

AFRICAN PEER REVIEW MECHANISM (APRM)

A THINK PIECE AND A CODE FOR ETHICAL PRACTICE AND NETWORKING

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Introduction

Under the New Partnership for African development, human development has gained unprecedented momentum. While this has been a subject of intensive dialogue within almost all international finance and development institutions for the past three decades, the complex phenomenon of a web of factors leading to human destitution and marginalisation and the framework that remedies such an impoverishment have not been adequately addressed. Hence, NEPAD has evolved as an African compact that is a multi-dimensional, multi-sectoral, and multi-track designed to address the poverty-SHD *continuum* and a partnership agenda enshrined in the critical benchmarks for sustainable communities - resilience, economic efficiency, social equitability, and ecological stability; counterpoised against the various forms of capital: human, social, political, natural and physical and financial.

The missing link has been 'partnership for popular empowerment' that belies the formation of social capital in terms of collective ideology, collective action, organisation, and leadership to ensure access to political contestation in state and entitlement of citizens to their rights as members of and participants in a political society. Hence, the peer review will have to be initiated at three levels

1. State led PEER REVIEW MECHANISM;
2. Civil society initiated and led PEER REVIEW MECHANISM and
3. Combinations of state led and society led PEER REVIEW MECHANISMS.

Three main strategic and processual issues that are considered in the development of such peer review mechanisms are (1) the presence of objective political conditions for such a peer review agenda in African polities; (2) contingent political dynamics, i.e. peer review is installed as a result of the conscious reform initiatives of individual leaders, elite factions, and social movements and (3) peer review can be most effective with the emergence of a supportive set of rules and political institutions that are recurrent and valued patterns of political behaviour that give shape and regularity to politics.

¹ Paper developed as a contribution to the paradigmatic development of the peer review mechanism and to underpin the essence of a code of practice and networking for the peer review mechanism that will certainly contribute to the voluntary accession by states and civil societies in Africa to a commonly agreed frame work for the peer review.

The primary purpose of the African Peer Review Mechanism is to “foster the adoption of policies, standards and practices that lead to political stability, high economic growth, sustainable development and accelerated sub-regional and continental economic integration through sharing of experiences and reinforcement of successful and best practice, including identifying deficiencies, and assessing the needs for capacity building of participating countries”²

At the outset, the agenda for human development in Africa faces many limitations in the sphere of institutional development. An increased awareness of this problem needs, per force, to lead the African Union to question the nature of the relationship which has existed between the African states and the international community in developing the requisite tools for monitoring adherence to common principles and developing standards for peer review. As a result we are increasingly paying attention to the question of developing the enormous potential of regional networking and creating communities of practice.

The paper addresses the conceptual foundations of governance for APRM and a code of practice. By developing a Code Of Practice for NEPAD's African Peer Review Mechanism, (APRM) we may have taken a first bold step in gearing individual groups and networks into action, and generating the momentum required for a true process of collaborative monitoring of human development. The voluntary accession to the Code based on our commonality of objectives and unity of purpose that we envisaged the Code to be an instrument for makes it a living document, with a need for periodic review and development and creation of new alliances for peer empowerment.

Let this Code of Practice and networking stand as a testimony to our open invitation to the State, Government institutions, the fledgling business sector, NGOs and civil society organisations of their commitment to contribute to the ethical standards of human development in Africa.

Part I: Conceptual and theoretical foundations:

I. Definitions

At the outset, we need to deal with the paradigmatic crisis that the terminology of development and politics are undergoing today. What is governance and what are poverty and sustainable human development? Poverty is a complex web of negative phenomena and representation of the problems faced by destitution and marginalisation. SHD is a holistic way of correcting these complex factors that contribute to poverty. We deal with governance second. Although the term “governance” has entered the intellectual discourse in the past decade in the international arena, now that its reforms are externally driven, the idea has a long intellectual history. A key distinction, which runs through much of in the history of political theory, is between the stewardship/guardianship on the one hand and guiding/steering responsibilities of the state on the other. Over the centuries, these two

² Memorandum of Understanding on the African Peer Review Mechanisms (“THE MOU”); The MOU further goes to identify additional activities; i.e. “contribute fully to the funding of the African Peer Review Mechanism in order to affirm the African ownership of the Mechanism. This includes sourcing funds from African people, businesses and institutions. African Governments have committed to take all necessary steps to facilitate the development and implementation of a national Programme of Action (paragraph 13 of the APRM Base Document) to improve our performance in the areas of governance and socio-economic development as stipulated in the African Peer Review Mechanism base document; ensure the participation of all stakeholders in the development of the national Programme of Action including trade unions, women, youth, civil society, private sector, rural communities and professional associations; ... and accept that constructive peer dialogue and persuasion would be exercised, where necessary, in order to encourage improvements in country practices and policies in compliance with agreed African and international best practices”

images i.e. the shepherd and the helmsman - have been at the heart of many political governance controversies. Although neither guardianship nor guiding can be discharged effectively in isolation, some writers advocate one and others the other as the primary responsibility of the state. Developmentalists emphasise stewardship while neo-classical economists augur its guiding functions.

For international development institutions, this agendum is described best in the convergence and merging of three agendas: the security agenda, the economic agenda, and the development agenda. "The security agenda has put political governance and participatory politics at the forefront of international diplomacy and conflict prevention and management. The economic agenda, after a first wave of structural adjustment programmes aimed at downsizing and "shrinking the State, and promoting market economies, is rehabilitating the role of the State in its core regulatory functions. The development agenda is linking sustainable human development and participatory development. This convergence of agendas reflects an emerging consensus on the mutually reinforcing role of political governance and development, re-emphasising the importance of the political context of development.

Governance is the conscious management of regimes with the aim of enhancing the effectiveness of political authority. Governance can be thought of as the applied realm of politics, in which political actors seek mechanisms to convert political preferences into managing society. Good governance involves improvements in the technical competence and efficiency of the public sector as well as measures to make public policy more accountable, transparent, and predictable to society at large.

However, the definition of "good governance is imprecise partly because different users use them in different contexts and partly the concept is still evolving".³ Hence we assert that

1. Governance must be distinguished from democratic development
2. Democratic development is a process of rule making in which citizens obtain opportunities for political contestation and political participation. Political contestation refers to open rivalry and competition among diverse political interests. Political participation refers to the entitlement of citizens, considered as political equals, to be involved in choosing governmental leaders and policies.
3. Democracy is a regime in which the authority to exercise power derives from the will of the people.

Hence, possibilities and problems of human development can be grasped in terms of the domain of ideology. Ideological elements and constructs might be seen as the very constitutive structure of governance. Ideology will commonly be characterised by a number of distinctive and shared additional elements, including concepts and rules of government, national and cultural values, traditions of political discourse and arguments, and modes of representation of specific interests, needs, and issues. These elements, or complexes of elements, will tend to assume varying forms and to enter shifting relations of competition, co-operation, and hegemony during political reform. Generally, the broader the range of ideological elements at play and the more varied and uncertain their relations, the greater the possibilities of process-oriented vision definition.

Obviously there would be a transition period to which the major foundations to which they are often tied more or less closely, transitional ideological constructs tend to be unsettled and, at times, unsettling. Particularly at the initial stages of transition, they are more likely to be uncertain rather than stable structures of ideas and values. This has the effect of opening up the reform process, of freeing the process from simple domination by any one

³ The differences in the terminology used by the different international actors (democratic governance, good governance, open governance, etc.) reflects not only divergent foreign policy but different constituencies: the OAS and IDB were able to impose "democratic governance because all their member States were democracies; others may be not able to do so.

organised stakeholder or coalition of them. Yet such elements and relations take shape and come into play within a hierarchy of global and local agencies and groups. A determinate order of institutions, powers, interests and activities operate through complexes of ideas and values, filling out, specifying, anchoring and, often short-cutting their formal content or meaning. Moreover, this may impose ideological as well as practical limits on the extent to which and how reform processes in Africa can be opened up or broadened.

The attention for governability and governance is linked to SHD. If sustainable development is to happen, a predictable and transparent framework for policy design and all enabling environment for citizens' participation and private initiative, must exist. The institutional setting and the decision-making process in which this process takes place is essential, together with the norms and values on which they are based. Democracy connects the norms, procedures, and institutions that must exist for effective, efficient, and open public policies. Good governance is seen in the context of economic and social development.⁴ In other words, the essence of functioning democracy is in good governance.

The missing link between the concepts of governance and democracy can be traced when they are applied. In theory, governance may be about exercise of power irrespective of a political system. In practice, good governance involves accountability, transparency, and participation, predictability (rule of law). These are precisely the working conditions of democracy. Competition for power through elections is meaningless unless those elected are accountable to those who elect them. Accountability is impossible without transparency. Formulation of laws in legislatures and constitutional guarantees of freedom only be paper unless the rule of law is respected and applied. In addition, a political system can only be said to be open if people have a possibility to participate in decision-making processes.

II: Rules and institutions for human development

External promoters or supporters of governance do not often efficiently realise in practice the potential of the ideas and goals they promote and that the volume of their interventions is not nearly proportional to their impact. This raises the issue of whether the ideas in question are fundamentally constrained at the moment of their conception and implementation by the very institutions and technocratic structures that ground their articulation. The explicit concept of capacity building for good governance that current international initiatives operate in Africa may be consistent with goals of "empowerment" of indigenous communities and individuals, of enhancing local institutional and human capacities. The initiatives, nevertheless, tend to work toward these goals in narrow economic and technocratic terms.

The attention for governance and governability is based on the concern for a predictable and transparent framework for policy design and an enabling environment for citizens' participation and private initiative, must exist. The institutional setting and the decision-making process in which this process takes place is essential, together with the norms and values on which they are based. Hence, democracy connects the norms, procedures, and institutions that must exist for effective, efficient, and open public policies.

The initiatives seem to equate technocratic rationality and capacity with totality of institutional purposefulness and strength. However, as important as it is, this is only one context or level of analysis on the breadth and depth of process on the terrain of self-directed governance. There is another level of analysis. This is concerned with the extent and nature of openness of distinct ideological constructs, with modes of articulation of given sets of ideas and values and of representations of specific

⁴ Here governance encompasses the form of political regime, the process by which authority is exercised in the design, formulation, and implementation of policies and management of a country's economic and social resources for development. Others place special emphasis on the modernisation of public sector and the participation of civil society in public issues and yet others have introduced the notions of macro-, meso- and micro-governance, suggesting that authoritarian regimes committed to development might exhibit good governance at middle and lower levels.

issues relative to others. The concern here is not so much of the number and diversity of ideas, values, and opinions allowed to gain currency as to modes their competitive and co-operative articulation.

The political intention of the governance approach to policy analysis, formulation, and management and its implications for the synergy created by the outputs is manifested in major changes of livelihood through entitlement, distributive and allocative efficiency. 'Good governance' and micro-policy formulation and management will have to take into account of the following and need to be tackled at three levels

- (1) **Agency:** refers to the full range of significant participants and their activities and relations to the APRM. Participants include potential as well as actual domestic as well as international actors. Meta-rules such as sustainable livelihoods that require a reorientation to traditional/indigenous means of framing demand. Some stakeholders in State and Government will find this a difficult choice to make as the thin veneer of sovereignty may hamper peer to the degree agreed upon the MOU for the APRM.
- (2) **Operative Ideology:** relates to complexes of ideas, beliefs, goals, and issues that can come into co-operative play or competitive contestation and governance reform as the APRM takes roots. It includes alternative definitions of state vulnerabilities and problems and varying solutions offered for them. Beyond the sphere of agency therefore, opportunities, possibilities, and problems of APRM can be grasped in terms of the related domain of ideology. Ideological elements and constructs might be seen as the very constitutive structure of the rights-based approach to APRM process openness and closure. "Participatory APRM" as a specific field of action should apply to "decisions concerning collective or individual measures, made through organisations and affecting social groups that lack access to political expression."
- (3) **Process and strategy:** the APRM, as closely linked as it is with macro-policy management, demands a multi stakeholder, multi-track communications strategy that constantly informs stakeholders of their policy choices and options. We can analyse sustainable communities as a dynamic interaction of strategy and process! The dynamics of inter play between processes and strategy in a peer review mechanism, where assets change hands spontaneously, is dependent upon the specific social agency and political ideology. There is no such thing as social capital development that is based on perfect order devoid of conflict (a normal element of social cohesion, often serving as an important impetus for positive social change) unless we assume an absolute zero sum human interaction. Hence, as a way of contributing to overcoming these difficulties we may theorise sustainability as the dynamic interaction of APRM strategy and process.

Significantly, APRM depends upon the emergence of supportive set of political institutions that are recurrent and valued patterns of political behaviour that give shape and regularity to politics. The prospects for successful peer review partly depend on habitual attitudes and behaviour among the nation of the continent at large. An institutional approach would appear to offer considerable explanatory power because the widespread incidence of social conflict and instability is directly attributable to basic weaknesses of institutions.

From a theoretical perspective, national political culture best predicts the prospects for the operationalisation of APRM. As the building blocks of the APRM, certain combinations of socio-political rules and institutions must be extant or emergent if a peer review mechanism is to occur. Hence, the hypothesis must zero on the imperative of study is that the possibility, constitution, and result of the development of political culture of openness for the APRM depend on the configuration of political institutions in state and civil society. The key research question becomes: "is the endowment of institutions in civil society and state conducive to APRM nationally?"

III: APRM and sustainable development – strategic considerations:

The seventy or more definitions it had evolved since the 1971 Stockholm conference notwithstanding, Sustainable Development (SD) is understood as the ability of the future generations to inherit a defined amount of assets that the current generation has benefit from the past.⁵ Many argue that “effective policies are possible under conditions of uncertainty, but they must take such decisions making is a continual series of surprises and failures.” What sustainability does require... is attention to the management of systems under uncertainty,” Since our knowledge of the systems we deal with is always incomplete, human adaptation to political, social and economic stresses will form the foundations for flexibility for adaptation to surprises. Natural dynamics are shrouded in uncertainty.” Sustainable development “acknowledges the existence of true uncertainty rather than ignoring it, and includes mechanisms to safeguard against its potentially harmful effects.” “Because everything in ecosystems constantly changes”

We can hence argue that the peer review protocol for the attainment of SD must attain coherence and integrity even as it comes into play in varied contexts of activity. While it may be tied to the initiatives and leadership of assignable organisations or groups in its emergence and development, it nonetheless gains currency as a relatively autonomous system that other, competing; actors can also participate in and operate. As a set of distinctly general categories and mechanisms of development thought, discourse, and practice, sustainable human development takes the diversity of particular ideas and activities into itself and makes them a vital part of its conceptual and institutional economy. It mediates and channels specific actors and their activities by means of an objectification and generalisation that works on and through them. It attempts to present the dearth of current ideological rectitude by asking

- Does peer review enter societal processes in Africa as an external ideology, constructing and deploying its concepts in sterile abstraction from the immediacies of indigenous traditions, beliefs, and values?
- In the case of Africa in particular, do ideas addressing peer review and justice come into play in total opposition to, or in co-operation with national values sentiments?
- Do we equate the articulation of partisan ideas and agenda with the production of broad-based concepts, norms, and goals that should govern the APRM?
- Do peer review processes signify new kinds of socio-political activity mediated and guided by objective and critical democratic standards, rules, and principles?

In this light, openness towards peer review can be understood as a dynamic two-way operation. Generic forms on particular contents and particular contents on generic forms in which the deployment of the conceptual and institutional machinery is at the same time the representation of specific needs, interests, motivations, claims, rights and obligations by individuals and groups. Going beyond structuring or rearranging national and regional actors and institutional activities in their spontaneous, often turbid reality, this operation should result in their transformation into forms of transparent agency and practice within a political system. However, there are both conceptual and analytical limitations in current discussions and analyses of human development-related empowerment that will significantly contribute to the APRM. These are generally are marked by

⁵ In short we use resources in a way that we do not foreclose the ability of future generations to use the same quality and quantity of resources. But the ideas of exploiting resources today in ways that do not foreclose on the future’s options to use the same resources have been contested as lacking empirical validity. There are claims that suggest that exploitation and development of all forms of capital resources at sustainable levels is impossible, therefore the premise of sustainable human development makes little policy sense.

- A tendency to narrow 'development thinking and practice' to the terms and categories of immediate, not very well considered, social action – a naïve realism as it were
- Inattention to problems of articulation or production of endogenous systems and processes within locally grounded socio-politics rather than simply as formal or abstract possibilities
- Ambiguity as to whether civil society is an agent or object of democratic change and the role of the state and questions related to the rights based approach?
- A nearly exclusive concern in certain institutional perspectives on human development with generic attributes and characteristics of societies and organisations and consequent neglect of analysis in terms of specific strategies of organisations - inadequate treatment of the role of international agencies: the global and indigenous dimensions of sustainable human development.

It is possible to see the rights-based approach as the playing out of objective and critical standards, rules, and concepts of political conduct in the goals and activities of all participants in the APRM dynamic. The issue here is not simply one of "application" of rules to particular activities. Nor is it one of dissolving agent-catered strategies into "objective" principles and norms of APRM. It is rather the production or articulation of peer review elements and forms within and through the strategic (and non-strategic) activities of various participants, both from the internal and external stakeholders.

Highlighting the mutually constitutive and regulative articulation of strategy and process, we shift the centre of analysis away from the two as separate formations that enter only externally in relations with each other. This shift of analytical focus serves to emphasise the critical point that the task of broadly structuring the rights-based approach to sustainable communities, as a gender-sensitive self-empowering change mechanism, is more important than that of promoting it within the specific programme design of a particular agency's "development" agenda.

**What sustainability does require... is attention to the management of systems under uncertainty".
Natural dynamics are shrouded in uncertainty."
Sustainable development "acknowledges the existence of true uncertainty rather than ignoring it, and includes mechanisms to safeguard against its potentially harmful effects." "Because everything in ecosystems constantly changes"**

The latter, which manifest in a variety of efforts ranging from community diagnostics to implementing community-based NEPAD-funded programmes, is or should be only a second-order concern. This is in comparison to the former, which is primarily strategic tool adopted by communities and individuals to enhance their adaptive strategies that are important in the rights-based approach transition to a more fulfilled livelihood. Insofar as existing perspectives on political reform in Africa neglect to pose the problem of articulation of APRM as a relatively autonomous mode of analysis in which external projects impose ideology upon governments and societies from the outside; development would consist of a set of activities in which "universal" concepts and standards of governance are merely "applied to", as distinct from produced or re-produced in African contexts and conditions.

Even at the level of application alone, it is largely overlooked that international models may enter societies through a proliferation of programmes and mechanisms that hinder the growth of open and effective societies and polities, retarding the development of indigenous system experience and capacity. The main strategy for participatory and inclusive democratic development in the APRM will therefore largely depend upon a consideration of the mechanisms that must be framed, structured and negotiated, and eventually and hopefully accepted.

Part II: A Code of Practice

The Code

Code of Ethical Practice for the AFRICAN PEER REVIEW MECHANISM

The Code

BT Costantinos, Abuja November 27, 2003

I. Preamble

Notwithstanding the myriad of declarations and manifestos since the phenomenal Lagos Plan of Action, it seems there is too much readiness for uncoordinated and unilateral action within the African community of leaders without meaningful and adequate understanding, let alone agreement, on critical issues with political organisations and constituencies outside themselves. The rather intrusive manner in which the "politically motivated" promote positions on vital issues of reform contravenes the ideals, standards, and rules of open societies. This detracts from the openness, credibility, and effectiveness of any peer review. It also encourages well-meaning individuals to alienate themselves from the process, rather participate in it, and work to improve it.

African countries remain institutionally weak and highly dependent on economic and political forces outside the continent. The competition among donor resources greatly erodes their capacity and commitment to mobilise collaborative action and achieve consensus around issues of common interest for the continent's autonomous development. The external pressures which often characterise their search for resources and the difficulty which many of them experience in dealing with governance structures partly are result of their institutional incoherence and limited capacity for advocacy. Hence, the guiding principle of APRM must augur the following principles

1. A concrete process needs to be established to enable NEPAD partners to be transparent, accountable, and predictable and exercise a level of excellence transcending political and personal motives and boundaries.
2. While all of us are aware of the contribution to Africa's development efforts by various governments and groups outside government, it is equally necessary to be conscious of the need for the APRM to secure a strong capacity for advocacy; without which, we will be ill prepared to enhance the process of management empowerment among professionals.
3. APRM can only support the efforts of Africa's most vulnerable populations in meeting the development challenges of the third millennium only when there is a voluntary code of ethical practice that transcends immediate personal benefits.

II. Objectives of the APRM Code:

This Code of Practice⁶ is a statement of institutional principles and ethics for practice, designed as a reference document for all professionals and practitioners, to enhance intra-organisational and inter-organisational level peer review mechanism. As such it encourages qualitative improvement in their relationship with their constituencies. Towards this end it will

1. contribute to on-going efforts by APRM towards commitment to the use of standard management practices and encourage Africa's societies and polities to develop a collective capacity for advocacy, so as to effectively articulate the needs of the constituencies they serve;
2. serve as a guide document for improving the partnership between societies and polities and their collaborators in state and society, by setting out institutional modalities aimed at enhancing the present pattern of pluralistic and entrepreneurial development processes in the country as quickly as possible;
3. back up the establishment and operation of an effective process of institutional strengthening and horizontal linkages among African to foster a genuine commitment on the part both of societies and polities to a locally-driven approach to the challenges of African development, and help in focussing the attention and development resources to eradicating the grinding poverty witnessed in many quarters today.
6. Enable societies and polities to be aware of management acts of public offence, such as human rights abuses, human development transgressions, loss of life and property due to hazards, environmental pollution and degradation, consumer exploitation and abuse, which customarily pass unnoticed by law enforcement.

III. The Code: Addressed to parties to APRM

Parties to the APRM must clearly demonstrate their professionalism; with clear testament of commitment to excellence, prudence in their modes of communication, transparency in their operational relationships, accountability to all stakeholders and predictability of their actions. APRM parties must demonstrate their commitment to empowerment, taking trouble to mention some of the areas in which their intended work would enhance business growth and national development. To this end, parties to APRM should endeavour to promote participation and, as much as efficiently, possible must establish a democratic process for in-house decision-making on the programmes they lead. As a system-wide input to management development, APRM should actively support and mobilise all collaborative efforts possible for the establishment of acceptable standards of health management systems in Africa's fledgling business sector and popular organisations such as in their respective constituencies. In particular they should vow strong commitment to national human resources management development based on international best practices and adopted to local cultural systems.

- 1) As a first step in promoting self-assertion and upholding own development vision and objectives, every nation, societies and polities must decide on a number of values related to honesty, public welfare, professionalism, which must be upheld in any partnership. Acceptance and respect of such principles by partners must be regarded as the starting point of negotiations and agreement for managerial appointments and consultancy awards. Hence, APRM parties should exercise adequate caution in entering into relationships with partners. They should avoid opportunistic relationships; although such

⁶ Code of Ethical Practice: In management parlance, the significance of code or rule has due emphasis to enhance social responsibility, unity, stability and success. Ethical codes are statements of voluntary norms and beliefs of an organisation or an individual. It is a moral obligation and belief, a religious zeal that focuses on "right," "proper, and just" actions. APRM parties as a minimum goal, must accept the APRM as a specific but dynamic body of knowledge, fulfil the qualification of entry of professional competence, respect professional ethical practice, accept the social obligation and moral resonance of the Code, be responsible and accountable, and displays a high quality of human relationships and leadership.

relationships may provide short-term gains, they are likely to compromise the receiver's autonomy and genuine self-development in the long-term.

- 2) When entering into long-term relationships, APRM parties must discuss and agree with their prospective partners an appropriate mechanism for mutual assessment to monitor the effectiveness, orientation, and long-term objective of the ethical standards of subordination and mutuality of objectives. They should insist on the following items of information from prospective multi-national partners: full information on the origin, political and business objectives of the organisation they intend to work for; and how the agency raises or derives its profits and the constituencies or structures to which it is accountable at its home base? Especially in their requirements of technical assistance or other input of a specialised nature, they should prioritise the use of locally available expert resources.
- 3) APRM must at all times seek local mediation channels for inter-organisational or personality conflicts arising in the course of their work. They must totally refrain from disseminating rumours or misinformation capable of bringing disrepute and disrespect to the management profession.
- 4) In order to safeguard the region's credibility and command greater respect for the cause APRM parties must work to attain increased institutional efficiency and clarity in designing, managing and determining the course of their operations.

IV. The Code: addressed to the APRM National Institutions

In addition to its other important functions, APRM must carry out regular advocacy activities on behalf of African development. APRM must produce focused and annual reports designed to document in detail the positive contributions made by AU and NEPAD to national development in the course of any particular year.

- 1) APRM must undertake the task of promoting peer review as a channel for promoting official development efforts. To do that, APRM parties must engage in advocacy and dialogue with relevant authorities to secure access to the national media. Such access will be vital for publicising the sector's contribution to national development and promoting its image as a useful development partner of government.
- 2) In particular, APRM must advocate for the adoption of one day in the year as "HUMAN DEVELOPMENT DAY." Organisations and individuals will observe the day by hosting lectures, workshops, seminars, training, balls, etc. National media will focus attention on the sector's contribution to national development, as well as on the constraints management professionals and practitioners face in their work.
- 3) As part of its advocacy responsibility, APRM should initiate public dialogue with a view to address the issue of demeaning representation of Africa. In this regard, APRM must endeavour to establish appropriate forums for discussion among professionals and practitioners' representatives and leaders, of prevailing economic and social policies and programmes affecting their work, and the constituencies they serve.

V. Government support to the objectives of the Code:

African Governments must pursue a goal of reinforcing APRM's contribution to the Continent's development process by creating an enabling environment for the profession so that the sector can effectively supplement official development efforts. Such an enabling environment would include inter alia the evolution of a political culture reinforcing the separation of powers in State; the strengthening of the judiciary to act as a pillar of justice in fighting graft, nepotism, corruption; the continued education of legislators to pursue their historical mandates with competency and efficiency; the reduction of the role of the

executive branch of the state in the production, marketing of goods and services the economy. APRM must oversee that

- 1) Appointments to public office continue to be based on merit and not based on clientelistic exchanges and political / nepotic favouritism. Transparency required in the assignment of the leadership and management of public enterprises. The executive must be sensitive to political considerations but must not let this eclipse the attainment of the objective for which the enterprise was established, in the first instance.
- 2) Adequate attention must be given to enhance the implementation of these principles through mechanisms and tools that ensure adequate monitoring. We shall assist in this endeavour and we express our sincerity of purpose as contributors to national development. We are committed to supplementing the development efforts of Government, NGOs, donors, and civil society organisations through the development of the profession. Our goal is improved quality of life for the most vulnerable and deprived people and communities and the simultaneous promotion of entrepreneurship.
- 3) That peace is crucial for a people-centred development. In view of this, it is strongly urged that the continued promotion of a pluralistic society as a necessary condition for development. When the creative energies of civil society are released in a democratic environment, substantial 'peace dividends' will no doubt be available to society at large.

VI. APRM: Protocols for Organic Networking

An actionable agenda on interface, dialogue, and co-operation and developing regional communities of practice

While Africa is lumped as a political community, it is also a continent, where various nationalities, who speak different languages, enjoy different cultures, inhabit our own territories, live together, or interspersed in various modes of assimilation and integration with historically rooted blood ties. Hence a pan-African networking initiative must be a highly considered move by the African participants of APRM to close the communication gap that strongly prohibits mutual learning and experience sharing. The objective of such a collaborative effort is the development of an organic network that will cement the APRM ideals in every network, members, facilitators, networkers, community of persons and institutions is intended to build a true African regional community of practice that would unite the national programmes into a continent-wide network, designed to enhance the people-development nexus at the intra-organisational and inter-organisational levels. It encourages qualitative improvement in our relationship

- (1) contributing to on-going efforts by APRM networks and practitioners commitment to the use of high standard of networking management practices;
- (2) encouraging Africa's APRM Networks and practitioners to develop a collective capacity for advocacy, so as to effectively articulate the needs of the constituencies they serve;
- (3) serving as a guide document for improving the partnership between professionals and practitioners and collaborators, by setting out institutional modalities aimed at enhancing the present pattern of pluralistic networking as an instrument of multi-track communication;
- (4) back up the establishment and operation of an effective process of institutional strengthening and horizontal linkages among network partners ; and
- (5) foster a genuine commitment on the part both of APRM Networks and practitioners and our partners to a locally-driven approach to the challenges of the nexus, and help in focussing the attention of resources to improving the human environment.

Objectives, outputs, and activities of the APRM communities of practice

1. **Programme objectives 1:** Share knowledge systems, tools, technology, and adaptive strategies that people had developed on their own long before donors, NGOs, and political powers came into being.
 - 🌐 **Output 1:** an interactive continental database on institutions, publications, case studies, and planned activities set up. This will be achieved by the following activities: # design a database format to be agreed upon by all constituencies in African APRM; design electronic format for the database on highly flexible and assessable computer soft ware; # set up a database of all institutions, publications, case studies and planned activities to be put on the Internet.
 - 🌐 **Output 2:** National programmes take lead in capitalising on the wealth of information generated in national programmes and develop APRM disciplines through out the African Network. This will be achieved by the following activities: # identify national programmes that are ahead in certain disciplines, # programmes identified earlier take lead responsibility in developing that area within the entire network.
2. **Programme objectives 2:** Help to overcome language barrier by institutionalising cost-effective but determined language lessons that would enable easier communications.
 - 🌐 **Output:** Training needs analysis and identification of trainees and training packages and modalities in language lessons for all regions identified. This will be achieved by the following activities: # Language training needs analysis undertake) # Trainees identified and training packages selected and training undertaken
3. **Programme objectives 3:** Initiate immediate advocacy networking, research collaboration, and interregional consultations activities on all existing information in national APRM activities.
 - 🌐 **Output 1:** Compile listing of all existing publications, institutions, on-going activities in all APRM regions in Africa. This will be achieved by the following activities: # Compile publications, case studies, and other outputs to date of all national programmes and disseminate them on e-mail. # translate and disseminate all pertinent publications, case studies, and other outputs into French, English, and Portuguese. # Engage Anglo, Franko and Lusophone liaison officers in one of the countries in the Regions to translate ESA outputs into French; # disseminate the above information to all National APRMs. Develop a monitoring mechanism on user survey for monitoring progress. # Produce a report to the facilitators meeting and regional meetings on the efficacy of this networking
 - 🌐 **Output 2:** Governments, IFI, donors, multinationals sensitised on key issues affecting marginalisation of local communities in plans that they have not participated in their formulation. This will be achieved by the following activities: # exchange of information on sensitisation and advocacy forums to reach Governments, IFI, donors, multinationals, etc. advocacy networking to support specific claims in APRM ideals; # exchange of information in the interregional network on appropriate and best use of use media to promote the ideals of APRM.
 - 🌐 **Output 3:** Proposal on research and post-graduate training jointly developed and presented. This will be achieved by the following activities: # develop research and post-graduate training to be presented for assistance to AU; # exchange of research protocols, methods, and tools among all stakeholders in the interregional network.
 - 🌐 **Output 4:** Interregional co-operation and consultation improved through exchange visits to study specific issues and formalising relationship between network

collaborators. This will be achieved by the following activities # Organise exchange visits to study specific issues e.g. participatory development, conflict management, joint forest management # National networkers formalise relationship between network collaborators. Form a working group for collaboration and carry out the follow-up activities.

4. **Programme objectives 4:** Develop information communication mechanisms on key initiatives a view to co-ordinate activities that reinforce each other for a meaningful continental impact.

Output 1: tracks, channels, and levels of communications identified. This will be achieved by the following activities: Identify and map out formal tracks of communications (e-mail communications and conferences, forums for thematic discussions and inter-regional conferences) for interregional networking # Identify informal communication media and channels (e-mail communications and conferences, forums for thematic discussions and inter-regional conferences) for interregional networking # Identify interpersonal communication channels (e-mail communications and conferences) for interregional networking.

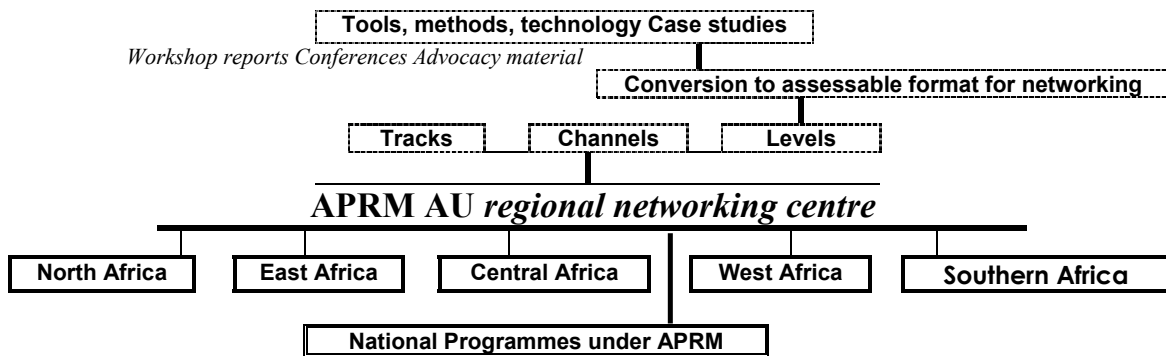
Output 2: clear designations of tracks of co-operation, dependency, services and conflict, where one may arise, among interregional network stakeholders identified. This will be achieved by the following activities: # identify and map tracks of co-operation between all stakeholders in the interregional network # Identify dependency, especially where national programmes depend on other national programmes in the interregional network # Identify service needs and provisional abilities among the interregional network # Identify potential areas of conflict of interest among interregional network stakeholders.

Summary of activities and work plan developing communities of practice		
Programme Objective	Activity	Time frame
Share knowledge systems, tools, technology, and adaptive strategies.	<ul style="list-style-type: none"> ◆ design a database format to be agreed upon by all ◆ design electronic format for the database ◆ set up a database of all institutions, publications, case studies ◆ post this on the Internet ◆ identify national programmes that are good practices 	■
		■
		■
		■
		■
Language lessons	<ul style="list-style-type: none"> ◆ Language training needs analysis undertaken ◆ Trainees identified and training undertaken 	■
		■
Advocacy networking, research collaboration and interregional consultations activities on all existing national activities	<ul style="list-style-type: none"> ◆ Compile publications, case studies, of best practices ◆ Translate and disseminate all best practices and pertinent publications, case studies into French, English and Portuguese ◆ Exchange of information on sensitisation and advocacy forums to reach Governments, IFI, donors, multinationals, ◆ Form a working group for collaboration and follow-up activities. ◆ Develop research and post-graduate training ◆ Exchange of research protocols, methods, and tools ◆ Organise exchange visits to study specific issues 	■
		■
		■
		■
		■
		■
		■
Develop information communication mechanisms on key initiatives a view to co-ordinate activities that reinforce each other for a meaningful continental impact	<ul style="list-style-type: none"> ◆ Identify and map out formal tracks of communications ◆ Identify informal communication media and channels (e-mail conferences, thematic forums for interregional networking. ◆ Identify interpersonal communication channels (e-mail communications and conferences) for interregional networking. ◆ Identify and map tracks of co-operation ◆ Identify dependency, on other programmes in the network ◆ Identify dependency and conflict of interest among stakeholders 	■
		■
		■
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		■

Structure for Africa-wide networking

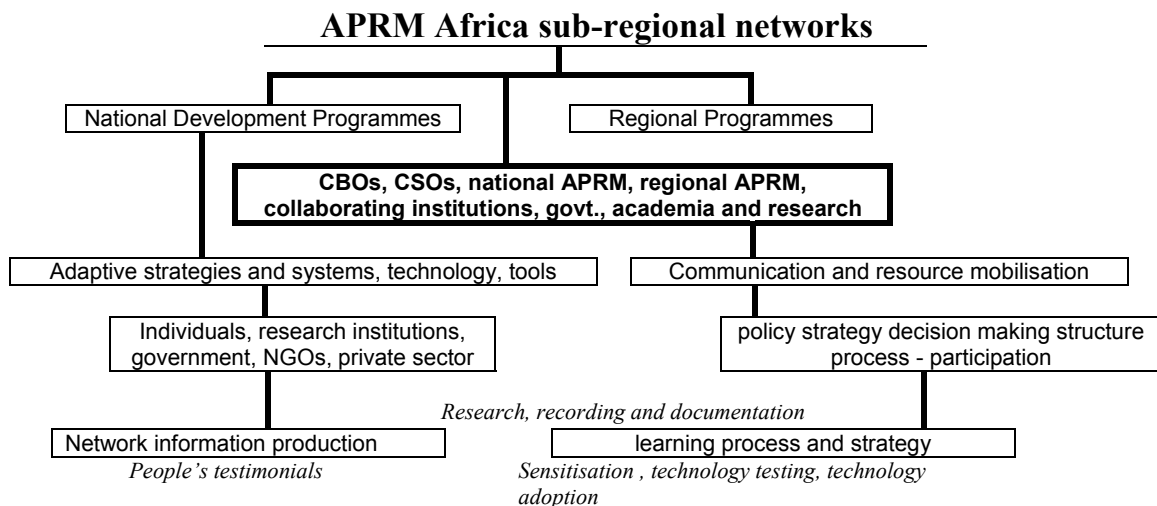
As a minimum goal, we in the African APRM network accept professional networking management as a specific but dynamic body of knowledge. We must see our networking structure within the context of relationships that are established both by the 'voluntary contracts' between APRM partners, participating institutions and more importantly the nodes and "reporting" chains within the network management. The APRM organisational structure of networking will invariably be developed without due regard to grassroots networking to perform the tasks defined by its strategy in the best possible manner. These include the relationships in the allocation of authority and responsibility, the reporting relationships, and the mechanisms for integrating the different components of the networking project.

Fig. 1: Structures for APRM Africa Organic Networking



Networking decision-making processes are represented by the motivational and attitudinal aspects of the network management setting. Networking has little or no means of "motivating" networking "staff" and volunteers to accomplish common goals from the point of financial and material incentives. But participatory goal setting, allocation of resources and implementation of network management are important components of organisational processes that need to be developed gradually within the life span of the APRM. The monitoring methods for evaluating performance need to be exhausted very well.

Fig. 2: Nodal linkages in APRM networking



We must continue to underline that the single most effective tool for effective networking is professionalism. In asserting to an enabling Pan African nexus for organisational process,

African APRM networkers and practitioners must commit themselves to clearly demonstrate professionalism; with a testament of commitment to excellence, prudence in their modes of communication, transparency in our operational relationships, accountability to all stakeholders and predictability of their actions. They need to demonstrate their commitment to empowerment, taking trouble to mention some of the areas in which our intended work would enhance such a process. Networks should endeavour to promote participation and as a system-wide input to networking management development, African APRM Networks and practitioners should actively support and mobilise all collaborative efforts possible for the establishment of acceptable standards of networking management systems in Africa's fledgling business sector and popular organisations such as in our respective constituencies.

VII. Monitoring of observance of the APRM Code of Practice:

While it is expected that inter-management communication and other informal channels will play a role in highlighting cases of persistent failure to observe the above codes, APRM is will establish its own monitoring mechanisms as appropriate including the establishment of an Ethics Endowment Committee. A channel specifically advised for monitoring observance of the Code is the Annual Report and Conference on the Code. Published regularly, the report could highlight as many proven cases as possible of disregard of the Code by APRM participants during any year. It will also be useful to promote observance of the Code by making periodic evaluations of how they are contributing to the goal of development, and by highlighting the groups, that have been observing them.

Finally, the purpose of the Code is to enable APRM to help nations in the challenge of building a strong and sustainable foundation for development. Needless to say, the most crucial and effective factor in making the Code serve its intended objective will be the positive commitment of all APRM to its functioning. To that end, professionals and practitioners are invited to work for, and defend the principles of the Code. That effort will ultimately be in their interest. Tools and mechanisms for the peer review mechanisms indices, means, and sources of verification include those categories, which focus predominantly on governance as it relates to economic development. The following table summarizes the modules for the governance peer review mechanism, indicators and means and sources of verification. These are by no means exhaustive and more can be developed for other areas of the peer review mechanism.

GOVERNANCE INDICATORS FOR PEER REVIEW		
Protection of rights	<ul style="list-style-type: none"> • Fundamental rights enshrined in a constitution • Legislation protecting such rights been passed and is it enforced • The legal profession actively promote its independence • There are regulations or legislation protecting the independence of the judiciary • The career structure for members of the judiciary is based on merit, • The concept of security extends to civil security for all citizens • Is there a professional, politically neutral police force with a training and career structure • There are recorded or known instances of widespread abuse or harassment of citizens by police • There are means of redress for citizens who suffer such abuse or harassment • Information about rights generally available in an easy to understand fashion • advice centres or other civic institutions staffed by paralegals • Are there instances in which contracts have been enforced in the courts • Contracts are generally understood to be legally binding 	Means / sources of verification

<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Legal control of corruption</p>	<ul style="list-style-type: none"> • Is there a general budgetary process, which takes place over a specific time frame • Are budgets for all sectors made publicly available in a timely manner • Is there a system of recording public expenditures in all sectors • Are public expenditures recorded and such records publicly available • Government expenditures audited at all administrative levels • Are government expenditures for each sector audited • Is there an independent auditor general's office, or anything, which approximates to this • Are there laws against bribery and rent seeking • Is there a system of checks and balances to ensure that regulations are adequately enforced • Are there recorded or known instances of corruption and rent seeking at senior levels • Are all levels of expenditure entered into such accounts • There are recorded instances of central bank revenues not being entered into official accounts • A central, comprehensive budget, which includes all governmental expenditure • Government budgets and expenditure reports publicly available • Government expenditure reports disaggregated sector/region • Military and security budgets made public, are consistent with budget estimates 	<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Means and sources of verification</p>
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Civil service</p>	<ul style="list-style-type: none"> • A civil service with minimum entry requirements exists • A clear system of promotion based on merit, with checks and balances • Specific functions clearly described, and chains of command clearly delineated • Regulations prohibiting acceptance of bribes or kickbacks • Such regulations enforced or are they widely circumvented • Instances of officials being guilty of law breaking but not being prosecuted • Salary paid to civil servants similar to that which they could earn in other sectors • Alternative employment opportunities for civil servants • Benefits and access to government structures that the civil service affords significant attractions • Civil service the preferred profession for whatever reason • A system of political appointment at all levels of the civil service, • Most senior positions held by career civil servants, or are they political appointments • Are provincial and local authorities able to collect revenue and program if for their own use • Do local authorities develop their own budgets • Can local authorities develop their own budgetary priorities and program funds accordingly • Are local government budgets, revenues and expenditures made public and subject to audit 	<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Means and sources of verification</p>
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Legislative oversight</p>	<ul style="list-style-type: none"> • Are members of the legislature elected through open ballot • Does the legislature understand its role, or does it either generally acquiesce to governmental demands or consistently try to oppose the government • Executive branch implements decisions without legislative approval of broad policy measures • Members of the legislature have sufficient access to information and technical resources to enable them to make informed decisions • Legislature responsible for drafting legislation • Laws apply to the military and the security forces the same as to other citizens or they subject to special military law • There instances of the military or security forces being held accountable for their actions • Legislature approve military and security actions, or do only the military, or the military and the executive branch decide such actions 	<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Means/sources of verification</p>
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Civic organisations</p>	<ul style="list-style-type: none"> • NGO sector well developed, with organisations serving a variety of sectors of the population • These organisations function as political pressure groups or which lobby for specific interests • Labour unions and professional associations exist and promote the rights of their members • Independent institutions such as policy or political and economic think tanks exist • Opposition parties have clearly articulated political platforms • NGOs receive subsidies from the government • Most NGOs have independent boards of directors, and operate according to a constitution • Legislation permitting NGOs to earn revenue, contributions, or receive donations exist • Most NGOs are self- financing and are allowed legally allowed to exist • Government encourages the formation of NGOs and seek their opinion on key issues • NGOs act as intermediaries between government and their members • Means for the public to voice concern or express opinion to policy makers • Opinion polls or attitude surveys undertaken • Are there means by which communities can express their development priorities 	<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Means and sources of verification</p>

AFRICAN PEER REVIEW MECHANISM A THINK PIECE AND A CODE OF ETHICAL PRACTICE AND NETWORKING

CONCLUSION

The complexities of political transition and the assumptions that are made based on perceived necessities or demand of societies and states are well beyond the scope of this paper. However, it would be necessary to deal briefly in trying to identify capacity building targets, the modalities, and sources of political transitions that are necessary to build the African Peer Review Mechanism. Two aspects need to be considered.⁷ As indicated in the introduction, changes are initiated at three levels: State led PEER REVIEW MECHANISM; civil society initiated and led PEER REVIEW MECHANISM and Combinations of state led and society led PEER REVIEW MECHANISMS.

1. Three main strategic and processual issues are considered in the development of such peer review mechanisms. The first is the presence of objective conditions for such a peer review agenda in political terms in the socio-economic structures African polities. The second is contingent political dynamics – peer review is installed as a result of the conscious reform initiatives of individual leaders, elite factions, and social movements and thirdly peer review depends upon the emergence of supportive set of rules and political institutions. Institutions are recurrent and valued patterns of political behaviour that give shape and regularity to politics.
2. In designing a monitoring system, indicators, means, and sources of verification for social, political, and economic governance of the APRM, an objective understanding whether transition to good governance occurs at all, how it occurs, and the extent or outcome of the process is important. It should focus on political rules and political culture.⁸ In this regard, it is also important to understand the role of organised groups in civil society, the public sector, the press and media, external bilateral, multilateral agencies in supporting or constraining institutional development conducive to greater participation and enhancing accountability, openness and adherence to the rule of law.
3. We note today the convergence and merging of three agendas: the security agenda, the economic agenda, and the development agenda. This indeed makes the monitoring process more complex. The security agenda has put democracy and participatory politics at the forefront of international diplomacy and conflict prevention and management. The economic agenda, after a first wave of structural adjustment programmes aimed at downsizing and "shrinking the State, and promoting market economies, is rehabilitating the role of the State in its core regulatory functions. The development agenda is linking sustainable human development (economic development) and participatory development (political development). This

⁷ Global Coalition for Africa / Africa Leadership Forum- (1993) the classification of the 'Trajectories of Political Transition' has been taken from ALF/GCA. "Research Design and Methodology" Paper prepared by Bratton, van de Walle.

⁸ The relevant rules are those that promote democracy (political competition and political participation) and governance (administrative accountability, transparency, and predictability). The required regulatory and administrative procedures to facilitate pluralistic expression and mobilisation, especially by institutions of civil society and non-governmental organisations must exist. The need for, and nature of, electoral codes, and constitutional reform and legislative requirements include provisions and legislation to improve the quality of governance and reduce opportunities for corruption. In addition cultural and traditional dynamics, and the development of a political culture which takes cultural and traditional factors into account; and the origin and nature of the process of change and attitudes of political leadership, and consequent implications for the negotiation, design and management of the transition process;

convergence of agendas reflects an emerging consensus on the mutually reinforcing role of democracy and development, re-emphasising the importance of the political context of development. However, the definition of good governance is imprecise partly because different users use them in different contexts and partly the concept is still evolving. It could also be argued that the inflation in the definitions of good governance reflects the different constituencies of the institution using it and is sometimes the expression of opposing foreign policy agenda. The question is then how could the state be accountable consistently in varying contexts, but do so without resorting to a self-defeating, overly scripted and stage-managed political "play"? How could current governance transitions combine immediately programmed intentionality with a more open process-based purposefulness?

4. In presenting conceptual analysis to help answer this involved question, one needs to start by distinguishing between governance and democracy. Thus, in the absence of a widely open political space in which opposition parties of various ideological permutations are allowed to exist legally and to compete freely and peacefully for state power, free democratic elections cannot be held. Nor can formal constitution writing and satisfying efforts led by incumbent regimes and their intellectual supporters attain broad and deep legitimacy as democratic activities. Governing elite backed by foreign governments and international agencies may lead political transitions in their countries by deploying particular strategies and organisational mechanisms. Yet, they often identify their particular democratisation goals, policies, and programmes with entire transition processes. One often finds also strategy undifferentiated from process in studies of democratisation in Africa.
5. On the other hand, it is easy to advocate democracy as a desirable form of government for Africans. Nor is it difficult to make normative judgements about how African ruling strata should behave if democracy is to grow in the continent. But it is not so easy to conceptualise democracy as a working process which is balanced against strategy, to determine what makes for real, as opposed to vacuously formal, democratic process. This is particularly the case where ruling strata tend to view the relations of their particular political agendas with their broader governing roles and responsibilities as relatively simple and direct, unproblematically reducing the latter to the former.
6. As a way of contributing to the overcoming or lessening of these difficulties, we may theorise democratic transition as the dynamic interaction of strategy and process. It is possible to see state - civil society interaction as the playing out of objective and critical standards, rules, and concepts of political conduct in the activities of all participants: those of public officials who make and administer the rules as well as those of ordinary citizens whom will have to abide by the law. The issue here is not simply one of "application" of rules to particular activities; it is rather the production or articulation of process elements and forms within and through the strategic (and non-strategic) activities of various participants. Highlighting the mutually constitutive and regulative articulation of strategy and process, we shift the centre of analysis away from the two as separate formations that enter only as external relations with each other.