Abstract

This paper points out that issues of governance are not new in Africa and that the application of governance principles was often disturbed by wars as well as socio-political or economic crises affecting some countries on the continent. It also gives an account of governance and good governance concepts originating from resolutions and engagements from several conferences and international conventions. Moreover, this paper underlines efforts made by African countries in implementing principles of good governance while at the same time facing the challenges of development which they experience with acuity since the 1990s.

This paper also shows that, in a world where problems are interdependent and multifaceted, the search for solutions requires a new type of governance based on participation both at international and national levels. In this perspective, Africa is on a path of reinventing government, following the orientations of the African Union, with the priority challenges of its individual countries and the Millennium Development Goals. This new kind of governance falls under the dynamics of the New Partnership for Africa’s Development, and integrates engagements of conventions and international agreements in a spirit of partnership and international cooperation. It also benefits from significant support brought by the international community with regard to trade, debt reduction and mobilization of resources for the benefit of African countries.

Participatory governance also embraces good governance principles on the one hand, and is implemented through user friendly harmonized, effective and efficient management tools and mechanisms on the other. The latter, and more specifically those responsive to the populations needs in harmony with the environment, will allow governments to better channel development actions in order to obtain a positive and sustainable impact and address the challenges faced by African countries.

Keywords: Governance, Challenges, Re-inventing governance
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Acronyms and Abbreviations

ADB: African Development Bank
AEC: African Economic Community
AFROSAL: African Organization of Supreme Audit Institutions
AGF: Africa Governance Forum
AGI: Africa Governance Inventory
AGOA: African Growth and Opportunity Act
APRM: African Peer Review Mechanism
AMU: Arab Maghreb Union
AU: African Union
BEAC: Banque des Etats de l’Afrique Centrale/ Central Africa States Bank
BPOA: Brussels Programme of Action
BOAD: Banque Ouest Africaine de Développement/West Africa Development Bank
CAFRAD: African Training and Research Centre in Administration for Development
CDB: Convention on Biological Diversity
CEMAC: Economic and Monetary Community of Central Africa
CMA: Common Monetary Area
EAC: East African Community
ECCAS: Economic Community of Central African States
ECOWAS: Economic Community of West African States
ESAMI: Eastern and Southern Africa Management Institute
ICT: Information and Communication Technology
IFF: International Finance Facility
IGAD: Intergovernmental Authority on Development
ILO: International Labour Organization
IOM: International Organization for Migration
IPD: Pan African Development Institute
INTOSAI: International Organization of Supreme Audit Institutions
LDCs: Least Developed Countries
MAP: Millennium Africa Plan
MDGs: Millennium Development Goals
NAI: New African Initiative
NEPAD: New Partnership for Africa’s Development
NGOs: Non Governmental Organizations
OAU: Organization of African Unity
OHADA: Organization for Harmonisation of Business Law in Africa
PTA: Preferential Trade Area
SACU: Southern African Customs Union
SADC: Southern African Development Community
TICAD: Tokyo International Conference on Africa Development
UNCED: United Nations Conference on Environment and Development
UNCTAD: United Nations Conference for Trade and Development
UNDP: United Nations Development Programme
UNDESA: United Nations Department of Economic and Social Affairs
UNECA: United Nations for Economic Commission in Africa
UNFCCC: United Nations Framework Convention on Climate Change
USA: United States of America
WAEMU: West African Economic and Monetary Union
WSSD: World Summit on Sustainable Development
I. Introduction

Governance, as a management concept, has progressively become a major concern for the success of any development initiative. In Africa, governance has been debated since the 1960s following the independence of some African countries. Recently the concept of governance has been captured from different perspectives by political leaders, institutions, and national and international communities. Already, it represents a key item in the major international agendas. Many publications are issued on governance and several initiatives are taken both in the international arena and at national level.

It must be pointed out that governance is linked to country specific contexts but it also evolves within the framework of international commitments, visions of development and continental plans of actions such as the Millennium Development Goals, the Poverty Reduction Strategy, the Heavily Indebted Poor Countries Initiative, the New Partnership for Africa’s Development, the Brussels Programme of Action, and many other initiatives currently underway in Africa. In addition, intense negotiations have taken place with the G8 countries and with various international organizations. These negotiations have a profound impact on the welfare of the African people. In this perspective, governments and their development partners have executed governance programmes, projects and other specific initiatives at national level, guided by appropriate policies that need to be in line with the development vision adopted by each African country.

This paper intends to analyse the various conceptions and principles on good governance, now widely accepted, in conjunction with the governance initiatives undertaken by African countries in the past 20 years. Based on the information available through the Africa Governance Inventory Web Portal, this paper gives an overview of governance in Africa, bearing in mind the context of the current governance debate and the progress made by African countries for sustainable development, wealth creation and poverty reduction.

The purpose of this paper is therefore to contribute to a better understanding of governance in so far as it is deeply rooted into action. Because of its linkage with development action, good governance requires the integration of tools, currently available in Africa, into management systems. This will assist governments and their development partners to better manage governance initiatives in a more participatory and transparent manner.

This paper might be of great interest to public sector managers, development actors, scholars, individuals and organizations involved in governance and development actions in Africa. Its content is structured around three chapters:

The first chapter examines governance in Africa within the context of the debate and the recommendations made by international conferences. In this part, some major governance issues are underlined together with management mechanisms and tools required for improving governance in Africa.

The second chapter outlines the governance challenges and the initiatives taken by the African countries towards sustainable development, security, dignity and peaceful coexistence of people. An analysis of these initiatives is provided with the aim to identify the main development concentration areas, and the areas that, despite their importance in achieving good governance in each country, have lower resources.
The third chapter describes the general perspectives of governance in Africa underlining the need for African countries to reinvent their governments in order to overcome the challenges they face. It also focuses on the governance trends in Africa based on the accomplishments made by countries and the need to establish an enabling environment for poverty reduction, business growth and sustainable development.

Finally, this paper draws conclusions on the need for mainstreaming mechanisms and tools to manage governance initiatives and monitor their results. To be effective, these mechanisms ought to be implemented by each government in partnership with all national and international development stakeholders. It also stresses the crucial importance of consolidating good governance in conformity with the national socio-cultural and economic context and in line with commitments made at international level.

II. Governance debate towards action for development in the African context

Africa, as a continent emerging from the transatlantic slave trade and the colonialism legacy, has been facing governance challenges since the early years of the independence of its countries. African leaders started working for the development vision of Africa since the end of the 1950s and the beginning of the 1960s. They convened to work as a unique and common group to overcome the crucial challenges facing Africa and their fragile states. Some of them met on the conference of Bandoeng on April 1955 where the non-aligned movement was born.

In order to strengthen the African continent and to make it less vulnerable to outside influence, President Kwame Nkrumah of Ghana strongly believed that the continent should be united. He then launched in the late 1950s a movement, which stressed the immediate unity of the African continent. His opinions produced a division among African countries in two clusters: the Casablanca group\(^1\) in favour of immediate African Unity, and the Monrovia Group\(^2\) which believed in a much more gradual approach to the question of African Unity. The governance debate in Africa was set along these two perspectives. The Monrovia Group having had the upper hand in the debate, on May 1963 the African leaders created the Organisation of African Unity (OAU).

A. From the Organisation of African Unity to the African Union

The debate, which started with the founding fathers of the OAU like Nkrumah and the leaders of Casablanca and Monrovia groups, aimed at generating free movement of people across the continent as Africans, enabling the exchange of culture as well as a free settlement for socio-economic purposes. The ultimate goal was wealth creation throughout the continent while

\(^1\) The Casablanca group, consisting of Egypt, Algeria, and Morocco, which joined the Ghana-Guinea-Mali Union, was in favour of immediate African Unity.

\(^2\) The Monrovia Group, comprising twenty-four country-members, including Nigeria, Liberia, Senegal, Ivory Coast, Cameroon, Togo - otherwise known as the “Conservatives” – and many other more moderate countries, believed in a much more gradual approach to the question of African Unity.
maintaining the creativity and the traditional knowledge of African people in respect to human freedom and rights and in harmony with nature.

In the 1980s African leaders made an agreement on the Lagos Plan of Action. They reaffirmed the prominence of sub-regional economic groupings, including the need of larger markets as well as some investment conducive to regional integration for the sustainable development of African countries in the context of industrialisation. Some regional institutions were restructured, and new ones were created.

Furthermore, the OAU initiatives paved the way for the birth of the African Union (AU). In July 1999, the Assembly of African Heads of states decided to convene an extraordinary session to expedite the process of economic and political integration in the continent. On 9 September 1999 the “Sirte declaration” was adopted by the fourth extraordinary session of the OAU held in Sirte, Libya. The constitutive Act of the AU was done at Lomé, Togo, on 11 July 2000; and a decision declaring the establishment of the AU, based on the unanimous will of Member States was adopted by the 5th Extraordinary session of the OAU and the African Economic Community (OAU/AEC) Summit held in Sirte, Libya on March 2001. This constitutive Act entered into force on the 26 May 2001. The African continent entered then a new era when the AU was formally inaugurated in Durban, South Africa on 9 July 2002.

The AU is based on the common vision of a united and strong Africa and on the need to build a partnership between governments and all segments of civil society, in particular women, youth and the private sector, in order to strengthen solidarity and cohesion amongst the peoples of Africa. As a continental organization it focuses on the promotion of peace, security and stability on the continent as a prerequisite for the implementation of the development and integration agenda of the Union.

The AU is pursuing the following objectives:

- To achieve greater unity and solidarity between the African countries and the peoples of Africa;
- To defend the sovereignty, territorial integrity and independence of its Member States;

3 West Africa was served by the Economic Community of West African States (ECOWAS) which pre-dated the Lagos Plan. The countries of East and Southern Africa established in 1981 a Preferential Trade Area (PTA), which was replaced in 1993 by the Common Market for Eastern and Southern Africa (COMESA). For Central Africa the treaty of the Economic Community of Central African States (ECCAS) was approved in 1983 but remains to be fully ratified. Together with the Arab Maghreb Union (AMU) in North Africa, these arrangements were expected to lead to an all-African common market by the year 2025. Other organizations include the West African Economic and Monetary Union (WAEMU), established within the ambit of ECOWAS and the Economic and Monetary Union of Central Africa (CEMAC) within the proposed ECCAS region. The geographic area of COMESA includes the Southern African Customs Union (SACU) with its associated monetary union (the Common Monetary Area, CMA), the Southern African Development Community (SADC) and the East African Community (EAC). Some countries in this region are also joined with countries in the Horn of Africa in the Intergovernmental Authority on Development (IGAD).

In addition, specialized regional institutions are becoming more active in the field of training, finance, management and public administration, for instance the African Training and Research Centre in Administration for Development (CAFRAD), the Eastern and Southern Africa Management Institute (ESAMI), the Pan-African Development Institute (IPD), the African Development Bank (ADB), the BOAD (Banque Ouest Africaine de Développement / West Africa Development Bank ), and the BEAC (Central Africa States Bank / Banque des Etats de l’Afrique Centrale).
• To accelerate the political and socio-economic integration of the continent;
• To promote and defend African common positions on issues of interest to the continent and its peoples;
• To encourage international cooperation, taking due account of the Charter of the United Nations and the Universal Declaration of Human Rights;
• To promote peace, security, and stability on the continent;
• To promote democratic principles and institutions, popular participation and good governance;
• To promote and protect human and peoples' rights in accordance with the African Charter on Human and Peoples' Rights and other relevant human rights instruments;
• To establish the necessary conditions which enable the continent to play its rightful role in the global economy and in international negotiations;
• To promote sustainable development at the economic, social and cultural levels as well as the integration of African economies;
• To promote cooperation in all fields of human activity to raise the living standards of African peoples;
• To coordinate and harmonize the policies between the existing and future Regional Economic Communities for the gradual attainment of the objectives of the Union;
• To advance the development of the continent by promoting research in all fields, in particular in science and technology;
• To work with relevant international partners in the eradication of preventable diseases and the promotion of good health on the continent.

In the framework of the AU policies, the new regionalism is aimed at addressing the following issues which have been partly responsible for the poor record of the past:

• Overlapping memberships of competing groups should be resolved to allow a clear political commitment to particular country groupings.
• Members of a common market ought to be at peace to ensure its effective functioning. Wars and conflicts in a number of African regions, which have devastated transport networks, communications and other basic infrastructure, need to be peacefully resolved.
• Ways must be found to involve the private sector in the integration process. It should not be expected that all private sector groups will support regional integration. In some countries, farmers may fear low-cost competition from elsewhere in the region and may take quite a protectionist stance. The participation of consumer groups and other NGOs should be encouraged as these groups can also gain from taking advantage of a greater intra-regional trade.
• Because of disparities in economic weight between members of some groupings, new policy instruments to deal with fears of economic polarization must be found, for example, multi-speed arrangements (allowing weaker members more time to liberalize), compensation schemes, regional investment banks, or structural solidarity funds such as the Food Security Financial Instrument.
• Dispute settlement mechanisms need to be strengthened and ways to ensure policy credibility must be put in place. Investors need to have confidence that integration measures will not be reversed and that barriers to regional markets will not be re-instituted overnight.
B. NEPAD

African governments have adopted several strategies to mitigate the deepening economic problems and restart economic growth over the past two decades. It has also progressively become evident that this endeavour requires solid political and administrative institutions that promote the values of good governance. A major example of this emerging consensus in support of good governance is the New Partnership for Africa’s Development (NEPAD).

NEPAD is the combination of different plans touted by different African heads of state. The Millennium Africa Plan (MAP) was spearheaded by the Presidents Thabo Mbeki of South Africa, Bouteflika of Algeria, Obasanjo of Nigeria and Mubarak of Egypt. It was combined in 2001 with the Plan Omega from the President Abdoulaye Wade of Senegal. The merged and renamed New African Initiative (NAI) was then presented in July 2001 to the summit of the OAU in Lusaka, Zambia. After the African Heads of States debate, the NAI was renamed the New Partnership for Africa's Development, or NEPAD.

NEPAD was endorsed as the continent's premier development strategy at a July 2002 summit meeting of African heads of state held in Durban, South Africa. It was also endorsed by the UN General Assembly in November 2002, as the main framework for international partnership with Africa comprising major strategic and interconnected directions including governance - integrating democracy with fair elections, transparency, human rights - as well as peace and security.

NEPAD is a comprehensive integrated development plan conceived by African leaders addressing key social, economic priorities to be tackled in order to place Africa on a path of sustainable growth and to halt the marginalization of the continent in the globalization process. The goals of NEPAD are in line with those contained in the United Nations Millennium Declaration. Good public governance has a central role to play for successfully reaching the socio-economic objectives of NEPAD. This is highlighted in the NEPAD Declaration on Democracy, Political, Economic and Corporate Governance.

To provide a practical and focused content to the NEPAD commitment of strengthening the political and administrative framework of African countries, a continental programme on governance and public administration was adopted during the fourth Pan African Conference of Ministers of Public Service, held in May 2003 in South Africa under the auspices of NEPAD. The Programme, intends to promote knowledge exchange and “local solutions for governance and public administration challenges” through four focused intervention areas and six functional focus areas:

The focused intervention areas are as follows: i) institutional capacity development; ii) knowledge and policy learning; iii) data collection and exchange; iv) innovation and partnership support.

The functional focus areas are the following: i) e-government, knowledge management; ii) ethics and anti-corruption; iii) developing human potential within the public sector; iv) budgeting, financial management and accountability; v) public participation citizen/government relations; vi) service delivery innovation/re-engineering.

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4 Other strategic areas include: i) education; ii) health; iii) ICT and infrastructure, iv) agriculture and food security, v) partnerships and trade vi) leadership and capacity building; vii) energy; viii) environment and ix) good governance; and x) infrastructure.
C. Millennium Development Goals

Within this context, the United Nations in the 2000 Millennium Declaration, pledged support for Africa’s efforts to achieve poverty eradication, lasting peace, sustainable development and integration in the global economy. The declaration, representing one of the strongest statements by UN Member States in support of democratic and participatory governance, states that: “success in meeting the objectives of development and poverty eradication depends, inter alia, on good governance within each country. It also depends on good governance at the international level and on transparency in the financial, monetary and trading systems”.

The Millennium Declaration was adopted in September 2000 by 189 world leaders who committed to "free all men, women and children from the abject and dehumanizing conditions of extreme poverty" by the year 2015. This process started in 1995, when the heads of State and Government of the world, gathered in Copenhagen at the World Summit for Social Development amidst the series of international conferences through which the United Nations renewed its global social agenda in the post-cold war era made a solemn commitment to eradicate world poverty.

For that purpose, eight Millennium Development Goals (MDGs) have been drawn coping with a variety of challenges such as the promotion of education, maternity health care, gender equality, poverty reduction policies, child mortality, AIDS and other fatal diseases. Further to this millennium declaration, the Millennium Project was set on 2005. The latter is a three-year initiative conceived by the United Nations to analyze policy options and develop a plan of implementation for achieving the MDGs.

It is widely accepted that the challenges deriving for the attainment of the MDGs are not only depending on resource limitations, but are mainly linked to the weak institutional structures and inadequate capacities of the key actors, primarily the Government. In this regard, the core governance areas needing to be strengthened in Africa are: i) strategic planning, central guidance and coordination among governance institutions; ii) conflict-management institutions; iii) local government; iv) rule of law through the legislative process, the judiciary and an empowered civil

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5 The eight goals, set for the year 2015 with reference to the international situation prevalent in 1990, are the following:  
   i) Eradicate extreme hunger and poverty, by reducing by half the proportion of people suffering from hunger and/or of those living on less than one dollar a day;  
   ii) Achieve universal primary education, by ensuring that all boys and girls complete a full course of primary schooling;  
   iii) Promote gender equality and empower women, by eliminating gender disparity at all levels of education;  
   iv) Reduce child mortality rate among children under five by two thirds;  
   v) Improve maternal health, by reducing the maternal mortality ratio by three quarters;  
   vi) Combat HIV/AIDS, malaria and other diseases;  
   vii) Ensure environmental sustainability, by integrating sustainable development into country policies;  
   viii) Develop a global partnership for development.
society; v) leadership skills for envisioning, strategizing and guiding Africa’s development within
the global arena”

D. Governance mechanisms tools and strategic orientations in Africa,

In recent years, the governance debate has progressed tracing major footprints and producing key
milestones. The Summit Meeting held in La Baule-France in 1991, where the Heads of states and
the leaders of African countries gathered with the president of France, was a turning point and a
peculiar event in governance processes in Africa because democracy and multipartite systems
were adopted as an example of good governance and as a condition for any relation with the
international community. Henceforth, some concrete strategic orientations were consequently set
and African countries agreed on mechanisms and tools, as examined in this paragraph in a
chronological order, which are likely to govern the resolution of complex matters with great
impact on the future of the whole continent.

1. The Africa Governance Forum (AGF)

The increasing convergence on the central role of governance was nurtured by the countries’
debate as part of the Africa Governance Forum (AGF) consultative process. The AGF was
initiated by the United Nations Development Programme (UNDP) and the United Nations
Economic Commission for Africa (UNECA) in Addis Ababa, Ethiopia, in 1997. Its objective was
to assist African governments supporting democratic and participatory governance. Through the
years, the AGF has been raising awareness, promoting debate on a wide range of governance
priorities, encouraging the exchange of African governments and other national stakeholders’
experiences in governance. In this perspective and responding to the need for a comprehensive
database on governance programmes in Africa expressed by participants at the First AGF in
1997, the Africa Governance Inventory (AGI) was developed in 1999 by the Department of
Economic and Social Affairs of the United Nations (UNDESA) and UNDP.

2. The Africa Governance Inventory (AGI)

The Africa Governance Inventory (AGI), created in 1999, is a flexible management tool used by
African governments to enhance and monitor governance policies and activities, improve
programming, coordination, monitoring, evaluation and mobilization of resources in governance
and promoting regional partnerships. Since 2003 following the recommendations of AGI focal
points, UNDESA has made the AGI available on the Internet (hence the title AGI Portal available
at http://www.unpan.org/agiportal) to facilitate information-sharing on governance in Africa
through the World Wide Web.

The AGI Portal provides a reliable and cost-effective tool for governance focal points in
beneficiary countries to manage their country homepages, to maintain their governance databases
and to provide password-protected access to development partners. It facilitates a dynamic
interchange which has the advantage of being managed by African governments willing to share
information on governance initiatives and efforts to solve governance problems. The AGI focal

6 The first annual AGF, held in Addis Ababa in 1997, covered a broad governance agenda. Subsequently,
the AGF II was held in Ghana on “Accountability and Transparency (1998)”, the AGF III in Mali on
“Good Governance and Conflict Management for Durable Peace and Sustainable Development (1999)”, the
AGF IV in Uganda on “Parliamentary Processes in Strengthening Good Governance in Africa (2000)” and
the AGF V Mozambique on “Local Governance and Poverty Reduction (2002)”.

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points from the different participating countries of Africa agree, under the technical support of UNDESA, on the concept of governance as a holistic management system integrating the initiatives of ten interdependent development areas represented in the diagram 1 below. The AGI is increasingly becoming a useful governance tool for the promotion of transparency, ownership, partnership and result-based management.

Diagram 1: Main governance areas

The above classification derives from the analysis of different perceptions of governance conducted by UNDESA after a review of national governance programmes presented at the first Africa Governance Forum in 1997.

3. The African Peer Review Mechanism (APRM)

To promote adherence to and the fulfillment of the codes and standards contained in the Declaration, the APRM was established at the inaugural Summit of the African Union (AU) in Durban, South Africa in July 2002. The primary purpose of the APRM 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 practices, including identifying deficiencies and assessing the needs of capacity-building.”

The APRM country self assessment is centered on four areas:
- Democracy and Good Political Governance (nine objectives)
- Economic Governance and Management (five objectives)
- Corporate Governance (five objectives) and
- Socio-economic Development (six objectives).

It is important to note that this assessment cannot be based on a static analysis of governance in a selected number of countries in the continent at a given point in time. This will in fact provide an incomplete picture that does not show the efforts made by those countries towards achieving greater governance standards. On the contrary, the analysis should focus on a dynamic process towards good governance taking place in each country. It should also monitor progress made in relation to set governance priorities and the alignment of governance key players’ interventions on set priorities.

The APRM objectives of monitoring countries compliance with agreed standards and identifying areas of need in this process will therefore require a reliable, integrated and accountable governance related information system.
4. The Brussels Programme of Action

The Brussels Programme of Action (BPOA) for the Least Developed Countries (LDCs), adopted in May 2001 and spanning for the decade 2001-2010, differs from earlier programmes in terms of its objectives, orientations, scope and follow-up arrangements. The basic objective of BPOA is to achieve, in respect of LDCs, substantial progress in meeting the MDGs of halving poverty by 2015 and promoting sustainable development. Poverty eradication, gender equality, employment, governance, capacity building, special problems of land-locked and small island developing countries, as well as special problems faced by LDCs affected by conflict, have been singled out in the BPOA as cross-cutting priority issues. The BPOA is structured in seven commitments where the LDCs and their partners of the international community agree to join their efforts to fulfill them. These commitments are targeting: (a) people centered policies; (b) good governance at national and international levels; (c) capacity building; (d) trade; (e) globalization; (f) protection of Environment; (g) Financial resources mobilization.

Soon after the adoption of the BPOA, the United Nations decided to establish a follow-up mechanism for the review and coordination of the implementation of the Brussels Declaration and Plan. The international community took into account the concerns of the LDCs through major global conferences such as the Doha WTO Ministerial Conference (November 2001), Monterrey International Conference on Financing for Development (March 2002), the mid-term review of the tenth United Nations Conference on Trade and Development (UNCTAD X) in Bangkok (April/May 2002), the G8 Summit in Kananaskis (June 2002), and adoption of NEPAD by the AU. The World Summit on Sustainable Development (WSSD) in Johannesburg (August/September 2002) in its Declaration addressed the need to pay special attention to the development of the least developed countries and the small island developing States. The BPOA’s closer links with the outcome of these meetings would reinforce the opportunity for bringing tangible progress in the least developed countries. This new environment provides a real cause for positive expectation with regard to the development prospects in the least developed countries.

5. Guiding Tools

Several African countries have contributed in the creation and adoption of management tools strengthening their governance systems. Some of the main guiding tools which have been developed at regional and continental levels areas include:

(a) Charter for the Public Service in Africa
The objectives of this charter adopted by the Pan African Conference of Public Service Ministers in 2001 are threefold:

- Defining a framework to guide the public services in Africa in taking legislative, regulatory, technical and practical measures required to create enabling conditions for the proper functioning of the public service and improving the quality of its services;
- Stating and defining the principles and rules of conduct for the public service and State employees, who shall foster a neutral and stable environment conducive to the strengthening of ethical values and the image of the public service, as well as the professionalism of its employees;
- Expressing the will of African States and underscoring their political and moral commitment to streamline the services provided to citizen and ensuring the correct use of resources allocated for such services.
(b) AFROSAI (African Organisation of Supreme Audit Institutions)
This organization has been functioning since the year 2000 within the framework of INTOSAI (the International Organization of Supreme Audit Institutions) for institutional management control and transparency.

(c) Guiding Manuals and Policies for fighting against corruption and formulation of code of Ethics
The lack of accountability, unethical behaviour and corrupt practices have become so pervasive, and even institutionalized norms of behaviour in Africa, to the extent that one may conveniently speak of a crisis of ethics in African public services.

Repeated attempts have been made over the years to combat corrupt practices and unethical violations. A common feature of these efforts is the enactment of codes and establishment of institutional mechanisms to enforce ethical behavior. A comprehensive agenda to promote ethics and accountability in contemporary African public services ought to comprise:

- Fostering and promoting enabling conditions of service to enhance professional and ethical standards.
- Advancing and affirming sound policies on recruitment, training and public personnel management.
- Encouraging public service associations to play a catalytic role in institutionalizing professional values and defending occupational interest.
- Promoting a psychology of service in political and public life.
- Creating, strengthening and upholding the integrity and effectiveness of public institutions of accountability.
- Cutting down on excessive centralization and bureaucratization.
- Enacting, improving and effectively enforcing legal instruments, codes of conduct and regulations promoting ethics and accountability.
- Establishing coalitions of business associations and civil society to expose and fight corruption.
- Mass education campaigns on the extent and cost of corruption and unethical behaviour.
- The systematic and impartial prosecution of violators.
- Fostering popular participation to ensure the responsiveness, accountability and transparency of governance.

Measures to enhance ethics and accountability often feature prominently as part of the agenda of civil service reform in developing and developed countries. In recent years, the debate and efforts to curb ethical violations and enforce accountability have been intensified in Africa. In many African countries some commissions, decrees, judicial provisions and didactic manuals have been established to fight against corruption for more transparency an ethical behaviour.

For this reason, a crucial safeguard of high standards of public ethics and accountability in Africa has to fall on the ability of the citizens and people's organizations and associations to hold public officials and politicians accountable for their acts and also to ensure that public institutions fulfill their functions properly and responsibly.

(d) OHADA Treaty (Treaty on Harmonisation of Business law in Africa)
The objective of the present Treaty is the harmonization of business laws in the contracting States by the elaboration and adoption of simple modern and common rules adapted to their economies, by setting up appropriate judicial procedures, and by encouraging arbitration for the settlement of contractual disputes. It was signed by fourteen heads of states and governments of the following
countries: Benin, Burkina Faso, Cameroon, Central African Republic, The Comoros, Congo, Ivory Coast, Gabon, Equatorial Guinea, Mali, Niger, Senegal, Chad, and Togo. By so doing the signatories wanted to express their determination to accomplish new progress on the road to African unity and to establish a feeling of trust among themselves in a view to create a new centre of development in Africa.

6. Governance strategic orientations through International commitments

The provisions of the international conventions once adopted and ratified become part and parcel of any governance system that each participating country has to apply. It is then relevant to be aware of the governance orientations materialized by the common commitments and resolutions from international conventions and protocols of agreement.

Some of the most ratified conventions include the International Labour Organization’s (ILO) Forced Labour Convention no.29, 1930; the Supplementary Convention on the Abolition of Slavery, the Slave Trade and of Institutions and Practices Similar to Slavery, 1956; the UN Convention on the Rights of the Child, 1989 (Article 35); and the OAU’s African Charter on the Rights and Welfare of the Child (Articles 24 and 29).

The above and several other regional and international conventions focus on human rights with a special mention on the rights of child, of women, disabled persons, of migrant workers, refugees and they underscore the equal working opportunities for each human being respective to human dignity, the sustainable use of natural resources, and the protection of the physical environment.

Other major conventions include the International Covenant on Civil and Political rights (1966), the African Charter on Human and Peoples Rights (1990), Cairo Declaration on the Establishment, the Mechanism for Conflict Prevention, Management and Resolution (1993), the Declaration on Framework for an OAU Response to Unconstitutional Changes of Governments (2000) and the Durban Declaration on Principles Governing Democratic Elections in Africa (2002).

The major international conventions and agreements adopted in the area of environment with commitments to be taken into governance systems of African countries, relate to:

- the Montreal Protocol - Protocol for the Protection of the Ozone Layer (1990), which entails protection measures for the earth's ozone layer;
- the Ramsar Convention on Wetlands of International Importance, especially as Waterfowl Habitat (1975), which aims at stemming the loss of all wetlands as well as promoting their wise use;
- the United Nations Convention to Combat Desertification in Countries Experiencing Serious Droughts and/or Desertification, Particularly in Africa (1995);
- the United Nations Framework Convention on Climate Change (UNFCCC), signed by 154 governments in Rio de Janeiro during the United Nations Conference on Environment and Development (UNCED) in June 1992, addresses the threat of global climate change by urging governments to reduce the sources of greenhouse gases. The ultimate objective of the convention is to stabilize greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous interference with the climate system of the world. Further to this convention the Kyoto Protocol was adopted in 1997 sharing the Convention’s objective, principles and institutions, but significantly strengthening the Convention by committing Annex I Parties to individual, legally-binding targets to limit or reduce their greenhouse gas emissions. Only Parties to the Convention that have also
become Parties to the Protocol (i.e. by ratifying, accepting, approving, or acceding to it) are bound by the Protocol’s commitments;

- the Convention on Biological Diversity (CBD), urges to effect international cooperation in the conservation of biological diversity and to promote the sustainable use of living natural resources worldwide. It also aims to bring about the sharing of the benefits arising from the utilization of natural resources. This convention is dedicated to promoting sustainable development and it recognizes that biological diversity is about more than plants, animals and micro organisms and their ecosystems – it is about people and our need for food security, medicines, fresh air and water, shelter, and a clean and healthy environment in which to live;
- the Basel Convention on the Control of Trans boundary Movement of Hazardous Wastes and their Disposal (1994) which underscores the reduction of the production of hazardous waste and the restriction of trans boundary movement and disposal of such waste. It also aims to ensure that any trans-boundary movement and disposal of hazardous waste, when allowed, is strictly controlled and is undertaken in an environmentally sound and responsible way.

The other major international conventions addressing the management of cultural and financial resources as well as resource mobilization are:

- the World Heritage Convention, adopted by UNESCO in 1972 relates to cooperation among nations for the protection of the World Cultural and Natural Heritage which are of such outstanding universal value that their conservation is of concern to all people;
- the United Nations Convention against Corruption aiming at promoting and strengthening the development of mechanisms and policies that would prevent, detect and punish corruption.
- the African Union Convention on Preventing and Combating Corruption, adopted on 11 July 2003 by African Union heads of State, which focuses on enhancement of cooperation among governments and also on standardization of the way each individual country will handle with corruption in its national legislation;
- the Monterrey Conference (18-22 March 2002) where by the text, Heads of States and governments resolve to address the challenges of financing for development around the world, particularly in developing countries. Their goal is to eradicate poverty, achieve sustained economic growth and promote sustainable development, as they advance to a fully inclusive and equitable global economic system. In the Consensus, the Heads of States and governments gathered in Monterrey agreed to mobilize financial resources and achieve the national and international development goals, including those contained in the Millennium Declaration to reduce poverty and improve social conditions.

III. Challenges facing countries and governance responses

This chapter will examine the various challenges facing the African continent towards adopting more stable participatory and sustainable governance systems. The first challenge to be examined is that represented itself by the definition of good governance. Other challenges derive from the implementation of good governance principles.

Some efforts undertaken towards a common understanding on governance principles will also be examined as well as the need for a rigorous analysis of the responses to governance challenges.
The latter includes some considerations on the governance initiatives implemented in Africa based on the information recorded by 28 African countries through the AGI Portal.

A. Governance concept challenge

The concept of governance presents by itself a definitional challenge. Firstly, the term is broad and subject to varying interpretations and there is not up till now a common definition applied to governance terminology in Africa although there is commonality in the applications of key terms through regional and continental development plans of action, programmes, management systems and mechanisms. There is also a proliferation of governance approaches which are reflected in different titles highlighting specific principles such as engaged, inclusive or shared governance focusing on the participation principle, and democratic governance focusing on legitimacy and voice, direction and leadership, accountability, human rights and fairness. Governance is also labeled as urban, local, national, international, economic, institutional and corporate.

Because the debate on governance has over time intensified, some challenges are now constantly openly debated and the ways to address them are shared regularly through statements, conferences, political events, international workshops, and even through institutional surveys. This has produced a growing degree of convergence about the understanding of governance even though the term “good governance” still remains to some extent controversial for some African countries. Recent UNDP, UNECA, UNDESA and World Bank reports have clearly indicated that without good governance sustainable development is not possible.

1. Governance as viewed by institutions

For UNDP Governance makes reference to “the exercise of political, economic and administrative authority to manage nation’s affairs (in the best interests of the people) and the complex mechanisms, processes, relationships and institutions through which citizens and groups articulate their interests, exercise their rights and obligations and mediate their differences”.

In addition, UNDP through the Oslo Governance Centre, issued in 2003 a publication entitled “Sources for democratic governance indicators” containing the results of a desktop research showing that a plethora of governance indicators exist and that have been developed and used by various organisations, agencies, by the civil society and the private sector. This publication outlines how each development actor tackles the governance concept in concrete terms. Through this compendium of governance indicators sources, there is a need for harmonization.

The World Bank refers to governance as “the traditions and institutions by which authority in a country is exercised for the common good. This includes (i) the process by which those in authority are selected, monitored and replaced, (ii) the capacity of the government to effectively manage its resources and implement sound policies, and (iii) the respect of citizens and the state for the institutions that govern economic and social interactions among them”.

In political science literature, governance is approached as the fundamental rules that regulate the relationships between rulers and the ruled. These fundamental rules refer to the constitutional rules as “ground-norms”. This definition could be referred as to democratic governance. However, it must be underlined that equating good governance to democratization might be
misleading. The role of key institutions is crucial in terms of whether they perform their functions in an efficient and effective manner and adopt policies that respond to the needs of the population.

There is also another view of governance as form of multi-organisational action rather than exclusively state actions or public and governmental institutions action. In this context forms should be found in which public and private actors do not act separately but in conjunction, together, and in combination to achieve main development goals. This could be called inclusive governance or partnership approach governance. In addition because the ways (processes, mechanisms, systems, etc.) of which the different public and private actors interact affect the ultimate outcomes, governance can be judged as good or bad.

A common understanding of good governance has been consolidated during several consultative workshops held in South Africa, Uganda, Rwanda, Tanzania and Liberia, by the DPADM of UNDESA. Governance appears then as “a multifaceted compound situation of institutions, systems, structures, processes, procedures, practices, relationships, and leadership behaviour in the exercise of social, political, economic, and managerial/administrative authority in the running of public or private affairs. Good governance is the exercise of this authority with the participation, interest, and livelihood of the governed as the driving force”xxvi.

2. Governance as viewed by African leaders

African policy-makers and leaders also became more familiar with the governance concept as a result of the debate within the OAU, and the recent AU and the commitments made through the international gatherings. They started recognizing more and more that sound governance is critical for economic growth and the welfare of their fellow citizens. This represents a good progress in the direction of greater convergence on good governance issues. These samples of leaders’ quotations below stand as an illustration of this commitment and the importance of aspects of good governance such as democracy, transparency, electoral systems, human rights, peace, security and stability:

Box 2
“….Some factors that are important for development are peace, security and stability. Accordingly, the leadership of the African continent saw the importance of breaking the vicious cycle of wars, conflict and instability which contributes to a very large degree, to the deep levels of poverty and underdevelopment...”
(Thabo Mbeki, President of South Africa, Johannesburg, 2004 )

Box 3
“…. Tout est prioritaire en Afrique, mais il y a des super priorités auxquelles il faut trouver des solutions. Pour le NEPAD, il y en avait 8, maintenant elles sont 10. C’est d’abord la bonne gouvernance, ici la bonne gouvernance de la chose publique c’est à dire la démocratie, l’Etat, la transparence, les élections, les droits de l’homme, etc… et la bonne gouvernance privée.. …»
(Abdoulaye Wade, President of Senegal, Dakar, 2002 )

Box 4
The vision 2020 “…provides our road map for development. In it, we sketch seven key objectives, namely: · Good political and economic governance; Rural economic transformation; Development of services and manufacturing; Human resource development; Development and promotion of the private sector; Regional and international economic integration, and Poverty reduction.
On all these fronts, we are making real progress. In particular, we have made significant gains in good political and economic governance, despite the challenges and constraints of our recent history…” (Paul Kagame, President of Rwanda)

Box 5
“… We all have a stake in Enterprise Nigeria and each of us stands a better chance in getting optimum dividends if, instead of asking "What's in it for me", we ask "what's in it for Nigeria", to determine our choice of action when our sense of duty and service is called upon. Among other things, this is the only way to ensure replenishment of that proverbial national cake, which we all love so much to partake of.

This is the ultimate solution for combating such negative social tendencies as corruptibility, ethnicity, lack of patriotism, lawlessness, inefficiency, diminished sense of justice, and lack of dignity and mutual respect for fellow citizens….”
(President Olusegun Obasanjo, Eagle Square, Abuja May 29, 2003)

Box 6
“Il n’y a pas de miracle et je n’ai pas la prétention de pouvoir faire des miracles. Le seul miracle reste le travail, le travail du peuple algérien tout entier. Il fera l’Algérie d’aujourd’hui et de demain. Il créera le développement. Il créera le bonheur. J’appelle tout le peuple à renouer avec les valeurs du travail. J’appelle tout le peuple à partir en guerre contre le laisser-aller, le gaspillage, la mauvaise gestion.” (Abdelaziz Bouteflika, President of Algeria)

B. Towards a solution to the governance definition challenge

After having glanced at the governance challenges, a need arises to reconcile the various views of governance as well as the definitions related to it. In this light, the various accomplishments resulting from the debate on governance over the years and through different platforms enable now to draw what is shared and accepted by many leaders and institutions in the world and especially in Africa as a common ground concerning governance concepts.

It becomes then clear that governance implies some key and constant parameters such as: i) the principles and values to be referred to; ii) the vision and development goals related to it; iii) the modalities of achieving these goals; iv) the socio-economic or natural environment in which governance initiatives are accomplished; v) the leadership over human and other public resources for a sound functioning of institutions either public or private; vi) the effective and efficient service delivery system; vii) the participation or the engagement of people.

1. Common approach for a governance definition

Despite the difficulties of aligning every African country to a single definition of governance, a common understanding related to governance content is widely noticed. The content to be considered in every definition beyond the semantics could be approached as:

A practical way of managing adopted and applied by a leadership that involves people in steering their development with the authority and the powers at its disposal for achieving specific goals through institutions, human and other public resources following a set of principles and values within an environmental context.

At country level governance therefore becomes an art to create a synergy among the various stakeholders and development partners of a State while making all their initiatives and actions be converging towards the same development goals or for the implementation of agreed priorities. Whatever the definition, governance will be built from leadership within a specific environment
to provide services and goods to people and to the other development partners including the civil society. Special mention will always be made to the capacities of human resources and institutions as far as service delivery is concerned.

2. Convergence for good governance

Governance can be evaluated and its parameters be measured. As a result of an evaluation, governance can be appreciated as good or bad based on the specific agreed indicators utilized. Whatever the type of evaluation, this requires a simple answer to the following questions: to what extent are people involved or participating in the act of governance? Are people feeling good with the accomplishments of the leadership at the end? Are people happy with the initiatives taken in the past and with the current ones? Are the available resources and means properly used for the good of all? Are the people more secure and the business growing up?

Not only is good governance seen as a result of an evaluation process, but also and more often is a pro-active leadership system referring to the efficiency and openness, and to the implementation of universal values and principles which guarantee a sound functioning of the institutions thanks to competent human resources delivering the best quality of services while being responsive to the people needs.

3. Common referential for good governance principles and vision

Through many conferences and international conventions some values and principles have been raised and set as universal reference for good governance to be incorporated in the leadership system of countries. These good governance principles are generally grouped in five clusters as follows:

(a) Principles related to legitimacy and voice. A set of principles have been identified as concurring to the legitimacy of a State where every man and woman has a voice in decision making; and where Freedom, Peace and security are ensured for all. In this field the principles are the following:
   (i) Stability of institutions; (ii) separation of powers; (iii) Transfer and delegation of powers; (iv) Participation of people in decision making; (v) Freedom of expression, of association and of mass media; (vi) Respect for diversity

(b) Principles related to direction and leadership. There is need for any governance to get a clear direction well grounded in the historical, political, and socio-economic context, from which policies emerge for concrete initiatives whatever the development area of the country. The exercise of authority is therefore enlightened by the following principles:
   (i) Existence of a committed leadership; (ii) Strategic vision; (iii) Oversight and supervision

(c) Principles related to performance and ethics. The principles of this field focus on the quality of services provided by civil servants. The question is whether each institution performs at its best and effectively and whether the service delivered is responsive to the people’s needs and is free from corruption. The specific principles of this field are:
   (i) Responsiveness; (ii) Effectiveness and efficiency; (iii) Ethics

(d) Principles related to accountability and auditing. This cluster of principles refers to the obligation for any decision-maker, leader, manager or official, either in the government, the public administration, the private sector, or in the civil society to be accountable to the public, as well as to institutional stakeholders. It requires a free flow of information through effective and efficient technologies of information and communication. In this field the principles are as follows:
   (i) Sound auditing; (ii) Accountability; (iii) Transparency
(e) Principles related to fairness and human rights. This cluster of principles underscores that good governance cannot exist without a sound judicial system where each individual is equally treated. By the same token every man and woman deserves respect and dignity; and should have the same opportunities to improve or maintain his/her wellbeing. The specific principles in this field are the following:
   (i) Equity; ii) Rule of law; (iii) Human rights

(f) Principles related to knowledge and training. The sharing of knowledge is a foremost element of good governance in every country. The promotion of best and appropriate innovations including right transfer of technology is required for good governance. The acquisition by the country citizens of skills as well as some community based knowledge suitable for the development is essential for the good governance. The specific principles in this regard are:
   i) Knowledge creation; ii) Training and capacity building; iii) Creation and innovation; iv) Platforms for sharing information and exchange of experiences.

The fact that each African country focuses on some governance areas taking into account its own priorities, in response to the challenges it is facing, explains why the concept of governance may differ from a country to another. This also creates a seemingly diverse governance terminology. However, the conclusion that can be drawn from the above section is that an agreement on what is involved in governance is easier than one on the concept of governance.

C. Challenges to governance in Africa

Despite an increasing convergence towards governance principles, African countries still face inconsistencies between governance concepts and implementation of good governance strategies. A daunting task is that of having the State and public sector institutions working inclusively in a holistic manner with the private sector institutions, the civil society, the citizens, the funding agencies and the others development partners to address priority issues following the same guiding principles. All actors need to improve the convergence of their actions which need to complement each other and align with agreed priorities and aim at achieving development goals focused on the public interest and the common good of all citizens.

Perception surveys, analyses and desk studies recently conducted in Africa by various institutions, including UNDESAxvii, UNECAxviii and the World Bank, point out several areas of challenge confronting the continent. For purposes of the discussion in this paper, these challenges are grouped according to the ten AGI classification areas which are in alphabetical order and not an in order of priority)⁹:

- **Civil society empowerment**: as African countries seek to embrace participation of the people in their governance, there is a need to emphasize the role played by civil society organizations. There is a tendency to believe that governance will be better when the State is strengthened. The reality is that without a strong and vibrant civil society to demand accountability from public sector leadership, governance will always remain slippery. Therefore, it is crucial to strengthen mechanisms allowing a greater freedom and involvement of civil society in development by increasing its participation in the socio-political life and strengthening its role of voicing grassroots needs. An increased

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⁹ Section E will examine the rationale of this ten-area classification adopted by the AGI.
participation requires however an increased level of credibility, accountability and efficiency of civil society organizations.

- **Communication, press and media**: the role of media is crucial in terms of allowing citizens to be exposed to opinions reflecting different political views and to act as a watchdog of public sector leaders. However, great challenges remain in fostering media freedom of expression combined with professionalism, credibility, capacity and accountability. There is also the difficult issue of independence of media from public control and funding. In general private media ownership remains limited.

- **Decentralization**: the policy of devolution of power and authority to sub-national governments is viewed as a way of re-establishing the African State and “rebuilding its legitimacy from bottom up”\(^{xxvi}\). This process, increasingly implemented in Africa, is however hindered by several constraints including the lack of capacity of local administrations, the level of participation in local electoral and political processes and, overcoming societal fragmentation, ensuring a representation and voicing of population needs towards legitimate local governance. Other constraining elements are the level of accountability of local government institutions and the need for improving the quality of service delivered eliminating inefficiencies and “clientelism”.

- **Democracy and Electoral system**: several reforms have been adopted by African governments in the direction of abolishing one-party rule and allowing multi-party competition as well as conducting presidential and legislative elections\(^{xxv}\). Shortfalls however still remain with regards increasing the independence of electoral commissions and the liberalization of registration procedures. Several constraints still exist in terms of giving full freedom to opposition parties to compete on the same grounds as the established parties. The culture of political party needs also to be nurtured, establishing internal democracy values alongside the need for accountability to constituencies. In addition, party funding mechanisms need also to be enhanced to ensure greater transparency and democratic processes.

- **Leadership building**: it is clear that principles and actions geared to good governance cannot be generated under poor leadership. Great challenges are faced in terms of building adequate capacities for policy development, visionary leadership, financial and information resource management, improved public service delivery and managing complexities in rapidly changing environments. These capacities are required for leaders to be able to build consensus on strategies aimed at achieving NEPAD and the millennium development goals.

- **Parliamentary systems**: Parliaments can play a central oversight role on government action, attack corruption and promote good governance. However to effectively perform this role, parliaments need to be more independent from the executive and increase their operational effectiveness by also strengthening human and institutional capacity. Parliamentary efficiency needs to be strengthened through the rationalization of internal organization and procedures (parliamentary structures and commissions, investigative capacity, financial independence, etc.). Training opportunities for members of parliament need to be provided and minimum literacy standards need to be set. In addition there is a strong need for providing additional institutional resources in support of parliamentary activities, including the availability of adequate documentation centers.
• **Peace and stability**: various conflicts and natural crises have paralyzed for years the development of democratic systems and good governance policies in some African countries. In addition, wars, civil strife and proliferation of light weapons impede the efforts made by many African countries to establish sustainable development. Some countries are still suffering from current conflicts others are recovering following the end of the conflicts they faced. Hence, addressing the challenges posed by conflicts to governance still remains a challenge in many parts of Africa. This includes the strengthening of national capacities for preventing governance crises, conflict and natural emergencies as well as for undertaking peace-building actions and addressing the inter-relationship between social integration and peace-building. In addition to national security issues, capacity needs to be strengthened on managing cross-border population movements and addressing drug and small arms trafficking, transnational movements of mercenaries, epidemics, human trafficking and transnational crime.

• **Public administration**: this area includes the challenges to the reform process initiated by African countries as emerged in several other categories examined under this section. Among the latter we underscore the enhancement of public service capacity, the provision of adequate incentives to public servants for retaining high qualified and motivated staff, increasing performance and accountability as well as reducing corruption. Capable and effective institutions need not be undermined by right-sizing efforts. The use of ICT in government needs to be further encouraged, and service delivery improved. Another challenge is that of promoting the contribution offered by traditional forms of governance.

• **Rule of law and human rights**: increasing the centrality of constitutional rules as “ground-norms and ensuring their respect by leaders and citizens alike is the central pillar of the rule of law. The lack of this respect often poses a great challenge to stability. The independence, integrity and performance of the judiciary, needs also improvements which can also reduce structural constraints including inadequate funding and remuneration, modernizing facilities, increasing professional personnel and training, etc. The impact of laws and enforcement mechanisms needs also to be strengthened. Another key element is improving the protection of people’s rights including those of vulnerable and minority groups.

• **Socio-economic management**: this category includes challenges to the economic and social policy-making processes that are inclusive and aimed at improving the welfare of populations, support economic stabilization and reduce socio-economic marginalization. There is a need for promotion and retention of private savings and investment as well as for creating an enabling environment to private enterprise. This requires eliminating business uncertainties, protecting property rights, improving access to investment capital and banking services, as well as administrative and legal procedures affecting the participation of the private sector and procedures for enforcing contracts. One of the greatest socio-economic management challenges is that of addressing the devastating effects of the HIV/AIDS pandemic by decreasing population morbidity. With regard the management of external resources, challenges are posed by enhancing aid coordination and effectiveness and reducing conditionality affecting governance.

**D. Responses to governance challenges in Africa**

In recent years, increased stability in the African continent has contributed to a shift in the focus of development strategies that take into account good and effective governance as a condition for
fostering economic and social development. In this context, the interdependence among governance, peace, security, stability and economic and social development started attracting great attention. As we have already seen, at international level some conventions and agreement protocols have been signed. Some regional development plans have been developed in addition to the MDGs and NEPAD such as the BPOA.

At national level, governments of most of African countries have initiated national governance programmes to tackle their peculiar governance challenges. These interventions are generally aimed at reviewing management systems, processes, and mechanisms focusing on strengthening institutions, including leadership and human resources capacity building as well as the sound functioning of the State and the improvement of service delivery. On the order hand, they intend promoting the respect and implementation of resolutions emanating from international conventions.

Many initiatives have been taken for instance in the areas of conflict management and prevention, of reducing corruption and increasing transparency, of economic growth and poverty reduction, of addressing debt burden and public aid for development, and in the area of HIV-AIDS.

In this regard the former Secretary General of the Organization of African Unity, Amara Essy, summarized so eloquently in 2002 in Johannesburg, the main initiatives the African countries have recently taken, as follows:

- The 2000 Solemn Declaration on the Conference on Security, Stability, Development and Cooperation: establishes the fundamental principles for the promotion of Democracy and Good Governance in the Continent.
- Responses to other challenges: Africa has initiated collective action through the OAU in the protection of environment, in fighting international terrorism, in combating the scourge of the HIV/AIDS pandemic, malaria and tuberculosis or dealing with humanitarian issues such as refugees and displaced persons, landmines, small and light weapons among others.

To face the existing challenges, particularly the LDCs, need to pursue domestic efforts for reform and reorganization by improving efficiency, transparency and accountability, and facilitating the emergence of governance structures and business-friendly environments. It is also agreed that the international community must fulfill its commitments to establish an enabling environment - not only through increased and better quality development assistance, but also through increased investment, debt relief and free and fair trade.
E. Need for a diagnostic analysis of responses to governance challenges

In-depth studies are needed to thoroughly sort out all the progress the African countries are making. However, our conviction is that the reliability and usefulness of these studies, as additional input towards good governance, requires a high commitment on the part of African governments and their international development partners, the private sector, and civil society. The engagement of local communities at national level is highly desired as well.

In this perspective a major step has been made by African countries with the APRM within NEPAD and the reporting to the AU. This self-assessment mechanism in the area of governance, not only reinforces the willingness of African countries to commit themselves, but it provides a framework for a renewed relevance of the AGI, also initiated by African countries to compile and evaluate governance initiatives with development partners. The reason being the instrumental role played by the AGI towards a greater common ownership and vision concerning priority areas and strategies to be adopted by African countries to effectively respond to the governance challenges the continent is facing.

The status of governance should be determined at two levels: i) through the initiatives taken by countries and ii) through the concrete effectiveness and tangible impact of these initiatives as well as of the overall governance systems, measured through verifiable indicators.

In this view, starting in 2003, UNDESA has been encouraging countries participating in the APRM to collect and insert data on governance in the AGI Portal with the aim of contributing to the APRM process through:

- the availability of quantitative and qualitative data (lessons learned from project implementation) on governance initiatives implemented by the government, development partners, the private sector and civil society as well as success rating reports;
- the creation of a platform for enhancing exchanges of experiences and best practices and the identification of needs for capacity building activities in specific sub-sectors of governance;
- the provision of statistical data to assist governments efforts to promote donor coordination and monitor alignment of donor funded initiatives vis-à-vis priorities identified by African governments at national, sub-regional and regional levels.

In addition, throughout the years, the AGI project has established solid communication channels with government focal points within the African continent\(^\text{10}\). The contribution the latter may bring to the APRM is of crucial importance.

The APRM and the AGI are now two continental complementary instruments where the African countries adhere at a voluntary basis, and could assess the status in governance within their respective countries. There is even the possibility for them to share information and learn from their various governance experiences.

Because the APRM is at its early stage (only Ghana and Rwanda have currently completed the process), this paper will not include the APRM findings. The focus of our analysis will be instead

\(^{10}\) The current list of AGI focal points is available at [www.unpan.org/agiportal](http://www.unpan.org/agiportal), under the section “AGI Central- reports menu”, “Focal points’ report”.
on governance initiatives currently recorded in the AGI Portal as a mirror of ongoing
government, civil society, private sector as well as bilateral and multilateral development
partners’ efforts towards adopting a holistic approach for the welfare of populations. Given that
these initiatives are compiled at national level and inputted online under the supervision of AGI
focal points, we will consider these as country responses to address the governance challenges
each country has been facing since the 1990s.

Using an automatic calculation function applied to each initiative recorded in each participating
country, the AGI Web Portal produces aggregate governance data by classification areas, by
geographical area, by funding source, etc. It is however important to underline that, due to the
participatory nature of this online tool, results of the analysis on the AGI data vary each moment
in which a national user inserts new initiatives or update existing information in the Portal.

1. Overall analysis of AGI recorded governance initiatives in Africa

The AGI Portal currently contains information on over 2,400 governance initiatives\textsuperscript{11} implemented since the year 1990 in 30 African countries. However, our analysis will only include
information availed by 28 countries that, at the time when the paper was written, had the most
complete information in the AGI Portal\textsuperscript{12}. The sum of the budgets of individual initiatives
recorded in the AGI Portal in this period of time exceeds US$12.5 billion. These resources,
availed by multilateral and bilateral agencies, African governments, NGOs as well as the private
sector, have targeted several areas of governance producing quantitative outputs that beneficiary
countries have also recorded in the AGI Portal.

Bearing in mind the issue of data constantly changing as part of an online system such as the
AGI, we wish to start our analysis by examining the resources availed to governance initiatives
by different funding sources since the 1990s. These sources are grouped into five clusters:

- Beneficiary governments (African governments)
- Bilateral agencies
- Multilateral agencies
- Non governmental organizations (NGOs)
- Private sector

Because the AGI Portal allows users to insert initiatives that are in a pipeline status with
undetermined funding source or where budgetary support is provided by different funding sources
to a beneficiary Government, we have added a sixth cluster identified as “not determined funding
source”.

Diagram 2 below shows the percentage of resources contributed by each funding source\textsuperscript{13}. In
particular, more than half of the total governance budget (i.e. 53.6 per cent), appears to have been

\textsuperscript{11} This refers to the initiatives that are not “disabled” (see the next note).
\textsuperscript{12} Two countries had Initiatives with incomplete information, which are labelled as “disabled”. This means
that despite the fact of being recorded in the AGI Portal, they do not appear in its aggregate data reports
which were utilized in our analysis. The analysis in this paper therefore could not include the above
initiatives. It must be therefore underlined that the aggregate results presented in this paper may change
once information gaps are addressed and previously disabled initiatives are integrated in the AGI reports.
\textsuperscript{13} This graph does not include the resources availed for governance initiatives implemented in Congo-
Brazzaville. The reason being that these data were not provided online at the moment of compilation of this
analysis and could not figure on the AGI reports.
provided by multilateral agencies, little less than a third (i.e. 30.8 per cent) by bilateral agencies. The third source of funding comes from non determined sources\textsuperscript{14} (8.5 per cent). Beneficiary governments in Africa are the fourth source of funding to governance (5 per cent) followed by NGOs (1.9 per cent) and by the private sector (0.2 per cent). These figures however do not show the percentage of funding provided by multilateral sources in the form of debts to be repaid by beneficiary governments. Therefore, the percentage of repayable loans would need to be added to the resources that African governments avail to governance programmes in order to obtain a complete picture of the resources they have availed during the years\textsuperscript{15}.

\textbf{Diagram 2: Total governance budget by funding source (percentage)}

\begin{figure}[h]
\centering
\includegraphics[width=\textwidth]{diagram2.png}
\caption{Total governance budget by funding source (percentage)}
\end{figure}

\textsuperscript{14} This large percentage of undetermined funding sources is a question of concern that has been raised by UNDESA with focal points of the concerned participating countries. This shows some constraints in the availability of financial information encountered in some countries as well as the need for a higher sensitization of all development partners to disclose and validate information recorded in the AGI. The role of UNDESA cannot be that of adding missing information, since this would contradict the spirit of ownership of the AGI by beneficiary governments. Its role is therefore limited to stimulating openness and completeness of information and encouraging countries to organise data validation seminars.

\textsuperscript{15} Aware of this issue, UNDESA introduced in 2003 a differentiation between grants and loans as type of funding in the online AGI forms. Separate information on grants and loans has therefore been recorded by AGI users only after this date and it is now available on the AGI Portal. However, the task of applying this differentiation to preexisting AGI information has been assigned to focal points in participating countries. Several difficulties have been encountered at national level to obtain information for initiatives implemented in the past. Therefore we have not included in this paper information on the percentage of multilateral funding allocated as loans.
The low percentage of resources provided by NGOs and the private sector may also show some limitations in the collection of AGI data. Officials collecting data at national level may in fact find difficulties in coming across to exhaustive lists of agencies contributing to governance in each country. On the contrary, they may find it easier to visit the local UN or African Development Bank offices. Even if detailed information on governance actors is available at country level, it may be difficult for these officials or consultants, who usually conduct the AGI data collection within a tight timeframe, to contact NGOs or private companies that are located in remote areas of their country. This limitation highlights the crucial need for the participation by all governance players in the AGI both at national and local, community levels. It also underscores the important role the AGI focal points have in stimulating high participation in the AGI and in the organization of data validation workshops to ensure the quality of information recorded in the system.

Table 1: Contributions made by funding sources to governance classification areas

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<tr>
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<td><strong>100.00%</strong></td>
<td><strong>100.00%</strong></td>
<td><strong>100.00%</strong></td>
<td><strong>100.00%</strong></td>
<td><strong>100%</strong></td>
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With regard to the contribution made by funding sources to the ten classification areas adopted by the AGI, shown in Table 1, multilateral agencies\textsuperscript{16} and the private sector\textsuperscript{17} appear to have primarily targeted “socio-economic management”. On the contrary, African governments\textsuperscript{18} and bilateral agencies\textsuperscript{19} have mainly targeted “public administration”, while NGOs have mostly targeted “decentralization”\textsuperscript{20}.

It is, however, important to point out that the ten-area classification adopted by the AGI creates an artificial separation within governance domains. For instance it differentiates between “public administration” and “decentralization”, concepts that are intertwined in the reality but are separated into two classification areas in order to produce aggregate data on interventions having more emphasis respectively either on the central or the local administration levels in government. We are aware of the fact that this is a sort of manipulation of the reality, where normally different elements of governance are coexisting within specific initiatives. However, in the past five years AGI participating countries have been utilizing this classification with the intent of recording specific components of governance strategies and, by following a common framework, harmonizing their perception of governance. The AGI classification was also endorsed by the focal points of twenty-two African countries in 2004\textsuperscript{21}.

2. Governance concentration areas

Overall (diagram 3), “socioeconomic management” seems to have attracted more than a quarter of the financial resources allocated to governance initiatives implemented in the African continent since the 1990s (27.2 per cent of the total governance budget). Initiatives funded in this area focus on three main subcomponents: a) “public finances and taxation (10.7 per cent)”, b) “promotion of the private sector development (9.8 per cent)” - the high volume of resources recorded in this domain appears to be in contrast with the fact that this still remains a great area of challenge in the continent - and c) “economic and social policy-making processes (4 per cent)”. Other components (attracting in total 2.7 per cent of resources of this classification area) include “ODA management and coordination”, “environment” and other miscellaneous components.

\textsuperscript{16} Multilateral agencies appear to have provided the majority (85 per cent) of their resources for governance initiatives in three domains of governance: “socio-economic management (35.5 per cent)”, “public administration (19.5 per cent)”, “peace and stability (18.4 per cent)” and “decentralization (11.6 per cent)”.

\textsuperscript{17} The private sector appears to have provided the majority (80.7 per cent) of its resources in three domains of governance: “socio-economic management (31.7 per cent)”, “public administration (26.5 per cent)” and “decentralization (22.4 per cent)”.

\textsuperscript{18} African governments appear to have provided the majority (81.7 per cent) of their resources for governance initiatives in five domains of governance: “public administration (27.8 per cent)”, “decentralization (17.6 per cent)”, “socio-economic management (15per cent)”, “peace and stability (18.4 per cent)”, “rule of law and human rights (10.8 per cent)” and “parliamentary system (10.4 per cent)”.

\textsuperscript{19} Bilateral agencies have provided the majority (83per cent) of their resources for governance initiatives in five governance domains: “public administration (29.5 per cent)”, “decentralization (21.7per cent)”, “socio-economic management (12.7 per cent)”, “rule of law and human rights (10.1 per cent)” and “civil society empowerment (9.3 per cent)”.

\textsuperscript{20} NGOs appear to have concentrated 90.2 per cent of their resources in “decentralization (68.9 per cent)” and “rule of law and human rights (21.3 per cent)”.

\textsuperscript{21} Workshop on the African Governance Inventory in conjunction with the 25th Annual Roundtable Conference of the African Association for Public Administration and Management (AAPAM), Banjul, The Gambia, April 2004 (www.unpan.org/agiportal “news” section).
“Public administration” is the second highest area of concentration of resources (22.8 per cent), including: a) “support to Ministries and their regional administration (8.2 per cent), b) “formulation and coordination of public policies and strategies (4.5 per cent)”, c) “capacity building of civil servants (4.4 per cent)”, d) “administrative and civil service reforms (3 per cent)”, e) other miscellaneous components (0.9 per cent), f) “strengthening public participation and accountability (1.1 per cent)” and g) “information technology” (0.7 per cent). The low level of activity recorded on this latter area concurs with the remarks earlier made in this chapter on the persisting weaknesses concerning the use of ICT in Africa. This has a clear negative impact on the implementation of effective e-government strategies although efforts are made by several countries to overcome difficulties related to week Internet connections and poor resources available to purchase hardware and software. An example is provided by the very participation of African countries in the AGI.

The third area of resource concentration is that of “decentralization” (16.4 per cent), including a) “capacity building for decentralization (11 per cent)”, b) other miscellaneous components (2.5 per cent), c) “formulation of policy, legislation, regulation, etc. (1.4 per cent)”, d) “cooperation and coordination among local authorities (1 per cent)” and e) “dissemination of information and documentation (1 per cent)”. This shows that despite the intense level of activity recorded in support of efforts made by African states to devolve power and authority to local governments, these processes need greater efforts with regard to their results, particularly in respect of improved quality of services rendered to citizens and their participation in local decisional processes.

Diagram 3: Africa Budget Allocation for Classification Areas (percentage)

Source: AGI Web Portal
The fourth area is that of “peace and stability” (12.6 per cent). The majority of initiatives in this area concentrate on a) “demobilization and re-integration” initiatives (8.2 per cent) followed by b) “post-conflict peace-building (2.6 per cent)” and c) other miscellaneous components (1.8 per cent) including “capacity building for conflict prevention, resolution and management”, “commissions for national reconciliation” and “peace organizations”. The relatively low level of resources availed in strengthening governments capacity to prevent governance crises compared with those availed to remedy to post conflict/post crises emergencies, shows the weaknesses associated with past, and unfortunately sometimes present, interventions in this domain.

“Rule of law and human rights” is the fifth area (8.8 per cent). Within this classification area initiatives recorded focus on a) “capacity building and institutional support (2.3 per cent)”, b) “provision of support to the judicial process (1.7 per cent)”, c) “human rights protection for special groups (1.6 per cent), d) “equal status and human rights for women (0.9 per cent)”, e) “basic awareness of legal issues and human rights among citizens and civil society organizations (CSOs) (0.7 per cent)”, f) other miscellaneous components (0.7 per cent) and g) “reform of the legislation, including constitutional reforms (0.6 per cent)”, h) “support of human rights organizations (0.1 per cent)” and i) “human rights legislation (slightly above 0 per cent)”.

The sixth area is that of “civil society empowerment” (6.9 per cent), focusing mainly on a) “capacity building for civil society empowerment (4.5 per cent)” and b) other miscellaneous components (2.4 per cent) including “legislative environment for national and international civil society organizations”, “promotion of civil society awareness” and “coordination mechanisms of civil society organizations”. The relatively low level of activity in this domain points out to the existing challenges to what has been defined as engaged governance, i.e. the effective participation of citizens to the governance systems of their countries.

Initiatives targeting “parliamentary system”, “democracy and electoral system” and “leadership building”, individually examined below, seem to have each attracted only 1.5 per cent of the aggregate governance budget.

Initiatives targeting “parliamentary system” include: a) “capacity building of MPs and parliamentary administration”, b) “institutional strengthening of Parliament”, c) “networking with other Parliaments” and other miscellaneous components. The very low level of activity recorded in this domain sheds light on the daunting challenges still persisting with regard to strengthening the central oversight function exercised by parliaments on the government activity within the continent.

Initiatives recorded under “democracy and electoral system” include: a) “strengthening electoral processes”, b) “capacity building of national electoral commissions or boards”, c) “promotion of awareness”, d) “reform of the legislation on the formation and financing of political parties” and e) other miscellaneous components. This area needs to attract greater attention because elections are one of the pillars of democratic systems as they enable citizens, trough the process of electing their representatives, to also make choices with regard their countries and institutions leadership.

“Leadership building” initiatives recorded include: a) “leadership programs for disadvantaged groups”, b) “leadership programs for youth”, c) “training of CSO leaders”, d) “women's leadership programs” and e) other miscellaneous components. Arguably this is one of the most crucial areas of governance as leadership shapes the very implementation of good governance.
programmes. Not providing adequate attention to this domain may have a negative impact on the implementation of sound strategies intended to address challenges confronting African countries.

The area attracting the lowest amount of resources in the period 1990-2005 appears to be that of “communication, press and media (0.8 per cent)”, including a) “capacity building of communication entities”, b) “promotion and dissemination of free flows of information”, c) “media and education”, d) “review and reform of media legislation and regulations” and e) other miscellaneous components. The very low level of resources availed to initiatives in this domain fully concurs with the remarks earlier made with regard the challenges of voicing peoples opinion via an independent, professional, accountable and credible media.
Table 2: General findings from the analysis of the AGI initiatives

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AREA OF MAIN FOCUS:

1st priority
2nd priority
3rd priority
4th priority

Source: UNDESA

N.B: Data reflected in the above table are based on the aggregate results of initiatives recorded at country level in the AGI Portal at the moment the analysis was conducted. There are limitations in this analysis as mentioned in Section E.1 - Overall Analysis of AGI recorded governance initiatives in Africa. A more accurate analysis would refer to the achievements of the initiatives in each governance area but at this point in time this cannot be done for all AGI countries. Several of them still in fact need to record in the Portal the results achieved during the implementation of the initiatives recorded.
3. Priority governance areas at country level

We have also analyzed trends of concentration of funds in various governance domains by examining the level of priority assigned to each AGI classification area within each participating country. We have therefore identified four priority levels which reflect the four domains attracting the highest percentages of resources in each country (these priorities must reflect at least 80 per cent of the total national governance budget recorded in the AGI, set Table 2).

Through this analysis we have discovered that the results observed at aggregate level, summing up the governance budgets of 28 countries participating in the AGI, are different from those obtained by examining the budget allocated to governance initiatives in each of these countries. In fact, contrary to the highest concentration in the “socio-economic management” observed at aggregate level, “public administration” emerges as the area of highest priority for twenty-two out of twenty-eight countries. In particular eleven countries, Botswana, Ethiopia, Malawi, Mauritania, Mozambique, Namibia, Niger, Nigeria, Tanzania, Togo and Zambia, allocate resources to this area as a first priority; six countries, Benin, Burkina Faso, Somalia, South Africa, Swaziland and Zimbabwe, as a second priority, three countries, Ghana, Mauritius and Senegal, as a third priority and two countries, Kenya and Madagascar, as a fourth priority.

“Decentralization” appears to be an area of priority for seventeen countries: Ghana, Mali, Rwanda, Uganda (first priority), Cameroon, Madagascar, Mauritania, Mauritius, Mozambique, Tanzania, Togo (second priority), Benin, Burkina Faso, Malawi, Zambia (third priority), Botswana and Zimbabwe (fourth priority).

“Socio-economic management” appears to be an area of priority for sixteen countries: Benin, Burkina Faso, Cameroon, Madagascar, Zimbabwe (first priority), Rwanda, Senegal, Zambia (second priority), Botswana, Gabon, Kenya, Mauritania, Niger, Togo (third priority), Nigeria and South Africa (fourth priority).

“Rule of law and human rights” appears to be an area of priority for thirteen countries: Swaziland and South Africa (first priority), Ethiopia, Gabon, Kenya, Namibia, Nigeria and Uganda (second priority), Madagascar, Mozambique, Somalia and Tanzania (third priority) and Malawi (fourth priority).

“Civil society empowerment” appears to be an area of priority for ten countries: Mauritius and Senegal (first priority), Ghana and Malawi (second priority); Cameroon, Namibia, Nigeria, South Africa and Zimbabwe (third priority) and Swaziland (fourth priority).

4. Governance Areas with Limited Initiatives

The analysis of the domains of concentration of governance initiatives in the 28 AGI countries shows evidence of a contradiction between governance collective principles and the actual concentration of resources.

“Peace and Stability”, in fact, appears to be an area of priority for only four out of twenty-eight countries: Gabon, Somalia (first priority), Rwanda and Uganda (third priority).

Another key area is that of “leadership building” which results to be an area of priority for even a fewer number of countries: Botswana (second priority), Ethiopia and Mali (third priority). Again this fact seems unacceptable in the light of considerations such as:
The third area that has a low concentration of activity is “Democracy and electoral system”, which appears to be an area of priority for two out of twenty-eight countries: Mali (second priority) and Swaziland (third priority).

The domain of “parliamentary system” appears to be an area of (first) priority only for one country: Kenya. The same is for the domain of “communications, press and media”, which appears to be an area of (second) priority only for Niger.

The general recognition of a need for leadership with a strategic vision, for democratic governance, for giving voice to citizens, for parliaments that perform effective oversight functions, for maintaining peace and stability, is therefore in dichotomy with the lower level of activity recorded in the AGI Portal for the above domains as opposed to other governance concentration areas examined in the paragraph before.

5. Success ratings of governance Initiatives

The AGI Portal allows also for a qualitative assessment of the impact of completed governance initiatives. Government AGI focal points (or national consultants by them authorized) can normally carry out this assessment.

The assessment is based on a questionnaire, built in the AGI system, which is annexed to each initiative. The assessment criteria are the following: a) Relevance of output produced by a specific initiative to the country's needs; b) Factors affecting delivery of outputs; c) Partnerships established; d) Participation by beneficiaries; and e) Sustainability.

The evaluation form contains also specific sections for: a) Recommendations; b) Lessons learned; c) Additional comments; d) Impact on five cross-cutting themes as follows: i) gender; ii) HIV/AIDS; iii) poverty reduction; iv) information communication technology; v) Environment.

Each answer to the above criteria (yes, no, somewhat) has a score assigned to it. These scores, summed up, determine the success rating of an initiative, which can vary from zero to 100 per cent. The AGI Portal gives also the option of extracting success rating reports, that is to say, aggregate success ratings results based on the average ratings of individual initiatives. These reports provide an indication of the overall perception of success of governance initiatives implemented in a country. In this paper two examples of AGI evaluation rating reports respectively obtained for Rwanda and Cameroon are analyzed. Based on these reports, we have grouped initiative ratings by the ten governance classification areas adopted by the AGI. Through this analysis we were able to compare the overall assessment of implementation in different governance domains. In addition, we have included information, extracted from the above AGI reports, concerning the linkages between the evaluation ratings in each governance domain with the above mentioned cross cutting themes. Having allocated one point\(^{22}\) to each initiative reported having an impact on one of the cross cutting themes, we have summed up individual initiative scores by domain of classification. The total score in relation to an individual governance domain (for instance “civil society empowerment”) indicates the degree in which this domain is interlinked with the cross cutting theme (for instance promotion of gender issues).

The qualitative evaluation shows the impact of 150 governance initiatives (on a total of 213), implemented in the period 1991-2004, and undertaken by the former AGI government focal point

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\(^{22}\) It must be mentioned that the cross cutting theme “poverty reduction” was added to the AGI system after the government focal point in Rwanda completed the evaluation of governance initiatives. This theme does not therefore appear on this table.
in Rwanda. According to the latter, the average success rating of these initiatives seems to be quite high (86.83 per cent).

The most successful initiatives appear to have been those implemented in the areas of “electoral system (fully successful, i.e. 100 per cent)”, “peace and stability (94.85 per cent) and “decentralization (94.17 per cent)”. As for the linkages with cross cutting themes, the first two domains have been associated with a highest impact on information and communication technologies, while the third domain has had a stronger linkage with the promotion of gender issues.

The comparison of these results with the distribution of resources to the governance domains in Rwanda23 can raise some interesting questions. We notice for instance that, despite the above mentioned high degree of success, resources associated with “electoral system are among the lowest (0.7 per cent of the total budget) ”, compared to other classification areas. The initiatives with a lower degree of success, although still quite high (77.34 per cent), seem to have been those promoting “civil society empowerment”.

On behalf of the AGI government focal point in Cameroon, a consultant has recorded in the AGI Portal information with regard the qualitative evaluation of sixteen governance initiatives (on a total of 89) implemented in the country. Based on this evaluation, the average success rating of the governance initiatives in the country is 56.25 per cent. The most successful initiatives appear to have been those implemented in the areas of “communication, press and media (62.5 per cent)”, “electoral system (62.5 per cent)”, “parliamentary system (62.5 per cent)” and “peace and stability (62.5 per cent)”.

A lower degree of success seems to have been achieved by initiatives in the “rule of law and human rights” and “civil society empowerment” domains (respectively 37.5 per cent each). This, for instance, despite the fact that the latter domain has attracted a significant amount (11.2 per cent, i.e. the third major area of concentration) of resources allocated to governance initiatives in Cameroon.

IV. Trends: governance perspectives and re-inventing government

In view of the ongoing debate, negotiations, security risks, increasing poverty, interconnected issues, HIV/AIDS and other mass killing diseases, or different natural crises throughout the world, there is more and more a need for new governance systems to be put into practice particularly in Africa, given the peculiarity of the challenges it is facing.

At national level this will require to re-invent government system taking into account international commitments, the global new trade system, people migrations, the ICT development, the need for interconnected global solutions to global issues and phenomena, as well as the constant search for peace, justice, security, democracy and stability.

23 According to the AGI report entitled “Total budget allocation to classification areas (available at the AGI web site under the “reports” section)”.
Reinventing government should also focus on enhancing national institutions and public sector capacity in order to work in a participatory and transparent manner with the international community, the private sector, the civil society and people. Governance will be viewed from a community and partnership perspective where the Government interacts with citizens and its partners for the benefits of all, following the trends stressed below.

**A. Governance and globalization**

Globalization has brought about a greater integration in the world with a parallel increase of complexity in economic, political and social interdependencies as well as human security issues among the different regions and countries in the world. The rapid and huge increase in the amount of economic activity taking place across national boundaries has a regular impact either positive or negative on the lives of workers and the national communities everywhere. As far as governance is concerned the globalization will be scrutinized in three directions: trade, outsourcing, and brain-drain.

1. **World trade concern**

   In Africa the question is not about whether globalization exists but rather what are the consequences of globalization on the governance and the socio-economic context of African countries. This has brought people out into the streets since the meetings in Seattle, the anti capitalist carnivals in London, massive demonstrations in Buenos Aires, and more recently in Prague, where there was a massive confrontation around the whole notion of globalization and what it means for African countries.

   The expected positive aspects of this greater interdependence have often been offset by greater power imbalances and lower control by vulnerable countries, particularly those in sub-Saharan Africa, over trade terms. This has resulted in their progressive marginalization in the global arena. The combination of globalization with localized increasing poverty brings additional challenges to governments and to the institutional environment in general.

   The obstacles to the expansion of international trade of African countries constitute also serious impediments to sustainable development for these countries. A speedy implementation of the agreements to be concluded within the Doha Round is eagerly expected. Thus, an expansion of international trade for the African countries can, among others, lead to the diversification of their exports, and make it possible to increase their negotiating power. Removing the tariff barriers and their impact on their export products, will also concur to the same impact, the increase of African countries revenue particularly from the exports of their agricultural produce on the market.

   In this regard the United States of America and the European Union countries instituted two important programs intending to enhance international trade with a number of African countries. The “African Growth and Opportunity Act” (AGOA) of United States and the “Everything but Arms” of the European Union offer trade opportunities to some least developed countries to import duty and quota free products excluding arms to USA and European countries, untying their aid.

2. **Outsourcing**

   Today outsourcing is coupled with the phenomenon of globalization and it is recognized as an effective method to leverage many new business initiatives and an effective cost-saving strategy when used properly. The human resource outsourcing market is allowing companies to lower costs and improve efficiency and services, thus allowing them to focus more on strategic planning
and core competencies. Now many companies and industries from industrialized countries are outsourcing or transferring portions of work to outside suppliers in other countries rather than completing them internally. Countries that offer high-quality, yet cheaper human resources or labour as well as easy affordable raw materials are targeted for business by outsourcing seekers and multinational companies.

Africa could see this as an opportunity to attract foreign investment and focus on Human resources Capacity building. Each African country can set policies and strategies to that end. A governance, oriented to successfully managing outsourcing, could reduce the negative impact of brain drain and alleviate poverty.

3. Brain-drain versus brain-gain

In the context of people migrations and knowledge management the brain-drain can be transformed into brain-gain if the governance system in practice, whatever the country, knows how to take advantage of its human resources abroad.

Data on brain drain in Africa is scarce and inconsistent; however, statistics show a continent losing the very people it needs most for economic, social, scientific, and technological progress.

The UNECA estimates that between 1960 and 1989, some 127,000 highly qualified African professionals left the continent. According to the International Organization for Migration (IOM), Africa has been losing 20,000 professionals each year since 1990. This trend has sparked claims that the continent is dying a slow death from brain drain, and the United Nations recognition that “emigration of African professionals to the West is one of the greatest obstacles to Africa’s development.”

Brain drain in Africa has financial, institutional, and societal costs. African countries get little return from their investment in higher education, since too many graduates leave or fail to return home at the end of their studies. Throughout four decades, Africa has been losing its best and brightest, with the implications of brain drain on human resources, institutional capacity, and health/social services.

The challenge now is to mobilize these brains and to get appropriate gains from them for the sustainable development of African countries. Efforts to stem Africa’s brain drain focusing on repatriation strategies were discouraging. Studies have shown that repatriation will not work so long as African governments fail to address the pull and push factors that influence emigration. Moreover, the relationship between African governments and the African Diaspora remains a major barrier to finding solutions.

One potential solution to this problem affecting Africa is virtual participation. Virtual participation is participation in nation-building without physical relocation. It also shows promise as a means to engage the African Diaspora in development efforts. The opportunities and conflicting pressures in conjunction with globalization demand new forms of governance that better respond to the needs of an emerging global society. For the public sector, it means changing the role of the State and searching for improved governance systems that, while ensuring peace, stability and respect for human rights, are geared to increased citizens’ participation and better service delivery in a rapidly changing environment. The time has come for the international community and African countries to consider the best prospects for attaining sustainable development through globalization.
Box 8

“….., let me say, as is often said, that the world has become a global village, sharing common threats of terrorism, weapons of mass destruction, and genocide.

Conventional wisdom dictates that we act together in the search for solutions to these global problems, and in the interest of posterity and all humanity……”

“….A new world order with a more just international system that has the will to act to stop deadly crises such as terrorism, weapons of mass destruction, and genocide.

A new world order of global partners working together to solve transnational problems such as poverty, HIV/AIDS, narcotics and environmental degradation.

A new world order that looks beyond national borders to maximise the benefits from what we have in common.

A new world order that allows the poor nations access to markets and removes distortionary effects of subsidies in rich countries.

In short, a new world order that works towards shared prosperity and global sustainable peace.”

( Paul Kagame, president of Rwanda, Woodrow Wilson International Center for Scholars, Washington D.C, 2004

B. Governance transparency, integrity and anti-corruption

Nowadays it is generally accepted that a successful campaign against corruption demands the full participation of all sections of society, including most importantly civil society and the business community. It is a core belief that no government can hope to tackle corruption effectively without the active support and involvement of its citizens.

During the 9th International Anti-Corruption Conference held in Durban, South Africa, from 10 - 15 October, 1999, where the theme was: “Global Integrity: 2000 and Beyond -- Developing Anti-Corruption Strategies in a Changing World”, special contributions were made by African professionals, as they shared their own insights into a malaise which stretches out upon all the regions of the world. Many resolutions were made to be incorporated during the formulation of national anti-corruption policies and the adoption of different anti-corruption measures by African countries.

Considering that fighting against corruption implies ethics in parallel with transparency, a radical change towards an ethical behaviour needs to be reinforced for the citizens, civil servants at all hierarchical levels, and employees of private sector, civil society and other national organizations. Business practices of national and international companies for competitive bidding and tendering should continue to be more and more exposed to guarantee a fair competition and transparent procedures. The NGOs activity should also fall under a clear organizational and legal framework. To achieve all these requirements, accountability, integrity and transparency for service delivery are claimed as a foundation of the new governance systems.

The use of ICT, as we will see in section E of this chapter, can be instrumental in creating tools and systems for effectively increasing transparency and accountability in the public sector.

African countries have great expectations from the African Union Convention on Preventing and Combating Corruption, adopted in Maputo, Mozambique on 11 July 2003, as an agreement when ratified by at least 15 African countries, which will enhance cooperation among governments and help standardize the way in which each individual country will deal with corruption in its national context.
C. Governance, leadership and capacity-building

The capacity challenge is a real paradox: the more comprehensive and complex the reforms become, the greater are the human and institutional capacities required for implementing them. Yet, most of the sub-Saharan African countries in need of comprehensive public sector reform programmes have very limited sustaining competencies and capacities for their implementation. In fact studies have repeatedly shown that the countries in need of major reforms are those with the weakest human competencies and institutional capacities to manage the reform process. The problem is worsened by the devastating impact of the HIV/AIDS pandemic.

Therefore, the new governance systems need to find the right way to break this vicious circle through innovative solutions appropriate for the challenges found in each specific context in a sustainable and participatory manner. Governments, with the help of donors, are working hard to put good management into practice. For the most part, however, they need far more capacity than is normally available on an ongoing basis.

Civil service reform programmes have been associated with a wide range of personnel management and compensation reform initiatives in addition to staff training and development. These ranged from purely administrative record keeping functions, updating the payroll and eliminating ghost workers, to the more managerial and developmental reforms aimed at making the civil service more effective and responsive to citizen needs. Compensation is a very central component of the reform as low remunerations do not allow attracting and retaining the “best and brightest among civil servants”. Despite these efforts, the African Civil Service still suffers from a skills deficit and remains both understaffed with regard to executives and professionals, and overstaffed of clericals and casuals.

Current trends throughout the world show that in the next millennium, intelligence and knowledge will be the principal source of economic wealth for individuals, enterprises and societies alike. This is why it is important for African public administrations to take as much advantage as possible of new information technologies and their applications in the fields of administration and services rendered to enterprises and citizens. The mastery of new technologies requires updating national skills and the training of human resources in the public service. To that end, African public administrations must be able to address numerous constraints, including the rapid pace of technological progress and the high cost of the regular acquisition and renewal of equipment.

In order to succeed, modernization programmes must place greater emphasis on competence and merit and provide for ongoing training activities aimed at preparing future generations for the years ahead. Public administrations need to apply more rigorous and transparent policies with regard to the selection of personnel as well as for their promotion and assignment to positions of responsibility and eliminate all forms of favoritism and “clientelism”.

Specific capacities should be built for leaders and for the people living in communities at national and international levels. In the final analysis, governance in Africa is about country leadership, people and institutions providing services and goods. Capacity building means more than technical training and office equipment. The focus must secure the development of core competencies. Competencies require more than book knowledge, and include practical skills development, attitudes, values, beliefs, ethical conduct, and continuous learning. This shows how important is leadership in any governance system. In Africa today this trend is strong enough so that some African leaders are convinced that no achievement can be made without a visionary
and engaged leadership championing the cause of solidarity or partnership, innovation, excellence, accuracy and quality for service delivery in response to people needs. This inclusive leadership should focus on the implementation of sound strategies with appropriate and creative local solutions for surmounting the challenges confronting African countries.

D. Governance partnership and resource mobilisation

The president Thabo Mbeki quotation here mentioned below shows eloquently one of the major trends of the new governance in Africa. This new trend focus on the capacity to govern in partnership and in networking on one hand and to mobilize the resources required for each African country on the other.

The downward trend of the flow of foreign direct investment to most African countries is another urgent problem which is not to be neglected in the efforts made by Africa to attain sustainable development. Knowing that alone individual African countries cannot, reverse these trends, important collective measures have been taken to establish an environment conducive to foreign direct investment. In this perspective the African Union is planning to create in the next future the African Bank for Investment as well as an African Monetary Fund, which will be the first step before the institution of a possible Central Bank of Africa.

Box 9

“……..
Regional integration is very important because as we all know, African economies are generally small, weak and fragmented and the majority of countries have relatively small populations. While there has been some progress made in achieving regional integration in Africa, there are still challenges that remain and they need to be addressed urgently.
We need to Strengthen Regional Economic Communities (RECs) including the rationalization of RECs and the involvement of the private sector and civil society.
We also need to improve macroeconomic frameworks for development and deeper integration.
We have to improve regional trade by, among others, eliminating barriers to intra-regional trade.
And we should accelerate physical integration through infrastructure development.
There is a need to clarify the relationship between the RECs and the African Union, particularly as they relate to mandates.
Clearly, the private sector has a key role to play in the future development of the continent. We need increased participation by the private sector in the NEPAD programmes such as infrastructure development, the diversification of production and in the drive to add value to products.
In this regard, public-private partnerships are essential if NEPAD is to succeed.
I am confident that by systematically working together - government, business, civil society - we can as Africans, begin to realise the goals of NEPAD. Further, we need to strengthen South-South partnerships.
We also need to ensure enduring partnership with the developed countries….”

(Thabo Mbeki, president of South Africa, Johannesburg, 2004)

This new trend of governance will incorporate the various international cooperation means to mobilize additional resources for the African continent and will help shape partnerships in favour of Africa. In this respect it will acknowledge with appreciation some of the announcements and initiatives made by the development’s partners of Africa such as:
The British Prime Minister Tony Blair initiative launched on 26 February 2000 the Commission for Africa with a mandate to look afresh at the problems that beset Africa in hopes of generating new approaches to solving the continent's devastating social and economic conditions.

Canada’s announcement at the Kananskis Summit (June 2002 – January 2003) on increased assistance to Africa and the recent release of the report entitled: Canada Implements the G8 Africa Action Plan: Delivering on Commitments, One Year Late.

Britain’s release of a report on progress of implementing the G8 Africa Action Plan and proposal on the International Finance Facility (IFF) aimed at ensuring that adequate resources are mobilised to enable Africa to meet the MDGs.

United States of America’s announcement of support to the fight against the HIV/AIDS pandemic. The challenge now is to ensure better coordination of implementation both at country and regional level.

Japan’s announcement on polio eradication, additional debt relief and the third Tokyo International Conference on African Development (TICAD 3) process to support NEPAD.

Germany’s institutional support to the NEPAD Secretariat and efforts made to reach out to Africa’s private sector, parliamentarians and civil society.

Italy’s support of the e-governance project in Africa aimed at facilitating access to the parliamentary proceedings and people participation in the political process as well as strengthening regional networking among African Parliaments.

The Monterrey Conference where, heads of States and governments resolved to mobilize financial resources and achieve the national and international development goals, including those contained in the Millennium Declaration to reduce poverty and improve social conditions around the world, and particularly in developing countries.

However, there is a compelling necessity to improve the channeling of resources to governance in a coordinated manner which is coherent with governance collectively agreed principles and country priorities. This is to avoid the dichotomy the above analysis pointed out in Chapter III between agreed principles and governance initiatives within the ten concentration domains.

E. Governance information communication technology and management tools

The African countries need to set up mechanisms and management tools that will make their governance system a reality rather than mere word commitments. Governance indicators should be set and standardized. Planning monitoring control and evaluation of public oriented programs and initiatives should be systematically applied in each management system. Sound communication systems and information strategies supported by efficient and appropriate technology should be put in place and rigorously used. The NEPAD, the APRM, and the AGI are spearheading this new wave of governance supported by ICT. E-government infrastructure and knowledge networks should therefore continue their enhancement. Some African countries engaged communication and information initiatives establishing a close link between the public
Administration and the citizen and the other development partners. For example, there are sensitization and information programs on services provided by public institutions, manuals of procedures within public institutions, communication network between public administration and people on service delivery, welcome and information bureau in most public institutions, people feedback system on the quality of services provided, etc.

As pointed out earlier, the systematic use of the AGI, within the APRM context, could support each government’s leadership in developing a clear vision of governance as well as its impact according to the objective of the welfare of the population. Based on knowledge management, focused on performance and oriented to results, the AGI represents a milestone towards a greater transparency and accountability in governance.

From the experience of the AGI, the APRM, the MDGs, and the NEPAD, African countries should continue to build on management tools and mechanisms that can support leaders’ discourse pertaining to development goals of the country and people welfare. In this perspective it is strongly advised that governance systems be structured by clear and flexible standards that work for planning, budgeting, implementation, monitoring, control and evaluation processes whatever the sector of development and in any institution. This standardization of management tools will certainly benefit from computerization and the development of ICT in each country.

F. Governance poverty reduction and the MDGs

Since the years 90s many African countries have embarked in poverty reduction strategy framework. With the Millennium Declaration this trend intensified thanks to the financial support of some donor agencies like UNDP, the World Bank and the EU. Based on the eight (8) MDGs, each African country has to set clear performance indicators in order to monitor the progress in poverty reduction.

Poverty reduction and the MDGs are now become part and parcel of governance systems of almost all the African countries. With the support of the donor community, each African country would issue a yearly report on these MDGs and poverty reduction following the targets set by the Millennium Declaration for the year 2015. While reforms are undertaken by African countries to address the challenges of education, health, and HIV/AIDS and other communicable diseases, more investment is needed in these areas. Particular areas requiring increased investment include education, health, and water and sanitation.

There is also a need to give high priority to agricultural development. The current food insecurity in Sub-Sahara Africa and the Horn of Africa needs to be accurately addressed. In addition, African governments are taking steps to involve youth and women in agriculture business and in other self-employment enterprises including micro-finance. Girls’ education and the role of women in the development process needs to become more and more prominent, dynamic and dignified.

G. Governance democracy and decentralization

Among the principles of common understanding on good governance mentioned in the previous chapter, are the people voice and participation in decision making of development process in their local communities and the transfer and delegation of powers. These principles are closely linked with democracy and decentralization.
Democracy reflects more in people’s voice and participation in decision making while decentralization concerns more the transfer or devolution of powers as well as participation and engagement of local people for the development of their communities. Despite these different dimensions, it is clear that democracy and decentralization are intertwined. Moreover, when these two governance factors are well managed by leaders of any country they give a great assurance for the enhancement of economic growth, legitimacy of the government, consolidation of peace, stability and solidarity among people. It is also noticed that some security, peace and stability of public institutions are required for the implementation of democracy and decentralization.

From recent experiences in Africa, democracy and decentralization are nurturing each other and need to be anchored in African indigenous organizations as well as in local community values. In recognizing that local governance and democratic governance are real and effective with the participation of people for a sustainable development, a greater focus needs to be placed on overcoming obstacles and instituting positive interventions that enhance the prospects for positive civic engagement. In this perspective, governance in Africa should find new ways of interacting with communities and reshaping public institutions to consolidate democracy and decentralization as expected. By the same token local communities and the civil society need to be mobilized for active and positive engagement through advocacy, capacity building and civic education.

V. Conclusion

Africa is making progress despite some crisis and upheavals some countries are still facing\textsuperscript{24} or encountered in the past\textsuperscript{25}. There is need to accelerate the speed of progress in governance. It's a matter of patience and persistence.

Even if there seems to be a lack of an agreement on a single definition of good governance in Africa, some values and principles raised in several regional and international contexts are viewed as universal. Bearing in mind that many African countries signed conventions and agreements pertaining to governance, these universal principles need to be set as reference for good governance to be incorporated in the leadership system of African countries.

The understanding of governance as a holistic and dynamic management process, aiming at channeling the action of all the development partners towards a positive impact on the welfare of citizens helps to locate the current governance trends versus the major challenges in Africa. Emerging experiences in the world show that the achievement of a lasting impact requires a visionary leadership with sound management systems and tools in place to translate principles into concrete actions which at the end generate expected results.

Hence there is a need for capacity building towards:

- A visionary leadership
- Cultivating governance culture and principles within societies
- Strengthening the rule of law as well as the voice and participation of all citizens
- Establishing mechanism that enhance transparency as well as peace and security
- Providing services aimed at fulfilling citizens’ basic needs (MDGs)
- Establishing prevention measures in line with monitoring system to avoid any failure in the area of governance

\textsuperscript{24} Western Sudan, Darfour, the Cote d'Ivoire, Somalia
\textsuperscript{25} Rwanda, Liberia, Sierra Leone, DRC, RCA, Algeria.
The African Union needs to create strategies and mechanisms in the context of NEPAD/APRM that are incorporated in the management systems of African governments. Among these mechanisms to be set up are management tools that, such as the AGI, ensure monitoring and follow up of the governance initiatives.

If widely and consistently utilized by all governance actors, these tools would enhance governance monitoring and evaluation in a participative and transparent manner. They would also allow for a greater coherence between governance principles, actions and progress towards achieving the MDGs and the objectives of the NEPAD Declaration on Democracy, Political, Economic and Corporate Governance.
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