



What's The Plan?

Harmonizing APRM and OGP Action Plans: A Look At Kenya & Tanzania.

July 2013

www.openinstitute.com

ACRONYMS & ABBREVIATIONS

APRM	Africa Peer Review Mechanism
CAP	Country Action Plan
MDA	Ministries, Departments & Agencies
MDG	Millenium Development Goal
MTEF	Medium Term Expenditure Framework
MTP	Medium Term Plan
NEPAD	New Partnership on Africa's Development
NPoA	National Program of Action
OGP	Open Government Partnership
PFMRP	Public Financial Management Reform Programme

Introduction

In May 2013, delegates convened in Mombasa for the first Open Government Partnership (OGP) Africa Regional Meeting; a two-day conference that brought together representatives from Civil Society Organisations, Academia, OGP participating countries and donor organisations to discuss new ways of driving open government forward in Africa. Emerging from the discussions held during the meeting was concern that indigenous African mechanisms that promote open government were being sidelined in favour of new untested ones. These concerns were voiced within the context of the existing African Peer Review Mechanism and the need for OGP in Africa to be relevant to Africans. This article aims to extend this dialogue, in order to identify ways in which the various agreements can be harmonised for progress to be achieved.

APRM & OGP; A Brief Background

At the 37th Summit of the Organization of African Unity (OAU) held in Lusaka in 2001, a document setting out a new vision for economic revival and development in Africa was adopted and formed the basis for the establishment of the New Partnership on Africa's Development (NEPAD). The following year, the AU supplemented NEPAD with a Declaration on Democracy, Political, Economic and Corporate Governance. The declaration committed participating

states to establish the African Peer Review Mechanism (APRM) to promote adherence to the commitments countries set forth. In March 2003, the MoU, which serves as a treaty, was adopted and acceded to by the first six countries. The APRM today has 33 countries that have signed the MoU and are participating in the APRM.

The Open Government Partnership is a global effort to make governments more transparent, effective and accountable with institutions that empower citizens and are responsive to their aspirations. Overseen by a steering committee of governments and civil society organizations, this multilateral multi-stakeholder initiative aims to secure concrete commitments from governments to promote transparency, empower citizens, fight corruption and harness new technologies to strengthen governance. OGP formally launched on September 20, 2011, when the 8 founding governments (Brazil, Indonesia, Mexico, Norway, Philippines, South Africa, United Kingdom, United States) endorsed an Open Government Declaration, and announced their country action plans. Since September 2011, OGP has welcomed the commitment of 47 additional governments to join the Partnership.

By May 2013, 5 African countries (Ghana, Kenya, Liberia, South Africa and Tanzania) had joined the Open

Country	OGP Focal Point	APRM Focal Point
Ghana	Office of the President (PSRS)	Office of the President (PSRS)
Kenya	Ministry of Information & Communication	Ministry of Devolution & Planning
Liberia	Office of the President	Ministry of Finance
South Africa	Ministry for the Public Service	Ministry for the Public Service
Tanzania	Ministry of Foreign Affairs	Ministry of Foreign Affairs

Government Partnership with four of them filing their Country Action Plans by January 2013. All five are participating countries in the APRM.

This Plan, That Plan...More Plans?

In a paper titled “*Harmonizing APRM-NPoAs and other National Plans into a Common Medium Term Expenditure Framework (MTEF)*”, The United Nations Commission for Africa (UNECA) identified the disconnect between country-level efforts related to the APRM and other plans of action being developed. The paper, which is itself a framework document, provides useful checks governments can use to harmonize plans against a variety of factors bound to play a role in effective design and implementation of National Programs of Action.

At the time of writing, four out of five African countries that are part of the OGP have developed Country Action Plans (CAP) for the initiative and also have on-going National Programs of Action (NPoA) developed as part of their participation in the APRM. In addition, some of the countries like Kenya and Tanzania have also in the past developed variations of

Poverty Reduction Strategy Plans, Economic Recovery Strategies, Medium Term Plans (MTP) and long term development plans such as Tanzania’s Vision 2025. These plans, in some cases, are developed and implemented in silos by different Ministries, Departments and Agencies (MDAs). In this article we highlight Kenya and Tanzania.

Are Plans in Harmony?

In pursuit of its long term development plan, Vision 2030, Kenya developed a Medium Term Plan covering the period 2008 to 2012 focusing on efforts in achieving the goals set forth in it. During the period for this first MTP, there was an Economic Recovery Strategy plan running concurrently as well as a Governance Strategic Action Plan, the APRM National Program of Action and later the OGP Action Plan. There are indications that Kenya’s 2nd Medium Term Plan (2013 - 2018) will be better aligned with the APRM as the concept note for this 2nd MTP makes specific mention of the APRM reports, in addition to others such as MDG Status Reports and the Vision Delivery Secretariat reports, as sources for the final document.

Kenya's Action Plans

MDA	Document	Term
Ministry of Information & Communication	OGP	2012 - 2013
Ministry of Information & Communication	ICT Master Plan	2012 - 2017
Ministry of Devolution & Planning	Vision 2030	2008 - 2030
Ministry of Devolution & Planning	APRM NPoA	2003 to present
National Treasury	GSAP 2010	2010 - 2011

Tanzania's Action Plans

MDA	Document	Term
Presidents Office Planning Commission	Vision 2025	2000 - 2025
Ministry of Foreign Affairs	APRM NPoA	2009 - ongoing
Ministry of Foreign Affairs	OGP Action Plan	2012 - 2013
Ministry of Finance	PFMRP	2012 - 2017

There are also indications that the government shall reduce all strategic plans to the single 2nd MTP for the next five years.

Although all of the commitments listed in the OGP action plan were already part of the 1st MTP, with its expiry in 2012 it is clear that unless there is swift action by the line ministry, the action plan will be out of date and out of sync with the rest of the government in a matter of months.

In Tanzania, it is clear that the current Five Year Development Plan forms the basis for all other decisions made in relation to public expenditure, resource allocation and alignment of resources with vision. Clear effort was made to ensure alignment between Development Vision 2025 and the Medium Term Plans (MKUKUTA & MKUKUTA II).

Worthy of note in Tanzania's OGP Action Plan is the absence of any mention of Vision 2025 or the Planning Commission in the Office

of the President. Also not receiving any mention in the OGP Action Plan is the country's current Medium Term Plan known as MKUKUTA II or the Zanzibar specific MKUZA II. This may be a signal of yet another plan that could be out of sync and out of date as the government implements Phase 4 of the PFMRP Strategy and the 2nd MTP for Vision 2025. It is somewhat surprising that in view of this, both the APRM NPoA and the OGP CAP originate from the same focal point ministry, the Ministry of Foreign Affairs & International Cooperation.

Harmonizing OGP & APRM Plans: Some Observations

» There is no prescribed focal point for the OGP or the APRM in participating countries. For instance, in South Africa, the focal point for the APRM is the Ministry of Public Service Administration, in Tanzania it's the Ministry of Foreign Affairs and in Kenya it's the Ministry of Planning. This provides interesting clues into how the

respective governments view these engagements. Are they an economic issue (Kenya's Planning Ministry), a foreign affairs one (Tanzania's Foreign Ministry) or a public service one (South Africa's Ministry of Public Service Administration)? Does this affect attempts to harmonize the various plans that may be running concurrently in-country and perhaps also the ability of the government to deliver on its commitments?

» While the APRM includes a costing mechanism, one doesn't exist for the OGP action plans. In Kenya's example, we found commitments in the OGP Action Plan that were not clearly catered for in the 1st Medium Term Plan. If commitments are not explicitly tied to programs funded in the MTP does this erode the ability of the MDAs to fund and deliver on the action plan? Has the APRM, with its deliberate costing framework fared any better?

» A cursory look through the OGP action plans for Kenya and Tanzania reveals little or no mention of the MTP or even the Long Term Development Plans that inform them. Without clear articulation of how the commitments relate to existing plans/strategies is it probable that some of these commitments are 'orphan' ideas with no support within government?

» Is the governance mechanism for the OGP initiative in-country robust enough to drive concrete change

in government policy? Kenya's Action Plan mentions the existence of a working group but doesn't give much information on its members or how it was constituted. We found no mention of a working group for Tanzania although there's a website for the initiative. Does the absence of clear in-country mechanisms to drive/coordinate progress on the action plans compromise their efficacy?

» Are there concrete efforts (explicit and measurable) to grow awareness, within government, of efforts being made towards opening up government and the role the various MDA's play in open government efforts? We found no mention of activities undertaken to grow awareness within government in either Kenya or Tanzania. How does this affect a country's ability to deliver on its commitments?

» Lack of citizen engagement due to poor or total lack of public awareness clearly exists in many of these countries. Finding the National Program of Action for Kenya was a daunting task frustrated by a broken web-link. South Africa's NPoA was embedded in the Country Assessment Report. Tanzania's NPoA was easy to find on their website. This lack of clear visibility of the NPoA signals low/poor awareness in-country on the commitments governments are making to their peers on the continent. The OGP makes it easy for the general public to find the plans filed

by participating countries and this maybe an area the APRM can consider expanding to make it easier for member states struggling with this.

Conclusion

» Mechanisms like the APRM and initiatives like OGP are landmark innovations in the attempt to spread good governance and improve the livelihoods of billions around the world and especially the billion living in Africa. There may be room to explore ways in which the two can complement each other in countries that participate in both.

» The gains made need to be protected and new gains guaranteed by a more deliberate effort to align all national strategic plans against one structured and measurable one.

» OGP Action plans, coming so many years after many countries have acceded to the APRM should include, in the template, explicit indications on whether the action indicated already exists in the APRM or a long term development plan predating the action plan. This may be useful in helping the plan's writers align them with existing initiatives and demonstrate clear attempts to maintain synchrony with existing plans.

» OGP Action plans should include an indication of what it would cost to roll out any new measures committed to. This allows observers to tell how realistic the commitments made are in relation to time frames and budgets and how they align within the medium term expenditure framework.



About The Open Institute

The Open Institute is a catalyst think-do tank of Domain Experts that provide technical and advisory services in the Open Data and Open Governance Space to Governments, CSO's, Media and Corporate Companies. In doing this, the Institute supports governments and other civic organizations to implement successful Open Data and Open Government Initiatives and deepen public engagement for these initiatives. Please browse through our website to get to know more about us and our programs.

The Trustees

Jay Bhalla is an innovation strategist, who has helped pioneer Kenya's digital revolution. He helped design the Kenyan government's 2006 ICT policy that kick-started the nation's digital start-up culture, and more recently played a leading role in shaping the Kenya Open Data Initiative (KODI). He continues to advise both the Kenyan government and the World Bank on technologies strategies for civic engagement and appropriate technology. He has also helped build proof-of-concept grass-roots community tools for monitoring government delivery and tracking State expenditure. Jay is currently the co-founder and executive director for the Open Institute think tank.

Al Kags is a founder of the Kenya Open Data Initiative, and is Chairman of the Kenya Open Data Task Force inaugurated by the Government of Kenya in 2011. Al is also a Trustee of the Open Institute. As an Open Government enthusiast, Al has a keen interest in working with African governments to open up development data and to avail it in a useful and simple-to-appreciate manner.

Justin Arenstein is an award-winning investigative journalist and digital strategist currently helping Google and the African Media Initiative strengthen Africa's watchdog media by working with newsrooms to implement better forensic research and evidence-based reportage. This includes helping media adopt digital tools and data journalism strategies. Justin manages the \$1m African News Innovation Challenge

Authors

Muchiri Nyaggah serves as the Deputy Executive Director at The Open Institute. With a background in technology consulting, Muchiri currently focuses on how organizations and governments in growth markets can innovate to create new value. He has worked with clients in aviation, aviation support, hospitality, healthcare, business consulting and civil society and provided analysis on social customer relationship management systems. He is currently pre-occupied with connecting the next billion to telecommunications, better governance, affordable healthcare, sustainable agriculture and accessible financial services through innovation.

Ann Muigai is currently serving as an intern Analyst at The Open Institute. She has a background in Management Information Systems having graduated from the University of Sheffield with a MComp Enterprise Computing; Information Technology Management for Business.