2: APRM: Following up on the Action Plans

This session, which was chaired by Ken Mease, University of Florida, followed up on the APRM Action Plans in selected African countries.



Dr Jerome Afeikhena, APRM Secretariat, South Africa

Dr Jerome Afeikhena described the APRM as the most innovative aspect of NEPAD and as a self-monitoring instrument voluntarily agreed upon by the member states of the African Union. The APRM covers four main areas: democracy and political governance; economic governance and management; corporate governance; and socio-economic development. The presenter gave an overview on APRM principles; the African countries participating in NEPAD and the APRM; the APRM process; the operational structure of

the APRM; structures to manage the APRM on the country level; the APRM master questionnaire; the status of implementation of the APRM on the continent; APRM member countries by region; and the APRM country review missions. He furthermore gave examples from the pioneer countries Ghana, Rwanda, Kenya and South Africa. Finally, he provided an overview on the budget of the National Programmes of Action in reviewed countries.

Marechel Nhavoto, APRM Technical Unit, Mozambique

Subsequent to providing general background information and social indicators on Mozambique, the presenter confirmed that the APRM has been successfully implemented in the country, with the assistance of civil society, the public and the private sector. The media was mainly responsible for awareness creation among the general public. Among the findings were the following problem areas identified: high income disparities among the population; social exclusion of large portions of society; corruption; insufficient public policy strategies; HIV/AIDS and unemployment. Among the lesson learnt are greater awareness among the population; dialogue and interaction among stakeholders; and increased awareness on human rights.

Samuel Cudjoe, APRM Ghana

This presentation from Ghana described the NPOA implementation strategy; the NPOA monitoring strategy; the achievements and the impact of the APRM in Ghana; the challenges in the APRM implementation; and the future outlook. To use synergies and ensure effective use of resources, the APRM in Ghana has been mapped onto the four pillars of the national development plan. The main impact of the APRM in Ghana was that it broadened and deepened the scope of the national development plan; enhanced the dialogue between state and non-state actors and provided references in public transformation debates. Among the challenges were that many governance issues raised were not tackled [especially those requiring constitutional amendments]; that governance ministries lack funds to implement recommendations; and the difficulties of measuring the real impact of the APRM in Ghana.

Geoffrey Omedo, NEPAD Kenya

Geoffrey Omedo informed the audience about the APRM process in Kenya that voluntarily acceded to the assessment in 2003. The Kenya country review report was tabled in 2006. The progress report, covering the timeframe 2006 to 2008 was discussed during the 10th Committee of participating heads of states and governments of the African Peer Review Forum held in Ethiopia in 2009. Among the challenges of the APRM in Kenya are a weak buy-in at the political level; misconceptions of the APRM; bureaucratic bottlenecks in the implementation, and insufficient and unpredictable funding from partners.



Discussion

No significant points of discussion were elaborated upon according to the minutes taken by the rapporteurs.

Session 4.3: Building Capacity for Government and Non-Government Stakeholders to Conduct Governance Assessments for Monitoring National Development Plans: Experiences from the Field and Current Support for Nationally-led GAs

This session focused on capacity building for government and non-government stakeholders to conduct governance assessments for monitoring and national development plans. Thereby, it presented experienced from the field and current support for nationally-led governance assessments. This session was chaired by Mustafa Khawaja, CSO Palestine.



Dr Uwe Singer, InWEnt

The InWEnt Senior Project Manager Dr Uwe Singer provided an overview on the origin and objectives of the InWEnt Centre for Economic, Environmental and Social Statistics. The target groups of InWEnt statistical capacity building are producers and users of statistics [central bureau of statistic, civil society, research bodies, private sector]. The training courses include face-to-face workshops, internet-based courses and

conferences, dealing with a variety of statistics-related topics. Furthermore, more detailed information was given on the blended-learning approach; the e-learning course "Governance City"; the learning contents [indices and indicators]; self-assessments and evaluation; communication in the chat rooms; exchange through sharing of documents; classroom sessions; and other capacity-building events.

Vanny Hampondela, Ministry of Justice, Zambia

Vanny Hampondela emphasized that governance assessments are indispensable for the monitoring of national development plans, in order to facilitate effective reporting, to track progress, to assess the performance of stakeholders, to centralise governance data and to guide management in areas that need adjustment. The Zambian Governance Secretariat has provided a Governance Programme Document to guide implementation strategies. The Secretariat has also identified fifteen institutions that will undertake the implementation of the governance programme. Among the challenges facing users of the national statistical offices are the low understanding of governance terminologies and the low capacity to formulate governance indicators effectively. Among the advantages are the easy institutionalisation of the process, the centralisation of governance data and the experience of conducting nationwide surveys.

Donald Rukare, EU Uganda

Donald Rukare described how various development partners in Uganda have jointly developed a governance matrix with four components: human rights, democratisation, anticorruption and conflict resolution. After providing some human rights indicators to exemplify the undertaking, Rukare outlined the main challenges the assessment is facing. Among those are the low number of indicators; subjective information sources; lack of political will; negative interpretations; and the lack of universally acceptable definitions of key principles.

Ingvild Oia, UNDP Oslo

Ingvild Oia of the UNDP Oslo Governance Centre outlined how the Global Programme on Democratic Governance Assessments provides financial and technical support, while the Democratic Governance Thematic Trust offers financial support. The challenge of 'ranking and shaming', donor policies and aspirations by national stakeholders are mentioned as rationales for the demand for support. The programme offers guidance, technical assistance and financial support aimed at strengthening national capacity to conduct democratic governance assessments. This is done by strengthening both, the demand side of governance [an accountability mechanism] and the supply side of governance [evidence based for national decision making]. The strategic principles are national ownership, capacity development and alignment with national policy processes. Furthermore, Oia described the ten features of an effective DG assessment; the matching of technical rigour to policy relevance; and the alignment of governance indicators with other reporting mechanisms.

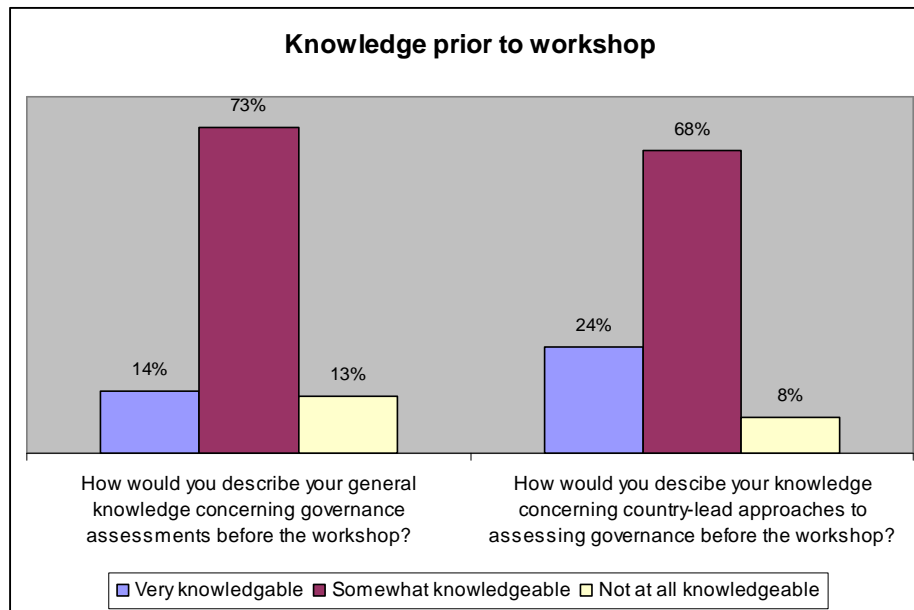
This presentation from Angola gave an overview on the general country framework, the capacity building framework, the Local Governance Assessment Platform and Millennium Development Goal Indicators. The survey INE is conducted in five Angolan provinces [Uige, Bengo, Kwanza Norte, Malanje and Bie]. The key local governance indicators were identified by sharing experiences and best practices on data collection, processing, analysis and management. A national platform [indicators] for local governance [planning, monitoring and evaluation] has been developed. Finally, a management information system [DevInfo] that collects municipal data and indicators has been established.

Discussion

Participants' questions mainly focussed on the technical requirements for receiving financial and technical support.

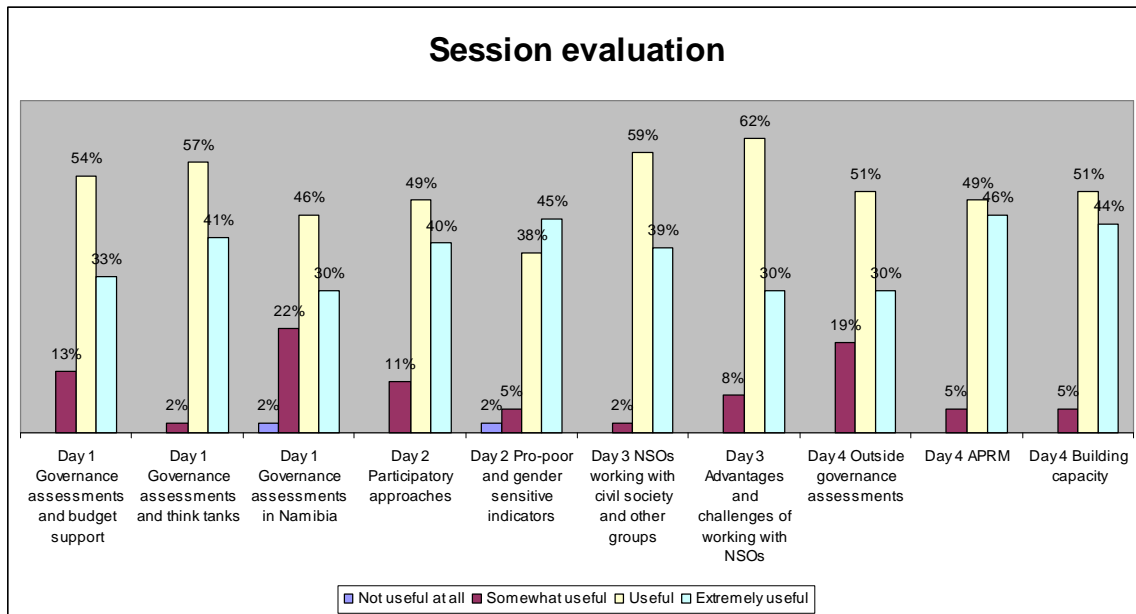
Session 4.4.: Final Discussion and Evaluation

The evaluation questionnaire that was circulated during the final session was completed by thirty-seven participants. Of those, 45% were sponsored by UNDP and 55% by InWEnt. Figure 1 shows the knowledge levels on governance assessments among the participants prior to attending the workshop.



Most respondents were "somewhat knowledgeable" on the topics governance assessments in general and country-lead approaches to assessing governance in particular before they attended the workshop. Figure 2 below shows how respondents rated the individual sessions. The evaluation shows that the sessions rated as most useful [more than 90% of the respondents rating them either as "useful" or "extremely

useful"] were "Day 1: Governance assessments and think tanks", "Day 3: NSOs working with civil society and other groups", "Day 3: Advantages and challenges of working with NSOs", "Day 4: APRM", and "Day 4: Building capacity."



With regard to the balance between international experts and local experiences, 57% rated the workshop as good balanced, while 19% wished for more international experts and 24% wanted more local expertise. Regarding the mixture of InWEnt Alumni and UNDP invitees, 70% thought that it was a good idea and should be repeated. On the contrary, only 8% were of the opinion that this was not a good mix and the organizers should rethink the idea. 22% of the respondents said that it did not matter to them. More than half the respondents [54%] rated the workshop content as "above average", while 40% said that it was "excellent". Regarding the organization of the workshop, 49% of the respondent said that it was "above average", while 35% were of the opinion that it was "excellent". Only 6% of the respondent rated the workshop content as average, while just 16% thought that the workshop organization was "average". Neither the workshop content nor its organization were rated "poor" or "fair" by somebody.

However, several comments and suggestions were made on how to improve these workshops:

- More for free time to visit the city centre and to do shopping;
- More practical exercises;
- More time for discussions after presentations;
- Power Point Presentations should be made available before the panel commences;
- Better internet facilities at the hotel;
- Greater variety of food at the hotel;
- Evaluations should be done at the end of each session;
- Less exercises and more country experiences;
- Honoraria for panellists;
- More financial support to travel costs;

- DSAs should be added to the coverage of all expenditures;
- More women participants;
- More local expertise in the training sessions;
- More intercultural communication; and
- The organizers should make sure that the presentations that were prepared by the panellists are up to standard.

According to the evaluation, among the most important things participants have learned at the workshop are:

- Country-led assessments are beneficial;
- Civil society is key to national statistics;
- Gender statistics are important;
- APRM is important and should be expanded;
- Country-led assessments are key to monitoring national development plans;
- Support from the UNDP Oslo Governance Centre could help getting projects of the ground;
- Developing indicators for assessments is crucial;
- Partnership between different stakeholder groups are important;
- Capacity-building within central bureaus of statistic is indispensable;
- Context in which the assessment exercise is undertaken matters;
- Importance of actionable indicators;
- Value of think tanks in governance assessments;
- Importance of local governance assessments;
- Usage of World Café methodology; and
- Challenges around the topics budget support and national ownership.

APPENDIX

- Press Release InWEnt UNDP NID, November 5th 2009
- Press Clipping *Allgemeine Zeitung*, November 10th 2009



Internationale Weiterbildung
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Capacity Building
International, Germany

InWEnt Centre for Economic,
Environmental and Social Statistics



PRESS RELEASE

***by the InWEnt Centre for Economic, Environmental and Social Statistics,
the UNDP Oslo Governance Centre
and the Namibia Institute for Democracy [NID]***

November 5th, 2009

The InWEnt Centre for Economic, Environmental and Social Statistics, the UNDP Oslo Governance Centre and the Namibia Institute for Democracy [NID] jointly organized a workshop on governance assessments for accountable politics that was officially opened by the Director General of the National Planning Commission, Professor Peter Katjavivi. The workshop took place from November 2nd to 5th 2009 at the Safari Court Hotel in Windhoek. It provided a venue for presentation of methods and approaches and for sharing experiences on governance assessments. The participants hailed from lead institutions that included UN agencies, government bodies, national statistical offices, academic institutions and civil society. Among them were also InWEnt alumni that had participated in governance assessment training courses. Participants represented more than 20 African countries as well as Europe, the United States of America, Australia and Palestine. The Deputy Resident Representative of UNDP Namibia, Mr Lebogang Motlana emphasized that the workshop was "a fertile meeting ground for sharing knowledge and making new connections across Africa".

Governance is increasingly recognized as a critical factor in achieving development. This is demonstrated by a growing number of international indices that rank and compare countries on their governance performance. This includes worldwide Governance Indicators as produced by the World Bank, Freedom House and Transparency International. Assessments led by national researchers in consultation with government and civil society stand a much better chance of capturing local issues and concerns and be useful for driving policy reform. The numbers and rankings often contain very little information on what needs to be done on the ground. Among the governance assessments produced by Namibian civil society organizations and think tanks in collaboration with regional partners are, for instance, the World Governance Assessment Survey [WGA], the AfriMAP study "The Justice Sector and the Rule of Law in Namibia" and the Afrobarometer survey. Among the Namibian experts was also Ms Leonora Joodt from the National Planning Commission [NPC] that provided a presentation on monitoring and evaluation of national development plans in Namibia.

The UNDP is supporting sixteen country-led governance assessments projects around the world with the aim of strengthening democratic governance. The aim of the UNDP programme is to develop the capacities of governments, national statistical offices and civil society in the collection, maintenance and analysis of governance-related data. For UNDP, this workshop serves to share some experiences between different groups of governance assessments specialists.

Since 2003, the InWEnt Centre annually offers a training course for sub-Saharan Africa on assessment approaches in the fields of democracy, governance and human rights. These training courses have created important platforms for experts from various fields and disciplines. Both, in 2007 and in 2008, these training were conducted in Windhoek, Namibia, and were jointly organized by the InWEnt Centre and the NID. Representatives of the Central Bureau of Statistics which is situated at the National Planning Commission participated in both training courses. The NPC Director General Professor Peter Katjavivi recognizes the principal objective of this workshop, "to support national ownership and capacity development of partners, and to foster inclusive participation as well as to strengthen accountable and responsive governing institutions."



Die Teilnehmer des Workshops „Länderorientierte Bewertungen: Erfahrungen teilen und politische Rechenschaftspflicht erhöhen“ haben vergangene Woche in Windhoek über die Anfertigung und Nutzung von Studien zur Staatsführung diskutiert. • Foto: privat

Studien mit Relevanz gefragt

Bewertungen zur Staatsführung brauchen Lokalkolorit – Vernetzung gewünscht

Bewertungen über die Staatsführung eines Landes können diesem helfen, relevante Strategien und Entscheidungen für die Zukunft abzuleiten. Wenn die Einschätzungen aus dem Land selbst kommen, sind sie nicht nur bedarfsorientierter, sondern auch fundierter und glaubwürdiger.

Windhoek (AZ) → Dies war der Tenor eines Workshops mit dem Titel „Länderorientierte Bewertungen: Erfahrungen teilen und politische Rechenschaftspflicht erhöhen“, der vergangene Woche in Windhoek stattgefunden hat. Organisiert wurde die viertägige Fachkonferenz von der deutschen Organisation InWent (Zentrum für ökonomische, ökologische und soziale Statistiken), dem Zentrum für Regierungsführung der UNDP in Oslo/Norwegen und dem Namibischen Institut für Demokratie (NiD). Die Mehrheit der rund 80 Teilnehmer kam aus afrikanischen Ländern, einzelne Delegierte sind auch aus Asien, Europa und den USA angereist.

Studien zur Staatsführung könnten Regierungsinstitutionen helfen, „Effizienz, Effek-

tivität und Gleichheit in der Dienstleistung“ zu verbessern, sagte Dr. Peter Katjavivi, Generaldirektor der Nationalen Planungskommission (NPC), dem das namibische Zentralbüro für Statistik angehört, in seinem Grußwort zum Auftakt des Workshops. Die Ergebnisse seien überdies der Zivilgesellschaft dienlich, wenn diese „Antworten, politische Verpflichtungen, nationale Entwicklungspläne oder andere politische Aussagen und Wahlversprechen einfordern“ würden, führte er aus. Die Indikatoren der Staatsführung würden es allen Beteiligten ermöglichen, die Leistungen im Sinne der Reform demokratischer Regierungsführung zu beobachten.

Katjavivi wies darauf hin, dass solche Bewertungen eine „steigende Priorität für Geber und nationale Entwicklungspartner“ darstellen würden. Es bestehe ein internationaler Konsens darüber, dass ein besseres Verständnis der Qualität der Staatsführung in einem Land für die Anstrengungen zur Armutsreduzierung und zum Erreichen der menschlichen Entwicklungsziele bedeutend sei. „Der Bedarf an der Beobachtung der Qualität der Regierungsführung hat sich nicht überraschend erhöht“, so der NPC-Chef. Dabei sei es von Bedeutung, dass die Bewer-

tungen aus dem eigenen Land stammten, weil sich diese auf lokale Fachkompetenz und Wissensquellen bezögen. Solche Studien würden für die eigene Bevölkerung als „legitimierter und glaubwürdiger“ gelten. Dies sei vor allem dann wichtig, wenn aus den Ergebnissen politisches Handeln abgeleitet werden soll. Weiter sagte Katjavivi: „Länderorientierte Bewertungen müssen eine aktive Beteiligung der staatlichen und nichtstaatli-

Beteiligung von Staat und NGOs

chen Akteure haben, inklusive NGOs.“

Ingvild Oia vom UNDP-Büro in Oslo bezeichnete den Workshop als „vollen Erfolg“ und verwies angesichts der Entscheidungskriterien von Geberländern auf den steigenden Druck auf die Länder, ihre Informationen und Zahlen zur Verfügung zu stellen. Das Treffen habe auch dazu gedient, von gegenseitigen Erfahrungen zu lernen. Die Initiative zu solchen Bewertungen müsse von den Ländern selbst kommen, UNDP helfe lediglich dabei, diese umzusetzen. So würden derzeit von UNDP Projekte zur Bewertung der Staatsführung in 16 Ländern gefördert. Namibia sei nicht darunter, aber es schneide in interna-

tionalen Rankings stets „sehr hoch“ ab, so die Einschätzung der UNDP-Forscherin.

Als größte Herausforderung für Namibia beim Anfertigen solcher Einschätzungen sieht NiD-Direktorin Dr. Justine Hunter die „engere Kooperation zwischen Regierung, Zivilgesellschaft und Wissenschaft“. „Da ist noch viel zu tun“, sagte sie auf AZ-Nachfrage und verglich die Situation mit Europa, wo solche Ergebnisse in gesetzgebende Prozesse einfließen würden. Überdies könnte die Zivilgesellschaft Namibias diese Studien auch dazu nutzen, um Lobbyarbeit für Politik oder Gebergemeinschaft zu betreiben.

Für den InWent-Repräsentanten Dr. Uwe Singer lag eine wichtige Aufgabe des Workshops in dem Erkennen der Notwendigkeit, dass „die Herangehensweisen von verschiedenen Bewertungen zusammengebracht werden“. Integration und Vernetzung seien dabei von großer Bedeutung. Dazu müssten Bewertungsansätze gebündelt und die Regierung in diese Prozesse eingebunden werden. „Das erhöht die Rechenschaftspflicht“, so Singer. Und: „Gemeinsame Ergebnisse und Schlussfolgerungen sind viel entscheidungsrelevanter als Einzelmaßnahmen“, sagte er abschließend ■