

THE AFRICAN PEER REVIEW MECHANISM (APRM)



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THE AFRICAN PEER REVIEW MECHANISM (APRM)

WHAT IS APRM?

APRM is an acronym for the African Peer Review Mechanism. The mechanism was put in place by Heads of States and Governments (HSG) as members of the African Union (AU) in order to monitor the implementation of the critical objectives of NEPAD.

NEPAD

NEPAD stands for New Partnership for Africa's Development. It is an integrated strategic framework for the socio-economic development of Africa that was adopted by the Organization of African Unity (OAU) in 2001. Wishing to lay focus on the inter-linkages among economic growth, socio-economic development and political rule, and emphasizing the importance of good governance in all these aspects, African leaders proclaimed the Declaration in Democracy, Political, Economic and Corporate Governance at the inaugural HSG meeting of the AU in 2002. This NEPAD declaration was of particular importance because it acknowledged many similar but un-integrated declarations and frameworks for Africa's way forward that had been made for two decades. The NEPAD declaration integrated them and made good governance its central plank. This NEPAD declaration placed new emphasis on certain preconditions for Africa's progress. They included the rule of law; human rights; regular elections; fighting corruption; ensuring transparency in monetary, financial and budgetary matters; providing an independent and effective accounting, auditing and banking system; making corporate governance responsible and accountable, providing peace and security, ensuring human and physical development, and promoting gender equality.

THE NEPAD-APRM CONNECTION

In order to enforce these commitments, the HSG in that 2002 meeting had already formulated a monitoring mechanism that would encourage compliance with standards of governance and help to gauge progress achieved. That mechanism is the African Peer Review. It was formally launched by the HSG in 2003 when its Memorandum of Understanding (the MOU) was adopted.

THE OBJECTIVES OF THE APRM

The peer review is a mechanism voluntarily agreed upon by African states themselves to monitor progress in governance and good practices in four thematic areas, namely democracy and political governance, economic governance and management, corporate governance and socio-economic governance. These thematic areas incorporate the critical preconditions for progress highlighted by NEPAD's declaration, but they include many other aspects of governance to be evaluated. The objective of the evaluation is to make policies and practices of member states of the APRM, and eventually all African states, conform to commonly accepted African and Global governance standards. Those standards are already mentioned in a list available as one of the documents of the APRM. Following the evaluation, it is

envisaged that experiences of various African countries will be shared, deficiencies pointed out, best practices encouraged and needs addressed.

THE PROCESS OF PEER REVIEW

The African peer review incorporates both a country self-assessment and an assessment by other people from African countries. Thus the process reflects these two aspects of evaluation.

THE PREPARATORY STAGE OF THE PROCESS:

At this stage the country signs the MOU to signal accession to the APRM and readiness for review. Currently there are 29 African countries that have signed the MOU¹. Tanzania is one of them. Also, at this stage the government of the country preparing for review appoints a Government Ministry or Department, and designate an officer, for handling APRM matters. This Ministry or officer is called Focal Point. In Tanzania the Focal Point is the Ministry of Foreign Affairs and International Cooperation. Here the country to be assessed also receives a Country Support Mission (CSM) from the Continental Secretariat of the APRM for purposes of advising on the requisite ingredients of the process, including the transparency of the assessment, the participation of all stakeholders and the integrity of the process in general.

STAGE ONE:

At this stage the National Governing Council (NGC), which directs the internal process, is established. The Secretariat, which implements the decisions of the NGC, is also or appointed at this stage, as are the Technical Assessment Institutions or Teams (TAT). The TATs are responsible for administering the country's technical self-assessment, which is developed from a common questionnaire sent to the country by the Continental APRM secretariat.

The Review

There is a common questionnaire that is sent to countries under review. This questionnaire is a basis for collecting information on governance in that country. Typically the TATs will use standard techniques of obtaining information used by governance researchers worldwide. Those techniques include

- Using expert researchers to generate answers to the common questionnaire through their own accumulated knowledge; desk notes; library research; and the scrutiny of existing documents, policies, plans, programmes and reports.
- Asking people who are randomly selected from the population a number of questions on governance. Here the TAT may use the common questionnaire to generate a specialized or customized questionnaire.
- Asking a group of people who are relatively knowledgeable on governance similar questions. Here too the TAT may use the common questionnaire to generate a specialized or customized questionnaire.

¹ The other APRM countries are Ghana, Rwanda, Kenya, South Africa, Algeria, Angola, Benin, Burkina Faso, Cameroon, Egypt, Ethiopia, Gabon, Lesotho, Malawi, Mali, Mauritius, Mozambique, Nigeria, Republic of Congo, Senegal, Sierra Leone, Sudan, Uganda, Zambia, Djibouti, Mauritania and Togo.

- Using common-interest or focus groups to discuss various themes in the common questionnaire, where the expertise for leading focus group discussions (FGD) exists.

However, since the APRM process places paramount importance on transparency and participation, members of the public will be encouraged to obtain the common questionnaire, answer any questions they are able to and submit them to the APRM secretariat. Information obtain this way will compliment the knowledge generated through the standard techniques employed by the TAT.

Making the APR process known to and owned by the public

Transparency and participation in the APR process requires that the whole public is aware, prepared and cooperative for securing information on governance in their country. For those reasons, it will be the duty of the APRM Secretariat, under the guidance of the NGC, and in consultation with the Focal Point, to mount extensive and intensive public awareness programmes before and during the actual assessment. The aim of such awareness-creation is not merely to secure the knowledge and understanding of the public, but also to ensure that stakeholders have a common understanding with the implementers, allowing for creative and constructive inputs that are country-specific if need be.

Compiling the Country Assessment Report

The TATs will compile reports as normally expected, and the National Secretariat will be responsible for preparing a comprehensive report. The report will be subjected to validation processes, including workshops, seminars and conferences involving such large numbers of stakeholders as are practically possible. This Country Self-assessment Report (CSAR) will include a Plan of Action (POA) for the future and it will be submitted to the Continental APRM secretariat at the end. While the process of assessment and report-writing is going on in the country, the continental APRM secretariat will be developing its own Background Document by gathering written or known information on the country. Both the Country Self-assessment Report and the Background Document will form a basis for the preparation of a Country Review Visit, whose main purpose will be to carry out wide-ranging consultations with stakeholders.

STAGE 2: THE COUNTRY REVIEW VISIT

At Stage Two there will be a Country Review Visit made by a Country Review Team. The Country Review Team will be made up of experts from other African countries or institutions, and it will be led by a continental APRM Panel member. In its consultations with stakeholders it will confirm or clarify issues raised out of the two documents mentioned above, and it will generate its own additional information on the country.

STAGE 3

The Country Review Team will draft its report at this stage on the basis of the documents and the review visit, taking care to spell out the required Plan of Action

(POA) once again. The draft report will be discussed with the government of the country under review for checking accuracy and noting the reaction of the latter. At this stage the country under review will be asked to write official responses to the draft report of the Country Review Team. The government's responses will not modify the report, but they will be appended to the report. However, the government may still modify its POA at this stage, and, of course, the country review team may still modify its report if it accepts new information.

STAGE FOUR

This stage starts with the Final Report of the Review Team, often referred to as the Country Review Report (CRR), being submitted to the continental APRM Secretariat, and to the APRM Panel of Eminent Persons for discussion. It includes the sending of the report to the Forum of Heads of States and Governments (HSG) that are in the APRM. The Forum provides an opportunity for HSG to peer-review each other in the ensuing discussion and action.

Where governance deficits have been found and the reviewed country is willing to find remedies, the participating APRM countries are obliged to provide any possible assistance, and to urge international partners to come to the assistance of the country if needed.

Where cooperation is not forthcoming from the government whose country is found to have governance deficits, the APRM Forum is obliged to engage it in dialogue first, giving it encouragement and securing assistance for it before giving it a notice of intention to take sterner measures for non-cooperation. The last-mentioned action can be taken only as a last resort, since the APRM process is designed to measure progress and encourage further action towards best practices, rather than as a score-card of success and failure, or an easy justification for punishment.

STAGE FIVE

This stage begins at least six months after consideration of the Report by the APRM Forum. It involves the formal and public tabling of the Report to important continental and sub-regional organizations of relevance to the reviewed country. .

CONCLUSIONS

The importance of the external review

As seen above, the review carried out within the APRM involves self-assessment and an evaluation by others. What should be noted is that the external review is important because, among other things, review by others adds the objectivity of the uncommitted, thereby enhancing the integrity of the process.

The centrality of transparency and participation

By its nature and by the procedures laid down, self-assessment provides for extensive participation and a great deal of transparency. This is needed not merely because it is a fashionable accompaniment of projects, but because it provides ownership of the process to representative stakeholders and the wider public. With regard to

assessment, participation of the broad public complements information obtained professionally by researchers, and may reveal public reactions to policies and a picture of people's needs not brought out clearly by professional research.

Stakeholder ownership of POA

It has been mentioned that the Review contains a Plan of Action (POA), which is a programme, complete with a budget, of how the country will make further governance progress and plug governance deficits item by item. Obviously the initial drafting of POA can only be done by a group of experts based on deficits in governance encountered. However, firming up the POA is the concern and responsibility of all stakeholders, who should contribute to its shaping in the various workshops and seminars planned for the validation of the assessment, starting with the drafts of the Country Self-assessment Reports and ending with the final Country Review Report - all of which contain a version of the POA.

The implementation of the POA should be by existing institutions, and the POA should be mainstreamed into existing country plans and programmes, for example MKUKUTA, MKUZA, and others in Tanzania. APRM envisages an important role for stakeholders, including civil society, in monitoring and evaluating the implementation of POA

The centrality of the government in implementation

The conceptualization of the review is that it is the whole country or society that is being reviewed with respect to governance norms and practices, but in practice the actions of the Government remain the predominant focus of the assessment. For that reason, the primary responsibility for *implementing* the POA lies with the government. Similarly, since the Country Review Report (CRR) is the final appraisal of the country's governance, responses to that report must lie with the government. It is in this sense that the government must be thoroughly knowledgeable about the findings of the assessments at each stage, and must be well prepared not only to air its views on the findings, but also to draw up well thought-out responses to the CRR.

The role of partner institutions and development partners

APRM has attracted partners who are like-minded on certain objectives. Some of these may advocate and seek to support it with such zeal that APRM may appear like their own agenda, but it is a mechanism of the African Union that was formulated through its NEPAD initiative. It is the only continent-wide monitoring of governance that is comprehensive in its approach. The review process, including the country self-assessment and the external review, may benefit from part-funding and capacitation by partner institutions, such as the United Nations Development Programme (UNDP) the United Nations Economic Commission for Africa (UNECA) and the African Development Bank (AfDB). However, it is the responsibility of the country under review to bear the full costs of the review itself. Where the contribution of development partners is expected is in supporting the Programme of Action (POA).

THE IMPLEMENTATION OF THE APRM IN TANZANIA

1. Introduction: Government's willingness for the country to be reviewed

The government showed its desire to become a party to the APRM by signing the MoU on 26th May 2004 and securing formal admission on 8th July 2004. The country's parliament ratified the MOU on 1st February 2005, following a one-day sensitization seminar for its members and a three-hour debate.

2. Initial sensitization on APRM

Since the spirit of APRM lies in transparency and participation, the government found it imperative to start sensitization of key stakeholders quite early, even as the APRM organization in the country was still being established. For example, the Focal Point followed up the sensitization of Parliament with four significant stakeholders' seminars and workshops in 2006. One of the workshops, which were representative of almost every possible stakeholder group, provided recommendations by which the organization, APRM Tanzania, was built. Among the early sensitizers were resource people from Ghana and Kenya, whose experience as pioneers in APR assessment was worth learning from.

3. The Country Support Mission

Tanzania received the Country Support Mission, led by Professor Adebayo Adedeji, in mid-2006. The mission provided valuable advice on how to proceed with the process of constituting the review, especially with respect to the inclusiveness of the National Governing Council (NGC) and the integrity of the APRM country structures.

4. Balancing the Interests of Stakeholders in the NGC

Following the initial stakeholder sensitization, a national governing council of 20 members was constituted near the end of 2006. With regard to this, Tanzania had learned from the experience of others in trying to find a structure of internal organization of the review that reflects and balances the interests of all major stakeholders. Generally, the most recognizable stakeholders are Civil Society and the Government.

The wisdom in APRM has been to ensure that the non-governmental sector has a fair share of ownership of the process, not only in airing its view of governance but also in oversight and decision-making structures. The experience of those who were the first to launch the APRM assessment has made this wisdom more apparent.

Accordingly, Tanzania has decided that those representing governmental institutions in the NGC do not constitute more than 20%, while the rest are representatives of academia, the Parliament and non-governmental organizations (who are the majority by far). To emphasize the independence of the civil society

group in the NGC, their representatives were not appointed by the President, but they were selected and elected by their own organizations.

5. Autonomy and integrity of APRM Tanzania

(a) The NGC

Balancing the interests of stakeholders in the NGC was one way of minimising the influence of the government in the review process. The other was to ensure that those representing governmental institutions were not of the rank of Minister. This was for the purpose of minimising the government's influence in the Council, often perceived to increase with the presence of ministers. The Council, which is chaired by an academician, has complete freedom in designing policy and taking decisions on the review. These have included all Secretariat appointments, approval of work-plans and budgets, and the selection of the Technical Assessment Institutions (TATs).

(b) The National Secretariat

APRM Tanzania has had an independent process of the recruitment of the National Secretariat's staff on the basis of merit. This involved public advertisements and interviews conducted by panels of experts. They were then appointed by the Council on the panels' recommendations. Similarly, the Technical Assessment Teams conducting the bulk of the country self-assessment sought the assignment by public bidding, and they underwent a process of evaluation by a panel of experts prior to selection by the Council.

6. The Focal Point

In Tanzania the Ministry of Foreign Affairs and International Cooperation is the Focal Point, and a ministry official with ambassadorial rank is the Focal Point Officer. It is closely assisted by the Commission of Planning (formerly the Ministry of Planning, Economy and Empowerment), and the Office of the Minister of State for Good Governance in the President's office. Having played the role of establishing APRM Tanzania, the Focal Point has now sought to concentrate on liaising between the government and the continental APRM structures, and between the government and the national APRM structures. It is also coordinating APRM matters within the government, while providing advice to APRM Tanzania when necessary. The Focal Point does not sit in the Council, but it enjoys a good working relationship with both the Council and the National Secretariat

7. Commencement of Operations by APRM Tanzania

Although Tanzania joined the APRM in 2004 and despite commendable commitment by the government to initiate the process thereafter, Tanzania did not manage to put the implementing structure, APRM Tanzania, in place until mid-2007, when a full-fledged national Secretariat was established to support the NGC

8. Facilitation by Financing

The entire review process needs substantial funding, estimated by APRM Tanzania to be in the region of 2.5 billion shillings (about USD 2,000,000) in the first year of the organization's operations (2007/08). Through a budget approved by Parliament, the Tanzanian government committed itself to providing 84.4% of the financial needs in 2007/8, while UNDP Tanzania committed itself to providing for 15.6%. At the end of the financial year the government had been able to provide about 50% of the required funds. UNDP Tanzania is now providing the rest of that year's funding to cover the deficit. In the second year of operations (2008/09), APRM Tanzania has estimated its funding requirements to be in the region of 3 billion shillings (about USD2, 500,000). The government has pledged to provide for 66% of the financial needs, while the UNDP has committed itself to meeting the rest.

9. Status of activities of APRM Tanzania

(a) Capacity building in the Council and the Secretariat

From the beginning the NGC decided that APRM Tanzania needed to build the capacity of its two organs, the NGC itself and the Secretariat, by ensuring that they enjoyed physical facilitation, and that both were knowledgeable in APRM matters.

With the facilitation of the Focal Point, APRM Tanzania has acquired adequate and modern premises for the staff of the National Secretariat. Each of the offices is equipped with the required furniture, computers, telephones and internet services. Adequate vehicle transport is also available. Financial facilitation, the availability of premises and the existence of a working secretariat has enabled the NGC to conduct nine scheduled meetings between July 2007 and October 2008.

With respect to knowledge of APRM, the NGC initially attended two sensitisation seminars lasting a total of four days, and it has since participated in many of the stakeholder sensitisation activities. The Secretariat has undergone similar training. More importantly, all senior and middle level officers of the Secretariat have been trained and have conducted sensitisation facilitation in all stakeholder seminars conducted so far. This has given them the necessary knowledge, experience and confidence in conducting sensitisation on APRM.

(b) Continuing Sensitisation

APRM Tanzania is fully aware of the need to conduct sensitisation for the entire duration of the review. For this reason APRM Tanzania has intensified its activities in this area since December 2007. Both the Council and the Secretariat are heavily involved in this work, but other stakeholders, such as the media and civil society organisations, are also actively engaged in it as a result of deliberate networking efforts by APRM Tanzania.

The main form of sensitisation of the public is by news media. Newspapers, television and the radio have all been actively involved through talk shows, advertorials and announcements. In future the radio, with its greater reach, will remain pivotal in this role. Since December 2007 APRM affairs have been covered in numerous programmes, news bulletins, stories, features and advertorials on TV and radio, and in newspapers. An 8-page quarterly newsletter was published in April, July and October 2008. 90,000 copies of the newsletter were distributed to the public, mostly as a newspaper pull-out. Its electronic version was placed on the APRM Tanzania website². APRM Tanzania is working on further dissemination through brochures, posters, newsletters, garment prints, radio spots and TV spots.

Certain key stakeholders and a section of the ordinary public have to be sensitised through contact seminars. Stakeholder groups that have been sensitised in this way include Members of the Union Parliament; Members of the Zanzibar House of Representatives; leaders of political parties; principal secretaries in Zanzibar; Permanent Secretaries, the judges of High Court and Court of Appeal, ministry directors; heads of units; regional and district administrative secretaries; district executive directors; leaders of civil society organisations; trade unions; cooperatives; Technical Assessment Institutions (TAT); media organisations; the disabled; academia; leaders of the youth; leaders in Faith-Based Organizations (FBOs); and women leaders. More 2,000 people were sensitised in this manner

Also sensitised in face-to-face seminars were representatives of all societal groups in 26 regional seminars of 35 people each. Not less than 900 people, therefore, attended these regional stakeholder seminars

In addition, there has been an APRM sensitisation public rally or seminar in four villages of each of the 26 regions of Tanzania. The number of participants in village rallies ranged from 100 to 250, and it is estimated that nearly 20,000 villagers attended these contact seminars.

In total there have been 156 sensitization seminars of this contact type since the start of APRM in the country, of which 6 were conducted early by the government and by the UNDP. Thus APRM Tanzania has conducted 150 of them, involving about 26,900 participants.

Also, there have been six other significant meetings of APRM information dissemination, five of which were conducted by APRM Tanzania.

² APRM Tanzania has had a website, www.aprmtanzania.org, since March 2008. The website is updated regularly. It contains all important information on APRM at the continental and national levels of member states, and, of course, carries information on activities in Tanzania. It has all basic APRM documents, including the common questionnaire and the Review Reports of countries that have completed the process.

An accompaniment of the sensitisation has been the distribution of 6,660 copies of standard APRM documents, which are:

- Declaration on Democracy, Political, Economic and Corporate Governance
- Memorandum of Understanding (MOU) on the APRM
- Objectives, Standards, Criteria and Indicators for the APRM
- Guidelines for Countries to prepare for and to participate in the African Peer Review Mechanism.
- Country Self Assessment for the African Peer Review
- APRM Tanzania's Sensitization Document

(c) Technical Assessment

APRM Tanzania has adhered to the principle that it is the TATs that will compile the entire Country Self Assessment Report (CSAR). Initially they will do so by integrating information from the public submissions with all of the information generated from the technical studies, including the desk research, the perception surveys, special in-depth studies and other supplementary studies. The draft CSAR, with its accompanying Programme of Action (PoA), will then be subjected to several validation workshops, both technical and public.

The Technical Assessment Teams (TATs) conducted their desk research from October to December 2007. In March and May 2008 they presented their draft reports in the four major APRM thematic areas to workshops of technical representatives of stakeholders that lasted four days. In the intervening period TATs continued to revise their desk research reports, and in August 2008 they conducted countrywide household and expert panel surveys of public opinion on governance in Tanzania. The TATs have now completed the work of merging the results of desk research and opinion surveys. They have also incorporated the results of opinion investigations of key social groups, consisting mostly of leading CSOs that had group discussions on governance in Tanzania. Several stakeholder workshops lasting four days will be held in December 2008 to review these drafts. In January 2009 these drafts will be merged by experts into one document that will be considered the draft Country Self Assessment (CSAR) of APRM in Tanzania. The draft CSAR, with its accompanying Programme of Action (PoA), is expected for tabling and discussion in several validation workshops in regions and at the national level in February 2009.

(d) Assessment by the public through the common questionnaire

It is expected that soon there will be information generated separately by the public's assessment through responses to the common APRM questionnaire. APRM Tanzania has so far distributed about 3860 copies of the APRM common questionnaire to key stakeholders, mostly during sensitization events. More common questionnaires for public submission were distributed at village rallies and through local government offices. APRM Tanzania has encouraged others to download the common questionnaire from the continental APRM website and the APRM Tanzania website, www.aprmtanzania.org, where both the English and Kiswahili versions are available. Members of the public have been encouraged

throughout the seminars and the media to fill the questionnaire and submit it to the National Secretariat.

(e) Engagement of Consultants for Quality Assurance of the Thematic Areas Reports

Consultants were engaged to work on the CSAR as follows:

(i) Lead Consultant

The Lead Consultant was engaged to prepare the Introductory Chapter of the CSAR and in consultation with thematic area consultants to merge the Thematic Area Reports into a single CSAR, correct factual mistakes and improve the structure of the Report.

The scope of his work included:

- To prepare an Introductory Chapter of the CSAR covering the profile/fact sheet and important milestones and landmarks of Tanzania as a Nation such as the Union of Tanganyika and Zanzibar, Tanzania's role in the frontline states and its policy on socialism and self reliance;
- To prepare a Background Chapter showing how the process of governance assessment was carried out;
- To prepare Overall Conclusions on the Assessment of Governance in Tanzania;
- Identify Governance Gaps and Best Practices for sharing and emulation by other African countries;
- Merge the Introductory Chapter, Background Chapter, Thematic Area Reports, Overall Conclusions on the Assessment of Governance, Identified Best Practices and the National Programme of Action into a single CSAR without changing the contents of the thematic area reports;
- Prepare the Table of Contents by emulating other African countries that have completed CSAR;
- Check the language used and where necessary propose changes; and
- Present the draft Report to the NGC for discussion and approval.

(ii) Consultants for Quality Assurance for the four Thematic Areas Reports

Four consultants were engaged to perform the following tasks:

- Go through the thematic area reports and check whether all issues currently on the ground have been incorporated into the report and also identify gaps.
- Identify governance deficits to be used in the preparation of the National Programme of Action (NPOA).
- Identify best practices for sharing and emulation by other African countries.
- Check for errors and omissions in the document including citations and references and report them.
- Check the language used and where necessary propose changes.

(iii) Engagement of a consultant to supervise the drafting of NPOA

The consultant was engaged to facilitate the preparation of the National Program of Action [NPOA]. This assignment will be undertaken by a Team of experts from the

Ministries, Departments and Agencies [MDAs], private sector, Non State Actors and APRM Secretariat in a retreat to be organized by the Secretariat. The role of the consultant will be to facilitate the team and provide expertise on how to come up with the NPOA using the agreed APRM format.

The scope of the work of the consultant includes:

- To go through the CSAR/Thematic Area Reports and pick up issues those are proposed for inclusion in the Program of Action (NPOA);
- In collaboration with the team of experts, prioritize the proposed interventions building on the existing government and other national initiatives to ensure synergy, and that there is no duplication of efforts;
- In collaboration with the team of experts, prepare the National Program of Action using the agreed APRM format and ensure that it has corresponding costs;
- Edit the Program of Action; and
- Present the Program of Action to the National Governing Council (NGC) for discussion and approval.

(iv) Engagement of a consultant to Prepare Validation Manual

The scope of the work of the consultant included to prepare the Validation Document of the Country Self Assessment Report [CSAR] to be used during validation workshops countrywide viz. experts, regional, village, special groups and national validation workshops. The major role of the consultant will be to elicit issues contained in the CSAR that shall be communicated to the general public for validation purposes.

The scope of the work includes:

- To go through the CSAR and pick issues that are important for the general public to understand. Consider areas such as the process of governance assessment, best practices, governance deficits, and NPOA worth of consideration.
- On the basis of the above, prepare a draft user friendly document on areas for validation;
- Present the draft document to the NGC for discussion and approval.

(f) The Country Support Follow-up Mission (CSFM) 3 – 4 March 2009

The Country Support Follow-up Mission (CSFM) visited Tanzania from 3rd to 4th March 2009. The team was lead by Professor Adebayo Adedeji, a member of the APRM Panel of Eminent Persons and the leader for the Tanzanian process. Other members of the team were: Ms Evelynne Change and Ms Nana Boateng who are from the APRM Continental Secretariat as Coordinator of Corporate Governance and Research Analyst in the Socio-economic Development thematic respectively, Guy Ranalvomanana from the UN's Economic Commission for Africa and Mr. Oswald Leo from the African Development Bank (AfDB).

The CSFM was necessary for two main reasons. Firstly, when the Country Support Mission (CSM) took place in 2006 the important structures such as the NGC,

Secretariat and the TATs had not been formed. Since these structures have been established, the CSFM needed to interact with them. Secondly, the CSFM needed to provide an impetus to the Tanzanian process whose implementation has been lagging behinds. Some of its Peers who acceded to the process during the same period have completed or reached advanced stages.

The overall objective of the CSFM was to review the progress made so far and to exchange views on how best to carry out the remaining activities aimed at accomplishing the process. The meetings which were conducted with different stakeholders were supposed to be fairly interactive for peer learning purposes. In the end, the CSFM agreed with the NGC on the road map for finalization of the Tanzanian process.

The following were the main recommendations:

- Agreed on the following road map;

s/n	Activity	Date
1.	Completion of the CSAR and the NPOA	March –April 2009
2.	Validation of the CSAR and the NPOA	May 2009
3.	Submission of the CSAR and the NPOA to the Continental Secretariat	June 2009
4.	Preparation of Country Support Mission involving:	July 2009
	Preparation of the issues paper	
	Assembling the Country Review Team	
	Fielding the Country Review Mission	
5	Drafting of the Country Review Report	
6	First Consideration by the APR Panel	August 2009
7	Informal Consultation with Tanzania on the CRR	September 2009
8	Second Consideration by the APR Panel	September 2009
9	Official Submission of the CRR to the Government of the URT	October 2009
10	Receipt of comments on the CRR by the Government of the URT	October 2009
11	Translation of the TZ CRR into other languages	November 2009
12	Editing and reproduction of the TZ CRR	November 2009
13	Circulation of the TZ CRR to Forum Members	First week of January 2010
14	Peer Review of Tanzania	January 2010

- The CSFM confirmed the gaps existing in the process particularly those related to publicizing the process.
- Agreed that the Tanzanian Report will be discussed at the AU summit in January 2010
- Agreed that there is inadequate time to complete the process and therefore need to fast track the process
- The government of Tanzania confirmed on availability of resources for APRM Tanzania
- The government of Tanzania made commitment about inauguration of the NGC

The APRM Tanzania activity plan has been recast and a budget for fast tracking the APRM process has been submitted to MFAIC for onward submission to Treasury.

(g) Validation

The validation of the CSAR and the NPoA has been conducted by organizing the workshops throughout the 26 regions of the United Republic of Tanzania at regional headquarters. The participants of these workshops were drawn from the sections of the society. Also, the Permanent Secretaries, their deputies and the RASs as critical government functionaries, have validated the report. The exercise of validation still continues.

(h) Submission of the Governance Report of Tanzania

The schedule for the country assessment has been revised several times to fit the financial situation and other circumstances. The Country Self Assessment Report (CSAR) has been submitted to APRM Continental Secretariat in the middle of July 2009. The Country Review Mission is now expected in September 2009 and submission of the Country Review Report (CRR) to the Forum of Participating Heads of States and Government will be January 2010. All stakeholders in Tanzania are being urged to work towards this end.

10. Conclusion

Successful implementation of APRM activities depends on many things. The most important ones on the horizon include the cooperation and mutual support of the key stakeholders, such as the Focal Point, other government departments, the NGC and the Secretariat. Also included is the sensitization and understanding of the characteristics of the review as a limited-term, fast-paced project that is useful only when results are delivered in the expected time-frame. Finally, a steady and reliable flow of funds is critical to the implementation of APRM. So far there has been excellent cooperation and mutual support among the key stakeholders. The NGC, the Secretariat and the Focal Point authorities have all been sensitized together to understand the requirements of the APRM success. One of the challenges of APRM Tanzania is to continue sensitizing other stakeholders, including other government departments, so that they all understand the importance of this national project and the urgency of its work, which require support through participation in workshops, providing timely

government responses to the Country Review Report when the time comes, and facilitating the smooth flow of funds.

THEMATIC AREAS AND SAMPLE OBJECTIVES

BACKGROUND

- Nearly all African countries have been in crises in the recent past
- Crises were political and economic; one caused the other, and vice versa
- Crises aggravated the social conditions of the people
- Good governance in the economic and corporate sphere, in the political and democratization arena, and in socio-economic development would eliminate crises and spur sustainable progress
- All critical areas requiring good governance, constant monitoring and periodic review could be fitted into four frameworks known as thematic areas

THEMATIC AREAS OF THE ASSESSMENT

- ECONOMIC GOVERNANCE AND MANAGEMENT
- CORPORATE GOVERNANCE
- SOCIO-ECONOMIC DEVELOPMENT
- DEMOCRACY AND POLITICAL GOVERNANCE
- CROSSCUTTING THEMES:
 - Poverty reduction, gender balance, decentralisation, participation, access to information, sustainability in financial, social and environmental issues, corruption
- The thematic areas have been elaborated upon in great detail, especially in the questionnaire for self-assessment. Below we give an indication and some examples of issues covered in each thematic area.

ECONOMIC GOVERNANCE AND MANAGEMENT

- Background thinking: That the problems of governance in the economic arena were characterised by:
 - Ineffective mobilisation of funds
 - Dependency on aid
 - Poorly performing financial sectors
 - Weak central banks
 - Budget processes not transparent and wasteful government spending
 - Ineffective auditing bodies
 - Environment not conducive to investment and hostile to the market
 - Widespread and crippling corruption
 - Poor infrastructure for economic growth
 - Unpredictable public administration.
- Thus, the review would assess:
 - The promotion of macro-economic policies that support sustainable development
 - Soundness of macro-economic policy framework assessed

- Trends of GDP and its derivatives
 - Rates of job creation and unemployment
 - etc
- Transparent, predictable and credible economic policies and sound public finance management
 - Effective public administration, the Central Bank and regulatory authorities
 - Reliable and transparent budget process
 - Regular reporting of revenues and expenditure by Government
 - Autonomy of the Central Bank and the national auditing body
- The fight against corruption and money laundering
 - What concrete measures for fighting corruption exist – programmes and actions for prevention, prosecutions, convictions
 - Measures to strengthen and provide autonomy of action to anti-corruption institutions (such as the PCB, the judiciary, the TRA, offices of the directors of public prosecutions)
- Acceleration of regional integration
 - Policies and actions that encourage and promote integration

CORPORATE GOVERNANCE

- Major concerns in Corporate Governance are the ethics and values in the practice of business companies and corporations that promote social and community well being.

What to look for are:

- Rules providing framework for regulation and support of economic activities
- Rules and actions to ensure that business entities act responsibly with regard to HR, social goals and environmental sustainability
- Whether corporations act fairly and justly in their treatment of all stakeholders (shareholders, employees, communities, suppliers, customers)
- High levels of reporting, disclosures and accountability of directors
- Effective accounting and auditing of corporations

SOCIO-ECONOMIC DEVELOPMENT

- The main considerations in this thematic area include:
- Policies and actions for accelerating socio-economic development. Showing results achieved in poverty reduction and sustainable development in line with NEPAD and Millennium Development Goals (NSGRP–MKUKUTA, MKUZA, MKURABITA may be relevant here)
- Strengthening implementation in critical areas of socio-economic development. Some of these are:
 - Education for all,
 - Combating HIV/AIDS,
 - Fighting communicable diseases,
 - Ensuring access to water, finance, energy, and markets for all people, including the rural poor
- Promoting self reliance, accelerated agri-production, integrated rural development, and the diversification of production and exports

- Promoting participation, empowering communities to manage their own development, and ensuring VOICE for civil society.
- Promoting gender equality, and, in particular, taking measures to promote the education of girls and women

DEMOCRACY AND POLITICAL GOVERNANCE

- Background thinking: That democracy and political governance create the environment for good economic governance, corporate governance and socio-economic development, in addition to the immediate and direct impact they have on people's lives. Major issues in this thematic area include:
 - Constitutional democracy:
 - Regular elections,
 - Supremacy of the constitution,
 - Rule of law
 - Political, Civil, Social and cultural rights.
 - Capacity for sustained and enforcement of these HR.
 - Access to the HR commission (the CHRGG) and the courts (e.g., the High Court)
 - Separation of Powers, and Checks and Balances.
 - Parliamentary oversight and its effectiveness.
 - Independence and effectiveness of judiciary (security of tenure, access to resources, effectiveness of judicial service commissions)
 - Accountability, Efficiency and Effectiveness of holders of public office and public servants
 - ensure professionalism and integrity, effectiveness,
 - codes of conduct, declaration of property, etc
 - Corruption
 - Rights of women
 - Rights of children and young persons
 - Rights of vulnerable groups, including refugees
 - Prevention of intra and inter-country conflicts (policies, processes, institutions, management, resources)

THE NATURE OF THE ENQUIRY:

- For each thematic area and each issue raised the assessment would seek to answer the following questions:
 - Whether international standards or best practices have been adopted
 - The extent of implementation
 - The effectiveness of implementation
 - The capacity of institutions and agents of implementation
 - The probability of sustaining that implementation

SELECTED APRM DOCUMENTS

1. The New Partnership for Africa's Development (NEPAD) document. Also available at <http://www.nepad.org/2005/files/documents/inbrief.pdf>

2. Declaration on Democracy, Political, Economic and Corporate Governance [AHG/235(XXXVIII) Annex I]. Also available at <http://www.nepad.org/2005/files/documents/2.pdf>
3. Memorandum of Understanding (MOU) on the APRM [NEPAD/HSGIC/03-2003/APRM/MOU]. Also available at <http://www.nepad.org/2005/files/documents/111.pdf>
4. APRM base document [AHG/235(XXXVIII) Annex II]. Also available at <http://www.nepad.org/2005/files/documents/49.pdf>
5. APRM Organisation and Processes [NEPAD/HSGIC/03.2003/APRM/Guideline/O&P]. Also available at <http://www.nepad.org/2005/files/documents/48.pdf>
6. Objectives, Standards, Criteria and Indicators for the APRM [NEPAD/HSGIC/03-2003/APRM/Guideline/OSCI]. Also available at <http://www.nepad.org/2005/files/documents/110.pdf>
7. Guidelines for Countries to prepare for and to participate in the African Peer Review Mechanism. Also available at <http://www.nepad.org/2005/files/aprm/aprmguidelinesforcountryreview200104final.pdf>
8. Outline of the Memorandum of Understanding on Technical Assessments and the Country Review Visit [NEPAD/HSGIC/03-2003/APRM/Guideline/Outline]. Also available at <http://www.nepad.org/2005/files/documents/50.pdf>
9. Country Self Assessment for the African Peer Review mechanism (Master Questionnaire). Also available at <http://www.nepad.org/2005/files/documents/156.pdf>.