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The IOCOM Digest and Dialogue (IDD) is to be recognized as a world class outcome management Journal/Periodical.

IDD Mission

IDD’s Mission is to provide useful, timely and thought-provoking content in outcome management driven disciplines that addresses a broad spectrum of practices for knowledge exchange among academicians, researchers and practitioners.

IDD Objectives

1. Bridge the gap between academicians and practitioners in the discipline of outcome or benefit management
2. Provide a platform to academic researchers and practitioners for disseminating their research work.
3. Promote adoption of innovative outcome or benefit management disciplines
4. Highlight challenges being faced by the outcome managers (practitioners)

IDD Scope

1. The IDD journal will cover application of the cross cutting themes of Outcome management disciplines. No other journal in the world is having such orientation.
2. IDD journal’s main emphasis is on applied research.
3. IDD journal will accommodate articles based on both qualitative and/or quantitative approaches. However, preference will be given to mixed methods and action research.
4. Geographical territory of our journal is the entire globe.
5. Our target audience includes academics and practitioners in outcome or benefit management.
Introduction of IOCOM

IOCOM is a not-for-profit corporation registered in Canada. It is an organization of professionals, academics and an alliance of international and national associations, societies and networks engaged in the discipline of outcome management.

IOCOM invites professionals and academics to create a forum for the exchange of useful and high-quality theories, methodologies and effective practices in outcome management drawn from all management disciplines. IOCOM encourages outcome management practitioners from all disciplines to make use of our resources, to participate in our initiatives and to contribute to our goals as individuals or through their organizations. We offer global linkages to outcome management professionals, organizations and networks about events and important initiatives, as well as opportunities for exchanging ideas, practices, and insights with peers throughout the world.

IOCOM’s Vision

To create a world where professionals, academia, organizations and networks with a focus and interest in effective outcome or benefit management, collaborate to strengthen the theory and practice of the discipline that benefits society.

IOCOM’s Mission

To promote outcome or benefit management in the world at large through multidisciplinary professional and academic collaboration and contribute to the quest for outcome or benefit management evidence in decision making for business and organizational viability.

IOCOM organizational and individual memberships are free and provide the benefits of professional connectivity worldwide and access to IOCOM’s E-Journal, Digest and Dialogue (IDD).

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6  Message from the Chair/President

10  Editors’ Note

ARTICLES

11  Open Government Partnership: Strengthening transparency, accountability and citizen participation in government
    *By Sandiran Premakanthan*

21  Canada’s budget watchdog: Crunching the $$$ on political campaign promises
    *By John Flanders*

27  The Citizen Sector and Rural Development: A Case of India
    *By Ishwar Awasthi*

34  The Role of Non-Governmental Organisations in the Development of the Education Sector in Kenya: Providing Alternative Solutions to Education Challenges
    *By Awuor Ponge*

40  Open Data Initiatives in Developing Countries: What role can NGOs play?
    *By Atiq ur Rehman*

49  Authors’ Introduction

50  Call for Articles

53  Submission Guidelines
Message from the Chair/ President

Good day! Welcome to a new issue of IDD. This issue of IDD focuses on the government and non-government organization (NGO) ecosystem and sub-themes. These days, the term “ecosystems” appears to be the buzzword in business, government and non-government management circles.

One of the largest such ecosystems belongs to the United Nations\(^1\). Figure 1 illustrates the magnitude of the United Nations (UN) ecosystem.

![United Nations Ecosystem Diagram](Image)

The UN global ecosystem is the driving force in assisting governments and NGOs worldwide to deliver on projects, programs and initiatives by funding through appropriate UN organs (sub-ecosystems) and mechanisms.

Non-governmental organizations, or NGOs, were first called such in Article 71 in the Charter of the newly formed United Nations in 1945\(^2\). While NGOs have no fixed or formal definition, they

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are generally defined as non-profit entities independent of governmental influence (although they may receive government funding).

A formal definition of NGO\(^3\) is any non-profit, voluntary citizens' group which is organized on a local, national or international level. Task-oriented and driven by people with a common interest, NGOs perform a variety of service and humanitarian functions. They bring citizen concerns to governments, advocate and monitor policies and encourage political participation through provision of information.

Some NGOs are organized around specific issues, such as human rights, environment or health. They provide analysis and expertise, serve as early warning mechanisms and help monitor and implement international agreements. Their relationship with offices and agencies of the United Nations system differs depending on their goals, their venue and the mandate of a particular institution.

NGO activities include, but are not limited to, environmental, social, advocacy and human rights work. They can work to promote social or political change on a broad scale or very locally. NGOs play a critical role in developing society, improving communities and promoting citizen participation.

Government\(^4\) on the other hand consists of a group of people who govern a community or unit. It sets and administers public policy and exercises executive, political and sovereign power through customs, institutions and laws within a state. A government can be classified into many types; democracy, republic, monarchy, aristocracy, and dictatorship are just a few.

The UN, government and NGO ecosystems all over the world are striving to move the SDG 2030 agenda\(^5\). The success as measured by the SDG indicators will depend on the symbiotic relationships of many inter-related ecosystems and their sub-systems.

The other day, when I was researching this article, I stumbled across a June 2017 analysis titled “Growing Role of NGOs and the UN” by a researcher named Alexander Jr. Ross.

Despite the best efforts of Google, I wasn’t able to find anything on Mr. Ross. However, his analysis was published on the website of the Belgium-based organization “Beyond the Horizon”\(^6\).

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3 http://www.ngo.org/ngoinfo/define.html

4 http://www.businessdictionary.com/definition/government.html

5 https://sustainabledevelopment.un.org/

Beyond the Horizon International Strategic Studies Group (ISSG) identifies itself as a non-partisan, independent, and non-profit “think & do tank”. The mission of Beyond the Horizon ISSG is to promote global peace and security by empowering decision and policy-makers with knowledge and advocating paths to prevent, mitigate or end crises and conflicts.

Mr. Ross has some interesting things to say about the UN and NGOs. For one thing, according to the Department of Economic and Social Affairs (DESA), the NGO Branch of the UN Department, there are nearly 5,000 NGOs currently in a consultative status with the UN. They play important roles in the heavily bureaucratic organization. For example:

- NGOs provide the UN with the necessary know-how, resources, and legitimization, which the UN lacks in the international arena. For the NGOs, their link with UN officials and state representatives allows them to gain credibility and therefore they are able to acquire more resources.

- Governments or warring factions are more likely to welcome the input of NGOs than other institutional actors, particularly in difficult internal situations where states don’t want the involvement of other states.

- NGOs share professional expertise and information, mainly in three ways: “policy initiating activities, policy developing processes and policy implementing practices”.

- Most of the time, NGOs’ reports provide background information and reduce the preparation time and the cost of collecting information. Specifically, NGOs working in the area of human rights contribute to the UN by preparing reports on human rights violations worldwide.

One such NGO player is Oxfam International,7 the mission of which is evident from its slogan “The power of people against poverty”. There are 17 Oxfam organizations in more than 90 countries. Oxfam has more than 10,000 staff and nearly 50,000 volunteers across the world. It controls a budget of €1,049.6 million, about US$1.3 billion (Oxfam Annual Report 2014-2015).

Mr. Ross concludes: “The United Nations has always adapted through its history and further engagement with NGOs has proven to be mutually beneficial. For this reason, I see NGOs to remain active and engaging the United Nations in trying to limit the outbreak or manage crises, as well as be front runners for peace and conflict resolution.”

7 https://www.oxfam.org/en
In this issue, I have written about “open government” that calls for citizens and governments around the world to work together to address the world’s most pressing challenges to democracy and to drive actions that benefit everyone.

A big thank you to the contributors to this issue for their time and effort; I encourage others to join them. IDD needs writers from all outcome management disciplines to maintain a continuous flow of articles, short or long. Let the world know what you are doing. It’s your e-journal. Help us make it world class!

Until next time,

Sandiran (Sandi) Premakanthan  
Founder President/Chairman
Editors’ Note

Good day! Welcome to a new issue of IDD.

At the outset, we would like to welcome two authors into the IDD fold: **Ishwar Awasthi**, who holds a doctorate from the Jawaharlal Nehru University, New Delhi, is Professor at the Institute for Human Development; and **Awuor Ponge** who is Associate Research Fellow, in charge of Research, Policy and Evaluation at the African Policy Centre (APC) in Kenya.

In this issue, Ishwar explores the role of the citizen sector in rural development in India and traces the earliest initiatives by numerous missionaries and civil society organizations. This is his second article. In August 2017, he examined the mountain economy of India in the tiny state of Uttarakhand.

**Awuor**, in his article, examines the role NGOs play in filling gaps in Kenya left by the failure of states across the developing world in meeting the needs of their poorest citizens.

A big thank you to both for their time and effort; we encourage others to join them. IDD needs writers from all outcome management disciplines to maintain a continuous flow of articles, short or long.

Elsewhere in this issue, which focuses on the government and non-government organization (NGO) ecosystem, we have articles by:

- IDD editor **Atiq ur Rehman**, who presents an overview of the concept, history and implementation of Open Government Data initiatives taken in different parts of the world, and examines how NGOs can play their role in facilitating adoption of such initiatives.

- IDD chair **Sandiran Premakanthan**, who reports from the 6th Open Government Partnership (OGP) Summit held in Ottawa in late May 2019. His article reviews the fundamentals of open government and its importance in solidifying democracies around the world, highlighting Canada’s leadership.

- IDD associate editor **John Flanders**, who examines how Canada’s Parliamentary Budget Officer, for the first time, costed campaign proposals in the nation’s recent 2019 general election and the guidelines by which his organization made decisions.

Happy reading, all.

*Editors*

*Atiq ur Rehman, Susanne Moehlenbeck, and John Flanders*
Open Government Partnership: Strengthening transparency, accountability and citizen participation in government

Sandiran Premakanthan

Introduction

In late May 2019, Canada's Prime Minister Justin Trudeau inaugurated the 6th Open Government Partnership (OGP) Summit in the nation’s capital of Ottawa, welcoming more than 2,000 delegates from around the world, including former heads of state, ministers, local government officials, and civil society leaders. For three days, they discussed solutions to rising threats to democracy, such as the misuse and mistrust of social media. They also focused on how to advance gender and inclusion as a way to foster more responsive and open governments.

The OGP global summit came at a particularly complex time. A new OGP global report - *Democracy Beyond the Ballot Box* - warned that in far too many countries, citizens perceive their elected governments to be disconnected and unresponsive to their needs, or corrupt and captured by special interests.

Authoritarianism is on the rise again, the report warns. The current wave is different – it is more gradual and less direct than in past eras. Today, challenges to democracy come less frequently from vote theft or military coups; they come from persistent threats to activists and journalists, the media, and the rule of law. Nearly half of OGP members have problems related to civic rights. The problems may not be as great as elsewhere, but there is a decline in these important measures of civic health. According to one estimate, the ability of citizens to freely speak, associate, assemble and, therefore, to participate in democracy is under assault in more than 100 countries.

In welcoming the delegates, Mr. Trudeau said: “The summit will show that citizens and governments around the world must work together to address the world’s most pressing challenges to democracy to drive actions that benefit everyone. At its heart is a simple idea: open government is good government.”

This article is based on publications on open government from the summit, as well as observations by the author, who was a participant. It reviews the fundamentals of open government and its importance in solidifying democracies around the world, and highlights Canada’s leadership and two-year action plan. It also examines findings of the *Democracy*
beyond the ballot box report, prepared by OGP lead author Joseph Foti on the state of open government among OGP and non-OGP countries.

**What is open government?**

Here is a well articulated statement. Open government is a cornerstone of an open society – a society where voices can be heard, ideas debated, and where there is opportunity for exchange between government and its people. Which calls for governments to be transparent, participatory and accountable to the public.

Open government helps governments serve people in ways that are efficient and fair. It can also help deploy new, digital tools that save public resources and make government processes more inclusive.

Open government aims to:

- Promote increased transparency, accountability and participation; and
- Harness new technologies to strengthen governance.

At the global level, open government efforts are coordinated by the Open Government Partnership (OGP). Governments around the world support open government through action plans that include commitments on things such as open data, open information and open dialogue.

OGP was founded in September 20, 2011 by the United States of America, Brazil, Mexico, United Kingdom, Philippines, Indonesia, Norway and South Africa. Since the founding, 79 OGP participating countries and 20 subnational governments alongside thousands of civil society organizations have made over 3,100 commitments in more than 100 biennial action plans to make governments more open and accountable. Its mission: “OGP aspires to support both government and civil society reformers by elevating open government to the highest levels of political discourse, providing ‘cover’ for difficult reforms, and creating a supportive community of like-minded reformers from countries around the world.”

The Government of Canada served as the OPG’s lead government chair, for one year, from October 1, 2018. The priorities focused on three dimensions:

- **Participation**: Enable citizens, civil society and business to participate in government decision-making. This leads to more trust in government and better outcomes.

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• **Inclusion:** Empower under-represented citizens regardless of gender, race or sexual orientation, to engage actively with governments. This allows for more equitable governments.

• **Impact:** Help citizens understand how open government affects their day-to-day lives. This makes government accountable for results that make a difference.

**Canada's Action Plan on Open Government 2012-14**

The Canadian Government is striving to foster greater openness and accountability, to provide Canadians with more opportunities to learn about and participate in government, to drive innovation and economic opportunities for all Canadians and, at the same time, create a more cost effective, efficient and responsive government.

Figure 1 synthesizes the 12 commitments included in Canada’s first Action Plan on Open Government and reflects their alignment with Canada's Open Government Strategy. At the core are two commitments considered foundational to the success of the overall Open Government Strategy.

![Figure 1 - Canada’s Commitments](image)

**Open government directive**

In Year 1 of the Action Plan, Canada issued a new policy directive on open government. The directive provides guidance to 106 federal departments and agencies on what they must do to maximize the availability of online information and data. The clear goal of this directive is to make open government and open information the 'default' approach.

**Open government license**

To support the directive and reduce the administrative burden of managing multiple licensing regimes across the Government of Canada, a new universal Open Government License was issued in Year 1 of the Action Plan (Table 1). The goal is to remove restrictions on the reuse of published Government of Canada information (data, info, websites, and publications) and to align with international best practices.

**Table 1: Summary of Action Plan Commitments by Grand Challenge**

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<thead>
<tr>
<th>INITIATIVE</th>
<th>OGP Grand Challenges</th>
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<td>Increase Public Integrity</td>
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<td><strong>FOUNDATION</strong></td>
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<td>Open Government Directive</td>
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<td>Open Government License</td>
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<td><strong>OPEN INFORMATION</strong></td>
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<td>Modernizing the Administration of Access to Information</td>
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<td>International Aid Transparency Initiative (IATI)</td>
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<td>Opening Government of Canada Records</td>
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<td>Advancing Recordkeeping in the GC – GCDocs</td>
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<td>Government of Canada Resource Management Data</td>
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<td><strong>OPEN DIALOGUE</strong></td>
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<td>Consulting Canadians</td>
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A selection of topics from the current action plan (2018-20)\(^{10}\) that distinguishes Canada from its peers is: financial transparency, user-friendly open government, and feminist and inclusive dialogue.

\(^{10}\) https://open.canada.ca/en/content/canadas-2018-2020-national-action-plan-open-government
Thanks to some of Canada’s achievements\textsuperscript{11} from past action plans (Action plan 2014-16), citizens can now access user-friendly open government data. Canada is also compliant with international standards and reporting on extractives. Legislation it approved in 2015 is designed to deter corruption in the global extractive sector by making government revenues from natural resources transparent to the public.

The main achievement of Canada’s 2016-18 action plan was transparency in awarding grants and contributions.

**Open government global report: Democracy beyond the ballot box\textsuperscript{12}**

_Democracy beyond the ballot box_ highlights the value of democratic institutions. It states: “The promise of democracy is often defined by the ballot box, where citizens determine who will represent their interests in government. That promise, however, too often fails to translate to the reality of people’s daily lives. In far too many countries, citizens perceive their elected governments to be disconnected and unresponsive to their needs, or corrupt and captured by special interests”.

The report warns that authoritarianism is on the rise again and today, challenges to democracy come less frequently from vote theft or military coups; they come from persistent threats to activists and journalists, the media, and the rule of law, and a response must be found. It calls for the OGP to be a strategic way for civil society and reformers in governments to join forces, commit to reforms to open up government, and together ensure that public institutions work for citizens, and not for themselves.

Every two years, each OGP member submits an action plan co-created with civil society that outlines concrete commitments to enhance transparency, accountability and public participation in government.

But there remain many challenges:

- Do these commitments have any impact?
- Do they target our society’s most pressing challenges?
- Do they result in a more collaborative, accountable way of governing? and,

\textsuperscript{11} OGP Global Report May 2019

Importantly, are they helping to protect democracy between elections?

To address these questions, OGP released its first comprehensive assessment of the state of open government. This report provides a thorough and honest review of progress made by OGP member countries in the first seven years of the partnership.

In determining its findings, the report examined a vast amount of the world’s governance data, across multiple dimensions of democracy and openness, specifically looking at three areas of progress and next steps:

1. Collective results: OGP countries’ progress as a collective based on aggregate indicators of openness.

2. Priority policy areas: OGP countries’ progress in three key areas: civic space as a crucial underpinning, anti-corruption initiatives, and public service delivery.

3. Member pages: stories of individual member countries’ progress across their OGP action plans and against key indicators of openness, as measured by third-party indicators. (The author invites readers to consult the report for discussions of the progress of member countries (For link, see footnote #4

**Collective Results: impact evidence**

The report reviewed evidence on the economic impact of open government to determine whether openness leads to better socio-economic outcomes. There is evidence that improved transparency in relevant policies is strongly correlated with better economic results. Open data helped to generate more than €52 billion for the European Union 28 in 2018.

Additionally, nearly 75,000 jobs are estimated to have been created as a result of the re-use of open data in 2016. This number is projected to increase to 100,000 by 2020. A study of G20 countries found that the global economic value-added of open data is US$2.6 trillion.

Researchers looked at the long-term impact of freedom of association, free and independent media, and government engagement with citizens – referred to as “diagonal accountability”. The results from this new look at openness data were clear – a stronger civil society, a free press and improved channels for public engagement leading to better development outcomes.

1. **Priority policy areas**

The report focused on selected thematic areas: (i) civic space, which constitutes a vital priority for OGP countries; (ii) anti-corruption, where open contracting and beneficial ownership transparency are emerging areas in which OGP countries can advance from innovation to norms (as has been the case regarding access to information, asset disclosure, and open budgeting); and
(iii) public service delivery, especially, education, water and sanitation, and health, which can deliver a tangible impact in the lives of citizens.

i) Civic space
This is the fundamental underpinning for open government and OGP. Civil liberties (the core of civic space) continue to experience steady erosion, even in OGP countries. Nearly half of OGP countries had problems in each of the basic freedoms of assembly, association and expression, as well as the fundamental rights that make transparency, participation and accountability work.

We examine three specific aspects of civic space in detail:

   a) Freedom of association

   Finding: OGP countries have strong legal and practical support for freedom of association; however, 40 per cent experience challenges. Restrictions have been placed on civil society organizations; these include restrictive laws, regulations and practices, as well as barriers to access, funding and funding cuts.

   b) Freedom of assembly: This is the bedrock of democracy, allowing people to collaborate, bring attention to issues, and get answers.

   Finding: About half of OGP countries have challenges in this area, but lack any commitments in assembly. Data consistently show that between a third and half of OGP countries experience notable interference with the right to peaceful assembly. At the same time, roughly a third to half of OGP countries perform consistently well. However, this is the area with the fewest commitments in all of OGP. OGP members could advance applicable policies and practices in five areas: (i) notification and permits, (ii) police force, (iii) criminalization and penalties, (iv) digital and online activities, and (v) non-state actors.

   c) Defending activists and journalists (freedom of expression): Without activists and journalists, the potential for transparency and participation resulting in accountability is severely weakened. Activists around the world continue to face harassment, stigmatization, detention and violence.

   Finding: In four out of five OGP countries, journalists reported harassment. In 50 OGP countries, there is inadequate investigation and prosecution for crimes against activists and journalists. While most OGP countries are relatively strong on issues of free expression for civil society organizations and individuals, there remain notable constraints to freedom of expression in over 40 per cent of OGP countries. The vast majority (90 per cent) of countries with problems in these areas lack relevant commitments in their action plans aimed at defending expression.
ii) Fighting corruption: emerging global norms
There are two emerging areas of focus for tackling grand corruption and improving government efficiency: a) open contracting and b) beneficial ownership transparency.

a) Open contracting: Corruption in public procurement can reduce the value of contracts by up to 15 per cent (depending on estimates). Open contracting along with disclosure of contracts with participation, monitoring, and oversight has been shown to yield fiscal savings, reduce corruption, and increase participation of businesses, including small and medium enterprises.

Forty-six OGP governments have made commitments in open contracting. However, to achieve impact and results, open contracting requires adopting a problem-driven sectoral approach, engaging citizens for impact, improving data quality (open, accessible, timely, machine-readable, gender disaggregating data and using open contracting data standards), and empowering women through open contracting.

b) Beneficial ownership transparency: has emerged as an essential means for combating corruption, stemming illicit financial flows, and fighting tax evasion. Sixteen OGP governments have committed to beneficial ownership transparency.

To heighten impact, the report outlines four key issues to be addressed: (i) strengthening the collection of beneficial ownership information, including on trusts; (ii) improving the interoperability of the information; (iii) verifying registered information; and (iv) engaging citizens in monitoring and accountability.

iii) Public service delivery: accountability and engagement matter
Three key sectors are examined: a) water, sanitation and hygiene b) health, and c) education. Available data were used to identify potential areas of work for future action plans.

a) Water, sanitation, and hygiene: is one of the less explored areas in OGP action plans with only nine countries currently implementing relevant commitments even though dividends from investing in open government are significant. The report states that OGP members can continue to advance this work through commitments focused on improving four areas: data for governance; data on governance; participation and accountability; and spending on vulnerable populations.

b) Health: addressing health issues is key to driving development outcomes, including more inclusive, sustainable growth across all economies. The report evidence indicated:

- greater openness led to a measurable improvement in infant mortality rates, a reduction in 10 deaths per 1,000 births per decade between the most closed and most open countries.
greater openness and accountability are associated with longer life expectancy for women and men in the medium to long term, with notably significant results over 10 and 20 years.

research did not find a statistically significant relationship between openness and maternal mortality.

Only a minority of OGP countries regularly publish data on progress toward universal health care; and while most OGP countries had program-level budgeting, fewer reported on expenditures and outcome indicators.

Public participation and accountability: OGP members, while they do address improving participation and accountability in health, have largely focused on citizen input into policy and strategy.

c) Education: The report outlines an open government agenda for education consisting of moving from inputs to outcomes and from tools to institutions.

Whether measured by the OGP eligibility requirements or by the 12 policy sub-dimensions collated, the results indicate that OGP countries have higher scores across all 12 sub-dimensions of open government. In particular, OGP countries were much stronger in budget transparency, regulatory openness, and freedom of association.

When and how does open government work?

Evidence from V-Dem (Varieties of Democracy) Institute based at the University of Gothenburg in Sweden shows that “openness works best when it is part of a broader ecosystem of accountability and government capacity”. Its research showed the following:

Openness works better when there are stronger elections and checks-and-balances, and when civil society and a free press are more effective at informing voters.

Openness has a stronger effect when countries are wealthier and when the civil service is competitive and impartial; and

Even when countries have lower income or low levels of accountability, openness can improve state capacity.

Conclusion

The Global Report is a first of its kind that provides an honest assessment of nearly a decade of open government data and strategy. I was fortunate to attend the technical sessions and understanding the details of data collection and analysis and the independent reporting mechanism adopted in each OGP and non-OGP country to compile this report.
As a participant in this summit, I was very impressed with the level of contribution from OGP countries and the variety of open government subject matter for knowledge exchange. The summit was remarkable for stimulating active learning. And for the first time, a 10-member youth delegation from selected OGP countries was present as voice to be heard.

In my view, of the three priority policy areas considered (civic space, anti-corruption and public service delivery), I valued most the impact of civic space: freedom of assembly, association and expression. Defending the rights of journalists and activists is fundamental and vital for open government to succeed and vital for citizens facing these challenges in many parts of the world.

Most importantly, the lessons learned will serve well as a reference point for governments, reformers and activists seeking to advance the open government ideals, to create actions plans that make governments more inclusive, responsive and accountable.
Canada’s budget watchdog: Crunching the $$$ on political campaign promises

John Flanders

As long as there have been political campaigns, there have been election campaign promises. But talk is cheap, and promises made on the stump may not be. Political parties make lots of spending commitments, but just how much will these promises cost?

In the early days of his mandate, Canada’s prime minister, Justin Trudeau, thought this was an important question. So much so, that after being elected, his government followed through on an unusual 2015 campaign pledge. It passed legislation in 2017 allowing the Parliamentary Budget Officer (PBO) to receive, review and report on the costs of campaign promises submitted by parties before their public release.

The purpose, according to Mr. Trudeau’s Liberal Party at the time, was to "help Canadians make informed choices during elections."

This year, for the first time, the PBO wore a new hat. During the recent election campaign in Canada, it suspended its normal functions to allow federal parties to submit their election platforms for non-partisan costing.

Governor General Julie Payette dissolved Parliament on September 11, 2019, launching Canada's 43rd general election. Canadians went the polls on Oct. 21.

This report examines how the PBO costed campaign proposals in the 2019 general election and the guidelines by which it made decisions. (All figures in Canadian dollars).

(Full disclosure: The author is under contract to do occasional style and copy editing services for PBO’s reports on request. The contract does not cover election costing and the author had nothing to do with that part of PBO’s mandate.)

Parliament’s budgetary watchdog: non-partisan and transparent

Originally, the position of Parliamentary Budget Officer was created in 2006 as a budgetary watchdog. It was set up in response to criticisms surrounding the accuracy and credibility of the federal government’s fiscal projections and forecasting process. The PBO’s mandate is to provide independent, authoritative and non-partisan financial and economic analysis, as transparently as possible.
Publicly supported election platform costing is new to Canada. The Netherlands adopted such a system in 1986 and Australia’s version has been evolving since 1998. The PBO modelled its costing service on Australia's after consulting with officials there.

As of Oct. 11, 2019, with 10 days left in the campaign, the PBO’s website (https://www.pbo-dpb.gc.ca/en/) listed 111 platform costings performed for the five main political parties – 21 done for the governing Liberal Party, 45 for the Conservative Party, 24 for the Green Party, 16 for the socialist New Democratic Party and five for the Bloc Québécois, the separatist party in the province of Quebec.

Expensive promises became a hallmark of this election campaign, which was a rather nasty affair, mired in controversies. In total, the PBO costed campaign promises amounting to several hundred billions of dollars.

In many cases, parties projected revenues from various taxes. But just because the PBO did its job doesn’t mean that any party could be trusted when it came to projecting revenues or spending. Nor did it mean that the promises were fiscally realistic.

As one newspaper columnist put it: “Where do the people who aspire to govern this country think the money is going to come from?”

Some of the PBO estimates:

- The socialist New Democratic Party proposed a drug plan with universal coverage for Canadians. The PBO pegged the cost at $10.2 billion in the first year of operation, 2020-21. A dental care plan for about 4.3 million Canadians without workplace or private insurance plans would cost roughly $1.9 billion in 2020-21, its first full year of operation. The New Democrats would implement 13 new tax measures to pay for their ambitious plans.

- The governing Liberal Party would make the first $15,000 of income tax-free for Canadians earning $147,000 a year or less. The Liberals said this would lift 40,000 people out of poverty. The PBO said the cost would hit $2.9 billion in 2020-21, and rise to $3.9 billion in 2021-22.

- The Conservative Party, the Official Opposition, promised to cut the tax rate on taxable income under $47,630 from 15 per cent to 13.75 per cent. The PBO set the cost at about $14.075 billion in lost revenue between 2020-21 and 2023-24.

- The Green Party would also introduce a universal drug plan for Canadians, probably the most expensive of any election promise in the campaign. It would fully cover the cost of drugs on an inclusive list with no co-payments, co-insurance or deductibles. The PBO set the price at $3.1 billion in the first full year of operation, 2019-20. But that would soar to
a whopping $12.5 billion in 2020-20 and rise by at least $500 million in each successive year.

**PBO boss: No political games-playing**

The man in charge of costing campaign promises is a career public servant who has been closely involved in the federal budget process in various capacities for more than 20 years. Yves Giroux is Canada’s current Parliamentary Budget Officer, a highly regarded expert on federal budget making and the Government’s expenditure system.

He and his staff had been gearing up for months before the election for their new job and meeting individually with party representatives to set ground rules. The PBO’s challenge was to immunize election promises from political game-playing and partisan sparring.

"I believe that Canadians will have enhanced reassurance that there is a non-partisan and professional organization that provides cost estimates for political parties," Mr. Giroux told the CTV news network before the campaign began.

He said the new election-platform costing service has rules in place to guard against political games-playing. "We will not be costing proposals that have as their main goal to embarrass another party," he said. "There may be accusations of political bias."

A platform-costing service could be abused for partisan purposes. For example, one party could introduce a platform and choose not to have the PBO cost it. A rival party could then submit that platform for PBO costing to humiliate the party that authored it. Mr. Giroux said he's confident the PBO would avoid the political pitfalls.

"We want to make it a success," he said. "We want Canadians to have the best information possible. It will provide parties with greater certainty and enhanced credibility with respect to the costing of their campaign commitments, but the main advantages will be for Canadians."

The PBO has about 40 full-time employees and an annual budget of $7 million. It became a fully independent agent of Parliament in 2017.

The PBO’s service is free. But to take on scrutinizing various platform planks from multiple parties, Mr. Giroux increased staffing in his office with economists and accountants who are experts in fields that tend to be central to most election campaigns, such as taxes and defence.
The system has worked well in Australia, where both political parties have made extensive use of it, according to officials.

“The process of costing policies for both Government and Opposition, and reporting on the aggregate impact of those policies in Budget Impact Statements, was highly successful,” wrote Stephen Bartos, Parliamentary Budget Officer for New South Wales, in his 2015 post-election report.

“The costings were reliable, accurate and produced within the time frames provided in the PBO Act. Each costing included an information section to help explain assumptions and background.”

**How the system works: a framework ‘as transparent as possible’**

On its website (https://www.pbo-dpb.gc.ca/en/), Canada’s PBO has a 50-page report describing administrative protocols and analytical framework for estimating the financial cost of election campaign proposals.

The PBO also published a 10-year economic and fiscal baseline projection prior to the start of the pre-election period. PBO used the baseline projection and its underlying assumptions to do the financial cost estimates. Political parties could also use these assumptions and projections to prepare their own cost estimates, if they wished. The baseline projection incorporated Budget 2019 measures, as well as new policy actions that were not reflected in Budget 2019 projections.

“A recurring theme during PBO’s consultations was the need to deliver the platform costing mandate in the same way that we deliver other analysis: by making our framework as transparent as possible,” the administrative report says.

The framework is based on three principles: PBO’s analysis is non-partisan; it is credible; and the analysis is manageable within the legislated time frame of 120 days (or the period following dissolution of Parliament).

For the Oct. 21 federal election, all parties and even independent members of Parliament had the option of bringing their platform proposals in advance to the PBO for an independent — and confidential — assessment of their potential costs to the public treasury. The PBO will not cost any party's platform unless the party specifically requests it.

If those platform planks are then made public by the parties, the PBO is required to post on its website the full costing analyses. Parties and MPs were not required to have their policies costed, but doing so will give them a "credibility boost," said Mr. Giroux.

Individual MPs who have no official party status in the House of Commons — Green Party Leader Elizabeth May for example — had equal access to the service.
The parties themselves are assured that their analysis requests are kept secret and are not tipped to the competition. Parties might decide to drop certain platform planks if the PBO reports a price tag that's too high — and they wouldn't want to see their opponents capitalizing on abandoned proposals.

To maintain confidentiality, only senior PBO officials knew which parties requested the service. The PBO analysts did not know the identities of the parties asking for costing reports. Neither did bureaucrats in federal departments who may have provided data under memorandums of understanding with Finance Canada, Statistics Canada and others.

Mr. Giroux said there were appropriate safeguards to prevent leaks, such as a strong code of values and ethics and a limit on the number of people who had access to sensitive information.

The PBO could release reports up to the day before voters headed to the polls, something that parties likely took note of, given the potential embarrassment it could have caused. Mr. Giroux said the office aimed to finish releasing reports far ahead of voting day.

He also said any report released would be only after a promise has been publicly announced. However, parties could request the PBO do an analysis on a potential measure and then reverse course if a party decided that it was too costly for taxpayers.

He also said that the PBO could refuse to do a costing if the request was too vague. Requests had to be “specific and sufficiently detailed”. For example, a request could not say “cost a range of options for the corporate income tax rate”.

**Plenty of solid information for voters**

With all the costing details now in the public realm, there was plenty of solid information for voters to work with.

The PBO’s service actually provided more than just a single dollar estimate for a platform proposal. Its reports posted online also spelled out the methods it used to make projections, its data sources and what is called an “uncertainty assessment”. For example, the PBO said its estimate for the Green Party’s costly universal drug plan had "high uncertainty". Drug expenditures have several cost drivers, it said, and the projections are highly sensitive to the assumed growth rate of those drivers.

The other thing the PBO did not do – because his mandate did not extend that far – was assess the overall fiscal integrity of each platform. In other words, it did not determine if Canada could actually afford a given election commitment. The good news for Canadian voters is that they had
a more transparent, more reliable view of what the big political parties plan to do with taxpayers’
money than they have had in campaigns past.

The bad news, of course, is that not every promise was costed. For example, the Liberal platform
of Prime Minister Trudeau (pictured, with wife Sophie) did not include the cost for universal
pharmacare the party had promised. Nor was a Conservative Party proposal for a national
energy corridor, which researchers pegged at $100 billion.

PBO also did not calculate the impact on budgetary deficits. Mr. Trudeau said that if he was re-
elected, the Liberals planned to run annual deficits of more than $20 billion for the next four
years. This would be even after introducing new revenue measures, including a new 3 per cent
tax on “multinational tech giants” and a new 10 per cent tax on luxury cars, boats and personal
aircraft.

The Conservative platform projected a $23-billion deficit in 2020-21, and promised a budgetary
surplus within five years.

In the end, it is Mr. Trudeau’s Liberal Party tasked with living up to its promises, even though
Canadians denied him a second straight majority government. On October 21, the Liberals won
157 seats, short of the 170 they needed for a majority in the 338-seat House of Commons. The
Conservatives came second, winning 121.
The Citizen Sector and Rural Development:  
A Case of India

Ishwar Awasthi

Introduction

India has no shortage of non-governmental organizations, or NGOs. There is no accurate figure on their number, but estimates range between 3 million and 3.6 million for a nation of 1.39 billion. That’s roughly one NGO for every 400 people.

Some, such as Amnesty International and CARE India, are well known. The latter, for example, strives for the empowerment of women and girls from poor and marginalized communities, leading to improvement in their lives and livelihoods.

Others are not so well known, but have still gained a reputation for solid work in the community. The NGO called Self-employment Women's Organization (SEWA) has been instrumental in promoting women's welfare through a variety of employment and income generating schemes. SEWA’s experience with self-employed women is most innovative. SEWA organized women's unions to struggle against exploitation and discrimination.

Smile Foundation is an NGO in India directly benefitting over 750,000 children and their families every year. It does so through more than 350 live welfare projects on education, health care, livelihood and women’s empowerment, in over 1,000 remote villages and slums across 25 states of India.

How important are these groups? There has been paradigm shift in development thinking in recent decades in most developing countries. A principal reason for this shift has been disillusionment from the ‘conventional wisdom’ for promoting development. The obsession of the State as a ‘lone ranger’ of development and wellbeing of people has somehow slowed the role of the ‘third sector’ of society. The outcomes of efforts to eliminate hunger, poverty, malnutrition, endemic deprivation, illiteracy, unemployment and so on, are still fundamental challenges in most developing countries.

This paper explores the role of the citizen sector in rural development and traces the earliest initiatives by numerous missionaries and civil society organizations. It examines how they fared and argues that their success was largely contingent on their grass root links and comprehension of the beliefs and values of the people.

13 Expanded version of the paper published in Man & Development, Volume XXXVIII, No.1, March, 2016
Emergence of the civil society

One of the central problems of development has been lack of participation of people. Participation is meant to be an active process in which people themselves take initiatives in the decision-making process. The lack of participation in development activities also reflects in an iniquitous social structure in which certain privileged social groups, on which the great majority of poor are critically dependent for subsistence, dominate. This dependence inhibits the poor from participating in development.

One of the fundamental problems for such dependence is an inegalitarian economic structure, such as land. Land reform measures, for instance in the Indian context, had been initiated in the early years of independence, but by and large these measures had failed to produce desired results due to lack of political will. Even the redistributive land reform measure seems to be an unrealistic option in the face of limited cultivable land and rising population.

Also, the failure of development programmes is attributed to the existing delivery mechanism that is biased towards the propertied classes and power structure without the genuine participation of the poor. This disillusionment has given birth to a new institutional set-up\textsuperscript{14} called civil society organizations and NGOs - the new elements of the civil society. These new elements include a whole range of citizen groups, informal organizations, community associations, advocacy networks, religious groups, voluntary organizations, and so on. All have a diverse range of interests for caring, promoting welfare and bettering the human life.

These organizations have become an effective means of organizing the poor, forming their organizations and playing an active role in development activities. The astonishing growth of voluntary organizations/NGOs has brought about a parallel nation-state engaged in virtually every aspect of social and economic development.

It is believed that these organizations have better understanding of the ground realities, a better insight about the problems of the poor, a sense of involvement and capability to formulate and carry out better and alternate development strategies. Their greatest strength lies in their grassroots origins and links.

This symbiotic relationship makes the civil society organizations development agenda altogether different from the government owned institutions. These organizations began their involvement in the development process by providing welfare and relief services, then moved on to funding and implementing self-help projects. They now act as facilitators or catalysts of local development efforts (Drabek, 1987).

\textsuperscript{14} Known as third sector of society, distinct from government and business. Here whole range of citizen groups, informal organizations, community associations, advocacy networks, religious groups, voluntary organizations, NGOs have been interchangeably.
The Indian context: The community development approach

The rationale of participatory approach of development is based on the democratic decision-making process. It allows people to express their views on commonly identified interests and needs. It also brings a sense among the people to understand the value of participation at all levels.

Such an approach was popular during the early period (1950-65) of development, which was known as community development. The earliest efforts made by the nationalists and Christian missionaries provided an invaluable service to promoting human development. Various missionaries had also tried to bring social and economic change of rural community.

These voluntary organizations made pioneering efforts to promote economic and social development in its holistic frame, though each one of them had applied different methods of interventions. The Christian missionaries, for instance, had worked with the lepers, orphans, widows and untouchables. These groups were vulnerable and easy to be lured with a variety of incentives for converting them to Christianity.

These missionaries had set up institutions like separate colonies, schools, hospitals, churches and cooperatives, and established farms. Their growth could be seen during 1880s to 1940s (Alliband, 1983). They also brought about many positive changes in the colonies and set examples for being truly community developers, though it had generated certain amount of social tensions.

In 1922, a comprehensive education programme was launched in Shantiniketan (West Bengal) by Rabindranath Tagore and Leonard Elmhirst, a British agriculturalist. The programme intended to bring reform in village life through various socio-economic projects with selective application of western ideas. Notable among them were health cooperatives. The programme, however, suffered from a lack of coordination, commitment and communication.

In the mid-1950s, yet another project was launched at Etawah (Uttar Pradesh) by an American engineer and town planner Albert Mayer. The project had a holistic and comprehensive approach encompassing the village life and activities. Village level workers (VLWs) were the principal change agents; participation and self-help of people were the keys to this approach. VLWs were trained in a whole range of village activities encompassing agricultural production, education, housing, cooperatives and so on. Mayer’s work was based on systematic rural research findings integrating the values and ethos of rural life; he analyzed the failures and successes of similar community development efforts in the past. His project is regarded as successful.

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15 Outcast-- practice of a minority group by segregating them from the mainstream by social custom or legal mandate.
Gandhiji had started similar kind of community development project in Sevagram (Wardha near Nagpur) in Maharashtra state during 1920s and 1930s. Gandhiji’s village reconstruction programme, based on the strong tenets of moral, spiritual, non-violence and truth, was truly holistic. He relied on the band of self-disciplined village level workers to carry out such reconstruction programme. However, his notion of self-rule did not get off the ground.

**Rural employment programmes**

NGOs had done credible work in uplifting the conditions of poor and the downtrodden people through various developmental initiatives. However, the scale and coverage were limited to certain regions or pockets, relying mostly on the project approach. However, the problems in the rural area were massive and needed a programme approach covering all communities across the length and breadth of rural India. This could be possible only through planned efforts.

In the planned economy, numerous wage and self-employment programmes were launched with a view to ameliorating the problems of people and bettering their lives in rural India. During the Fourth Five-Year Plan (1969-74) and early years of the Fifth Five-Year Plan (1974-79), as many as 14 employment-creating programmes were initiated. These schemes had the twin objectives of employment and income generation. Since then, many other programmes focusing on alleviating rural employment and poverty were introduced. This had a substantive impact on bettering the lives of rural people.

One of the remarkable landmark legislations that provided the right to work and livelihood security to the poor people was Mahatma Gandhi National Rural Employment Guarantee Act of 2005 (MGNREGA). The objective was to enhance livelihood security for households in rural areas by providing at least 100 days of guaranteed wage employment in every financial year to every household, whose adult members were available and willing to do unskilled manual work.

The scheme was started in February 2006 initially in 200 districts and later extended to all districts in the country from April 1, 2008. It has helped empower people and enhance their entitlement through wage earning and creation of assets. This Act was a landmark step towards fulfilling the right of people to work. It is also expected to augment people’s livelihoods on a sustained basis by expanding the economic and social infrastructures in rural areas.

The choice of works seeks to address the causes of chronic poverty such as drought, deforestation and soil erosion. If implemented effectively, employment generated under the Act has the potential for removing poverty.

A number of special employment schemes were launched on an experimental basis during the Fourth Five-Year Plan for the benefit of rural poor through creation of employment to targeted groups. Many of these schemes were neither systematic nor integrated and thus had a limited impact. Evaluation studies undertaken by scholars and independent research institutions have indicated several limitations. The major ones were: inadequate attention to various linkages; faulty planning and poor delivery systems; a lack of people’s participation and their
organizations; a lack of coordination among different agencies; and inequitable economic structure.

These limitations, however, do not suggest the programmes should be discontinued. They are still considered necessary to supplement the usual process of growth strategies (Papola, 2008). Experience gained over the years significantly points out that management of these major special employment programmes needs to be considerably improved to ensure better working and living conditions for the poor.

The MGNREGA is fundamentally different from the other employment generating programmes as it provides right to work under a constitutionally legal framework. There is evidence of substantial progress under the programme in providing employment with variations across states. It has been reported that 1,600 million man-days have been generated under the Act in the 2017-18 fiscal year.

The numerous evaluation studies of this programme have generated intense debate and concerns across the academia, researchers, civil society organizations, and media. The criticism is primarily blamed on procedural and implementation lapses and a lack of a transparent and accountable system.

The voluntary organizations (VOs) have played a major role in rural development through mobilizing communities and accelerating people's initiatives for change. However, VOs role was recognized during the Seventh Five-Year Plan. That gave birth to the Council for Advancement of People's Action and Rural Technology (CAPART) in 1986. CAPART was a nodal agency for coordinating the partnership between voluntary organizations and the Government for sustainable development of rural areas.

CAPART is a major agency for promoting rural development in the country. It has assisted over 12,000 voluntary organizations across the country in implementing a large number of development initiatives. However, over the years the institution’s influence has weakened.

Role of NGOs vs. the role of the State

As most of the employment is likely to be generated in small and decentralized segment in the unorganized sector, the enabling strategies must, therefore, focus on small-scale unit development. The proactive role of civil society organizations and the State becomes critical. It is not simply the involvement of institutions, but the inculcation of values in the management of development programmes, that will ultimately empower the poor.

The role of community and civil society organizations

The role of community and civil society organizations in the form of participation in developmental activities can be most effective in promoting productive employment. More and more, civil society organizations/NGOs are complementing the state’s efforts. They concentrate
their activities for community development and economic wellbeing of the poor. They are regarded as the most sensitive partner of development, more conscious and result-oriented, and they are also seen as facilitators for acquiring knowledge, attitude and skills.

This has enabled them to be more responsive to the needs of people. They are seen as the major actors of development, as they work with people at the grassroots level and hence have the ability to feel the pulse of the people. They have flexible operations and can educate the Government about the needs of people. They can be better skill trainers for self-employment.

As a result, there exists a wealth of possibilities for civil society organizations/ NGOs to bring social and economic wellbeing through relevant knowledge and training in skills and entrepreneurial development.

The role of the State

The market can indeed provide important signals for allocating resources, and thereby bring about improvement in the efficiency of resources. But the role of the State even in the market economy cannot be understated particularly in the spheres of social sector and providing social security to the poor and disadvantaged sections of society (Chakravarty, 1987).

In the fast globalization age, those who are poor or unskilled or who have low skills are most vulnerable groups. The State then becomes the lone ranger to safeguard the interests of these groups through a variety of protective measures. Good governance is the major issue of the political economy. Politicians, the bureaucracy, society and the media have an important role to play in enhancing the poor's entitlements.

NGOs are strongest and most effective partners; they have been playing a major role in pushing for sustainable development goals (SDGs) adopted by all the United Nations member states. NGOs have been helping focusing attention in each of the 17 SDG goals. They are effective partners to collaborate with government, donors and communities to help achieve SDGs.

Conclusion

Despite the earnest development efforts made in the past by government agencies, donor agencies and the like, the real impact in raising the standard of living of the poor seems to be far from being realized.

Thus, the role of third sector of society – the NGOs -- remains most central in terms of eliminating hunger, poverty, malnutrition, endemic deprivation, illiteracy, unemployment and so on. These are still fundamental challenges in most developing nations.
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The Role of Non-Governmental Organisation in the Development of the Education Sector in Kenya: Providing Alternative Solutions to Education Challenges

Auwor Ponge

Introduction

Tuseme is a Swahili word that means ‘Let Us Speak Out’. In many African communities, girls are socialized to be submissive and unquestioning. This undermines their participation in the classroom and ultimately affects their performance in national examinations.

In Kenya, Tuseme is the name of an empowerment program that has helped some 16,000 young women to articulate issues affecting them and to take action to solve their social problems.

The Kenya chapter of the Forum for African Women Educationalists (FAWE) bases this program on theatrical techniques such as drama, songs and poetry. It enables female youth empowerment and gender awareness by enhancing girls’ self-esteem, leadership skills, and social and life skills; and it promotes a positive attitude among boys towards girls’ education. When girls are empowered to speak up for themselves, they can overcome gender-based constraints, especially those imposed by cultural tradition. FAWE believes that for meaningful transformation of gender relations, girls must participate in efforts to eliminate the discrimination and inequalities they face within their schools and communities.

Non-governmental organizations (NGOs), such as FAWE, are private, voluntary, non-profit making organizations constituted outside the realm of government. Their goal is to contribute to development and alleviate human suffering through providing emergency relief, education and publicity on matters of development, supporting production projects and other needed social services (Ng’ethe & Kanyinga, 1992; Ndegwa, 1998; Bikuri, 2003). They are primarily meant to fill gaps left by the failure of states across the developing world in meeting the needs of their poorest citizens (Banks & Hulme, 2012).

This article examines how NGOs are playing their role in filling such gaps in Kenya, with a special focus on the education sector.

NGOs in Kenya: Small-scale agriculture to HIV/Aids prevention

Kenya has roughly 10,500 registered NGOs ranging from small-scale agriculture to HIV/Aids prevention, famine and disaster relief, assisting refugees, widows and orphans, wildlife conservation — you name it.
Kenya is also the hub for NGOs working in the Greater East African region and the Horn of Africa, as well as the Great Lakes region (Maema, 2017). Education and health services provision have not been left behind in the operations of the NGOs in Kenya.

Classifying NGOs: From mobilizing resources to campaigning and research

The types of NGOs operating in Kenya are: operational NGOs, campaigning and research institutes and others. We shall mention the key NGOs operating in Kenya offering education services, under these various types.

- **Operational NGOs** mobilize resources in the form of financial donations, materials, and volunteer labour to implement their projects and programs.

  The Agha Khan Foundation (AKF) falls into this category. It operates programs across education, health, rural development, environment and civil society. Within education, AKF works with governments (at all levels), civil society organizations and local communities in early childhood development, school improvement (primary and secondary) and youth and adult education.

  The Aga Khan Education Services (AKES) opened its first school in Mombasa, Kenya in 1918. Today, AKES operates three high schools and three primary schools. In addition, in 2003, His Highness the Aga Khan opened the Aga Khan Academy in Mombasa, the first of a network of 18 planned Academies offering the highest international standards of pre-primary, primary and secondary education to students across Africa, Central and South Asia and the Middle East.

  The Aga Khan University (AKU) educates nurses, specialist physicians, educators, journalists and communicators, nurturing in them a sense of social responsibility and a commitment to serving their communities. The School of Nursing and Midwifery offers a Post-RN Bachelor of Science in Nursing and a Higher Diploma in Oncology Nursing to working nurses, allowing them to continue working while pursuing professional development.

  The Medical College’s Postgraduate Medical Education programme trains specialist physicians in internal medicine, surgery, anaesthesiology, paediatrics, obstetrics and gynaecology, family medicine, radiology and pathology. It also offers fellowship training in cardiology, cardiac surgery, infectious diseases and population health.

  The Graduate School of Media and Communications aims to be the premier source of education and tailored training for journalists, communicators and media executives and entrepreneurs in East Africa and beyond.

  The University’s East Africa Institute is a think-tank that applies a regional and interdisciplinary perspective to the task of developing new solutions to urgent challenges
facing East Africa. The Institute for Human Development is working to make a significant contribution in the field of early child development, recognising the potential of investments in the early years to deliver high impact at low cost in the developing world.

The Aga Khan Foundation has implemented programmes, which ensure access to quality education for marginalised children. It has supported 995 public primary schools, benefitting over 370,000 pupils and 5,700 teachers and educators in some of the most remote and marginalised parts of the country.

Strengthening Education Systems in East Africa (Ssea): The Aga Khan Education Service, Kenya (AKES, K) has implemented the Strengthening Education Systems in East Africa (SESEA), a project which aimed to improve learning outcomes for boys and girls in pre-primary and primary school and strengthen teacher education and support systems. AKES K, as one of the agencies of Aga Khan Development Network (AKDN), has been implementing SESEA in Mombasa from 2013. Its major contribution was mentoring through the placement of practicum students, both from Early Childhood Development Colleges and Teachers Training Colleges such as the Madrassa Resource Training Institute, the Shanzu Business School and Islamic Teachers Training Institute.

- **Campaigning NGOs** carry out functions similar to operational NGOs, but with a major focus on advocacy.

The Forum for African Women Educationalists (FAWE) falls into this category. It is a pan-African non-governmental organization founded in 1992 by five women ministers of education to promote girls’ and women’s education in sub-Saharan Africa in line with Education for All. The organization’s members include female ministers of education, university vice-chancellors, education policy-makers, researchers, gender specialists and human rights activists.

FAWE works to influence ministries of education and other policy makers to formulate and implement policies that will achieve greater and better participation of girls in education. Through a range of advocacy campaigns, FAWE raises awareness among stakeholders and members of local communities on the social and economic value of girls’ education. FAWE works closely with ministries of education and other partners to replicate and scale up its successful gender responsive program models across Africa.

- **Research institutes**, the other type of NGOs, have the goal of increasing knowledge and understanding in specific domains.

The Women Educational Researchers of Kenya (WERK) is in this category. It is a professional association of researchers in education and social science. The name WERK was formally adopted in 1995/96 and registered in 2000. The programmatic pillars of WERK are: research, advocacy and program implementation. WERK has been involved in self-driven research and research for other organizations, with a special focus on gender and
girls and women in particular. WERK conducts independent monitoring and evaluation and data verification for programs implemented by other organizations. Under its programs, one of the most effective is the Think Equal – TAYARI ECDE Program (2014-2018). A pilot study was implemented by the Government of Kenya, [Ministry of Education, Science and Technology (MOEST) and respective County Governments] through technical support from the Research Triangle Institute (RTI) International, and funded by the Children’s Investment Fund Foundation (CIFF). The purpose of the TAYARI program was to develop a cost-effective and scalable an Early Childhood Development Education (ECDE) model that ensures pre-primary aged children four to six years old are ready for school and succeed in their primary schooling.

The African Population and Health Research Centre (APHRC) (APHRC) is also a research NGO. It has made substantive contributions to understanding the barriers to schooling, quality in teaching, and measurement of learning outcomes – especially among poor and marginalized populations in both urban and rural East Africa. Even though it does not directly implement education projects, it is at the forefront in conducting research and policy analysis with significant ramifications on the education policy in Kenya. They have developed intervention models that have looked to improve retention of adolescent girls and boys in school and to encourage transition to secondary school among some of the population’s most vulnerable to discontinued schooling – residents of urban slums.

**Factors affecting the growth of NGOs in Kenya**

One of the key factors is money. A large number of donor agencies offer grants for development in developing countries. Trend analysis shows that over the years, the donors have reduced funding to governments and channelled more funding to NGOs (Mabururu, 2003).

Since the 1980s, international financial institutions, such as the World Bank and International Monetary Fund (IMF), have forced indebted African states to reduce public expenditure. This has encouraged the flourishing of non-state actors such as NGOs (Matthews, 2017).

The policy of aid via proxy goes some of the way towards explaining the growth of NGOs. It also fills the gap left by the reduction of foreign diplomatic missions in Africa over the past decade (Holman, 2007). Kanyinga (1990) has observed that NGOs play an important role in local capacity creation or the extent to which they strengthen people's capacity for sustainable local development. Local capacity creation is taken to mean the building and strengthening of the abilities of people to solve their own problems, initiate actions for their own benefit and take control over their own destinies.

NGOs are formed by members to cater for their welfare interests. Others are constituted voluntarily as formal organizations to help other people (Nge’the & Kanyinga, 1992). They are meant to bridge the gap between the demand for services and the supply. That is why NGOs have been increasingly advocated as a means through which the gulf between citizens’ needs and existing services can be bridged.
Where states cannot provide sufficient goods, services or enabling environments that help citizens in securing livelihoods, or where disadvantaged groups are excluded from existing state institutions, alternative channels of providing services and/or holding governments to account must be found (Banks & Hulme, 2012).

The emergence of NGOs has, in short, centred around three basic arguments. First, gaps in the provision of services by the states is growing because of their inefficiency. Second, NGOs have ability to offer a ‘development alternative’.

It is argued that NGOs develop and employ more effective approaches for addressing poverty and challenging unequal relationships (Bebbington, Hickey, & Mitlin, 2008; Lewis & Kanji 2009).

Third, NGOs help local communities develop their capacities.

**Impact of NGOs**

NGOs have had a tremendous impact on Kenya. The Aga Kahn Foundation, FAWE and many others are playing a critical role in so many fields – education, disease prevention, empowerment of women and so on.

Studies, such as Muga (2011), report that NGOs play a central role in promoting quality, access, equity and relevance of primary education by providing physical facilities such as classrooms, administration blocks, toilets and workshops for schools. They also help students directly in the form of uniforms, learning materials, health services, clothing and feeding.

However, it is worth noting that the dynamics of interaction between the Kenya Government, NGOs and the grassroots communities are changing rapidly. The character of government-NGO relations has been undergoing transformation, as the state, albeit reluctantly, cedes more social-political space to non-state actors such as NGOs (Bikuri, 2003).

NGOs have a high potential for playing a role to foster good governance in Kenya. According to Bikuri (2003), this potential has not hitherto been used to its maximum because NGOs are found to be limited.

**Conclusion**

NGOs have played a very constructive role in the socio-economic development of Kenya. They have attempted to fill gaps in the services of the government sector. Their success is evident in all sectors, especially education. The Government of Kenya can further strengthen their operations through developing partnerships between NGOs and government departments. This will not only improve the efficiency of delivering services; it will also develop the capacity of the government departments.
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Open Data Initiatives in Developing Countries: What role can NGOs play?

Atiq ur Rehman

“Big Data” has meant big savings for rice growers in Colombia who depend on the cereal grain as a prime source of income and a means of livelihood, and whose crops have been hit hard by climate change.

In 2014, 170 Colombian rice farmers avoided massive losses by taking some startling advice from their producers’ federation: Don’t plant in the first of the two annual growing seasons. Amazingly, the growers who took this advice avoided economic losses estimated at US $1.7 million.

The federation had acted on a forecast by a team of young climate and agriculture scientists based at the International Center for Tropical Agriculture (CIAT). It is a not-for-profit research and development organization, dedicated to reducing poverty and hunger while protecting natural resources in developing countries.

The scientists had mined 10 years of weather and crop data to understand how climatic variation impacts rice yields. The team then fed patterns in climate and yields into a computer model and predicted a drought in the Caribbean department of Cordoba. They concluded that farmers in some regions could save themselves from crop failure by not planting at all.

The ability to analyse masses of crop and climate data to provide farmers with accurate, site-specific forecasts and advice has huge implications. Farmers can avoid losses of 1 to 2 tonnes per hectare, which is important because they already struggle to remain competitive in domestic and export markets. The price they get for their rice barely covers the costs of machinery, pesticides and fertilizers.

In Colombia, rice production had fallen from around six tonnes a hectare to five tonnes since 2007. Variable weather from season to season meant harvests could fluctuate by up to 40 per cent.

Now, based on trends identified by the CIAT data team, the rice growers’ federation and government extension services recommend the rice varieties that work best under specific weather conditions, as well as the best date to plant.

In September 2014, Global Pulse, a UN scheme to harness big data for sustainable development, named the climate-smart, site-specific agricultural decision-making tool one of two winners of the UN Big Data Climate Challenge.
Colombia represents a fascinating case study in the developing world for what is known as “Open Data”. Based on a number of international assessments, the country can be considered a leader among Latin American countries in the field of Open Data. It is worth noting that the bulk of projects are founded by international non-governmental organizations (NGOs), with relatively little activity in Colombia’s private sector or among start-ups.16

“Open Data”: What it means

This article presents an overview of the concept, history and implementation of the Open Government Data initiatives taken in different parts of the world. It also maps out the adoption of Open Government Data in developing countries, and examines the role of NGOs in facilitating adoption of such initiatives.

According to the World Bank, if you’ve ever checked an online weather forecast, used your smartphone’s GPS to find an all-night drugstore, or calculated how much your city paid for road repairs, you’ve used open data. For a long time, however, accessing these government data was difficult, if they were available at all.

“Open data is data that can be freely used, re-used and redistributed by anyone -- subject only, at most, to the requirement to attribute and share alike.”

A major essence of the concept of open data is that “all data should be freely available” (Monino & Sedkaoui, 2016), so that the data are used in promoting evidence-based decision making and cultivating a culture of innovation and continuous improvement.

The core philosophy of open data, according to Trujilo & Correal (2016), is that “some data should be available without the restriction of copyright, patent rights, and other management mechanisms”.

Components of Open Government Data: “Open Government” and “Big Data”

Open Government Data has two components: Open Government and Big Data (World Bank, 2015). Open Government refers to transparency of matters of a government. Transparency is expected to lead to accountability. On the other hand, “Big Data” is linked to the application of a large amount of data in the decision-making process.

16 Information on the Colombian rice farmers came from the website of the CGIAR Research Program on Climate Change, Agriculture and Food Security (CCAFS). The link is: https://ccafs.cgiar.org/research/results/cracking-patterns-big-data-saves-colombian-rice-farmers%E2%80%99-huge-losses#.XXaqRWZ7mUn
Ivanov, Tsipoulanidis & Schonberger (2019) state that Big Data is “used to summarize the large amount of unstructured or semi-structured data, which are produced day by day by companies, their devices, machines, or products in use”. However, when using the term Big Data in the place of Open Data, it should be done with caution, as the two terms differ from each other.

Open Data has two essential features: 1) data are legally open, accessible to public; and 2) data are technically open; they are available in a format that is machine readable and non-proprietary accessible (World Bank, 2019a).

Open Data is often called Open Government Data, as it refers mainly to government data. However, the private sector and development sector can also make their datasets public.

**Why open data?**

Critics of open data – and there are some – say attention needs to be paid to how open data projects are developing as complex socio-technical systems with diverse stakeholders and agendas.

Essentially, critics point to four issues: open data lacks a sustainable financial model; it promotes a politics of the benign and empowers the empowered; it lacks utility and usability; and it facilitates the “neo-liberalisation and marketisation” of public services. In other words, the real agenda of businesses interested in open data is to get access to expensively produced data for no cost.17

However, most observers feel the benefits far outweigh the drawbacks; data empower citizens and improve decision making, they say.

The basic premise of the open data platform is that governments should serve their citizens instead of serving their own interests. There are two primary reasons behind the need for open data. First, access to some government data is a right of every citizen, which is widely recognized. Second, “free markets and free societies thrive on the free exchange of information” (Manyika et al., 2013).

It is believed that open data can play an instrumental role in achieving the Sustainable Development Goals. Gurin, Manley & Ariss (2015) argues that open data can provide “critical information on natural resources, government operations, public services, and population demographics”.

Open data has four major objectives: identify social and economic trends; improve public services; build trust in government; and promote economic growth (World Bank, 2015). In short, it should strive to “promote accountable, responsive and inclusive governance” (OGP, 2019).

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17 London School of Economics blog: https://blogs.lse.ac.uk/impactofsocialsciences/2013/11/27/four-critiques-of-open-data-initiatives/
A number of studies have identified potential benefits of open data. Janssen, Charalabidis & Zuiderwijk (2012) have established 29 benefits of open data grouped into three categories: political and social, economic, and operational and technical.

Key benefits are: 1) fostered economic growth and job creation; 2) improved efficiency, effectiveness and coverage of public services; 3) increased transparency, accountability, and citizen participation; and 4) better information sharing within government (World Bank, 2015). Above all, these initiatives promote data-driven innovations (Manyika et al., 2013; Monino & Sedkaoui, 2016).

Some attempts have been made to estimate the economic worth of these benefits, emanating out of the application of open data initiatives. McKinsey Global Institute estimated the annual value that can be created through applying open data in seven sectors of the economy at a whopping US $3 trillion (Manyika et al., 2013).

These sectors are: education, health care, transportation, consumer products, electric power, oil and gas, and consumer finance. However, fresh studies are needed, as McKinsey’s work is now six years old.

**Open Data: A history**

Open data’s origins can be traced to 1958 when the International Council of Science established the World Data Center (WDC) system to serve the interests of the international community of scientists.

A big breakthrough occurred in 2004 when the Organization of Economic Cooperation and Development (OECD) adopted a declaration in a ministerial meeting, which stated that research data emanating out of projects funded with public money should be made publicly available. The declaration is known as “Declaration on Access to Research Data from Public Funding” (OECD, 2017).

However, the term “Open Data” wasn’t formally adopted by any government until 2007 when it was used by the City of Washington DC (Monino & Sedkaoui, 2016), setting a path of openness for other national and local governments. Two years later, on his first day in office, US President Barack Obama signed a Memorandum on Transparency and Open Government, stating that information maintained by the federal government is a national asset.

The year 2013 proved productive for the adoption of open data:

- First, the Open Knowledge Foundation (https://okfn.org/about/) was established. The foundation created a Global Open Data Index and started building a database of databases.

- Second, G8 countries signed the Open Data Charter. By 2019 now, 71 national and local governments have adopted the Charter, including 30 national governments from Western Europe, South America, the United States, Australia and Canada. Besides, the Charter has been endorsed by 52 organizations and non-state actors (OPC, 2019).

- Third, the Open Data Barometer (ODB) was launched. A tool for ranking countries, it is a measure of “how governments are publishing and using open data for accountability, innovation and social impact” on a scale of 100 (ODB, 2017).

Since 2013, significant progress has been made on this front. In 2016, Monino & Sedkaoui (2016) noted that “Open Data has spread throughout the world due to its capacity to generate both social and economic values”. By 2019, the concept had been adopted by more than 250 national and local governments (World Bank, 2019b).

Open data in developed and developing countries

According to Gould, et al. (2017), “The open data movement has been very successful in getting governments and nongovernmental agencies to allow access to data”. The 250 national and local governments that have adopted open data represent 50 developed and developing countries (World Bank, 2019b).

Among developed countries, according to the latest ODB survey, are Canada, the United Kingdom, Australia, France, Korea, Mexico, Japan, New Zealand and the United States (ODB, 2018).

The US Government has created platforms (https://catalog.data.gov/dataset) on which 236,255 datasets are available for open access. Similarly, the United Kingdom’s open data platform is available at https://data.gov.uk/.

Germany has placed thousands of datasets at https://www.govdata.de/web/guest/daten. The Canadian Government’s open data portal is also very rich (https://open.canada.ca/en/open-data). The other leading countries that have launched such initiatives are Australia, Brazil, Italy and the Russian Federation.

It is encouraging to note that some developing countries have also launched open data systems. These include Kenya, Moldova, Ghana and the Philippines. Other countries are at different stages of adoption. The World Bank has completed ORDAs for 15 countries, including Antigua & Barbuda, Peru, Mexico, Dominican Republic, Burkina Faso, Kazakhstan, Uganda, Tajikistan, Sierra Leone, Serbia, Kyrgyzstan, Mauritania, Malaysia, Paraguay and Vietnam (World Bank, 2019c).
However, most of the developing countries have yet to adopt OGD. They have databases, but these are only partly accessible and lack integration. For example, as Saxena & Muhammad (2018) reports, the OGD of Pakistan consists of 183 datasets, in 37 categories. However, most of the datasets are not updated, and secondly, metadata is missing.

Major organizations that have published datasets online are the Pakistan Bureau of Statistics (PBS), State Bank of Pakistan (SBP), and the Securities Exchange Commission of Pakistan (SECP). PBS provides most of the data on request basis.

The role of NGOs on open data

Scholars (such as Manyika et al., 2013) have highlighted the need for a greater role of NGOs in developing open data platforms. NGOs can participate in many ways.

First, they can do lobbying and initiate advocacy campaigns in persuading governments to make government data public. Second, open data initiatives can help NGOs find gaps in the delivery of public services identify pockets unserved and initiate projects and programs to fill those gaps.

Third, NGOs can help governments in developing data-related skills. In 2015, at least 160 organizations were helping developing countries in applying open data initiatives (World Bank, 2015).

Fourth, NGOs can make their own datasets publicly accessible. It is encouraging that some NGOs have made some of their datasets openly accessible. For example, 257 NGO datasets are available at https://data.world/datasets/ngo.

Issues and recommendations

Some key areas where NGOs can help governments on managing open data initiatives:

- **Quality assurance of data** - There is a need for a mechanism to carry out activities of quality assurance so data quality continues improving.

- **Demand for data** - Demand for data will further increase if use of data is directed to towards providing input in the policy-making process. Demand for high quality open data is crucial. According to Freitas & Curray (2016), “The demand for high-quality data is the driver of the evolution of data curation platforms”.

- **Access issues** - According to Gould, et al. (2017), “permission to use data does not mean that representative citizens can actually access and use it”.

- **Engagement of civil society** - NGOs may mobilize their resources to encourage civil society in using data.
- **Sustainable development** - Government may set priorities to building databases and opening them to public, by aligning them with the SDGs.

- **Updating data** - NGOs may identify gaps in data and may identify data that need to be updated on a regular basis.

- **Creation of NGOs databases** - Many NGOs conduct surveys. They should also make their data open to the public for free use so as to reduce the chances of duplication of efforts.

- **Metadata** - Since Ministry of Planning, Development and Reforms of the federal government is the core planning body and is the major user of the data (in policy analysis and making) hence, it is suggested that it should build a metadata of open government data.

- **Sustainability** – The last, but most crucial challenge is how to achieve sustainability of the open data initiatives. Sustaining such initiatives requires funds and expertise.

### Conclusion

Open Government Data is expected to contribute to improvements in the governance indicators through enabling evidence-based decision making and data-driven service delivery management. NGOs have a substantial role to play in adopting and managing open government Initiatives.

Governments of developing countries and donor agencies need to give priority to OGD-related initiatives in their strategic plans. NGOs can promote a demand for quality data, so as to create a pull effect. They can assist governments in developing the skills of data users.

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Call for articles

Dear Sir/Madam

The IOCOM Digest and Dialogue (IDD) is an e-journal of the International Organization for Collaborative Outcome Management (IOCOM). It is web-based openly accessible periodical published on a quarterly basis. Its readers include members of the IOCOM present in more than 80 countries with a distribution of about 5000 active readers. Readers tend to be (managers, directors, consultants etc.,) with an interest in exploring how to improve the delivery of outcomes across diverse societal sectors.

The editorial team invites you to write 2000-2500 word articles on any of the outcome management ecosystems and sub-themes. Articles on a chosen sub-theme should address the impact or influence on targeted populations in society. Please e-mail your interest to write an article indicating the title and an abstract of about 100 words.

Outcome management ecosystems

This concept of business ecosystems could be adopted to develop a tree of outcome management ecosystems. Here are some examples of outcome management ecosystems:

- Leadership and people management ecosystem and subsystems: Leadership development, leaders & managers, union-labour management, strategic planning and management, facets of human resources management; building & leading teams, negotiation and conflict resolution, complex employee behaviours in the workplace; motivating people, recruitment, retention, staff/employee appraisals, career & professional development, building employee capabilities, stress management, work-life balance, women & gender studies, organizational justice, participatory management.

- Financial, accounting and banking ecosystem and sub-systems: corporate finance, international finance, forensic accounting and fraud investigation, financial economics; cost-benefit analysis, contribution analysis, banking ecosystems: money laundering, digital currency, fintech, cryptocurrency, financial inclusion, innovative financial solutions for poor (micro financing); financial insurance; financial risk management: risk & loss control management.

- Business Management/Administration ecosystem and subsystems: business economics; business law, organizational behaviour, business ethics; business continuity, management reporting.

- Oversight management ecosystem and interconnected sub-systems: Audit, evaluation, total quality management (TQM) and ISO family of standards; continuous improvement, auditing ecosystems: Auditing Environmental and Occupational Health & Safety (OH&S)
Management Systems.

- Government and Non-government organizations management ecosystem and sub-systems; Good governance, open government, public management/administration, NGOs contribution to social and economic development, Indigenous people and governments, provincial/state and municipal and local governments, organizational diversity, gender and minority issues at workplaces, cultural diversity, diversity and talent management, social and functional categorization, diversity and ethical issues.


- Information technology and information management ecosystems and sub-systems: Information resource management; information and communication technology (ICTs); digital preservation, cybersecurity, internet, data ecosystem including big data, data analytics; artificial intelligence, blockchain, machine language.

- Learning and innovations ecosystem, and sub-systems management of Innovation; Learning ecosystem, learning culture, learning fit, measurement, innovation ecosystem, start-ups ecosystem, technology eco-system; innovation, law, and technology.

- Industrial/Manufacturing management ecosystems and sub-systems: product design and development, Production management; Plant maintenance; Statistical Quality Control, Quality Assurance; Productivity sciences ecosystems: Industrial Engineering/Work study (Motion & Time Study), Method Study (Process Re-engineering), Work Measurement, Ergonomics and Workplace design; Operations management; Robotics, Marketing and distribution.

- Supply chain management ecosystem and sub-systems: logistics, procurement, product life cycle management, asset management, supply chain planning, supply chain enterprises applications; supply chain visibility, green supply chain, risk and supply chain resilience, integrated logistics hubs, One Belt One Road (OBOR).

- Engineering management ecosystems and sub-systems: civil engineering; mechanical engineering, electrical and electronics engineering, aeronautical engineering, architectural engineering, computer & software engineering, environmental science engineering.

- Agricultural management ecosystem and sub-systems: agricultural policies, agricultural management services, food security and environment, sustainable agriculture, gender in agriculture, trade of agricultural commodities, World Trade Organization (WTO) agreement on agriculture, use of digital technology in agriculture, land grabbing, natural disasters and resilience;

- Health management ecosystem and sub-systems: patient care, health outcomes and quality of life; health information ecosystem: eHealth: informatics, innovations and
information systems; occupational health & safety: law & regulations; occupational hygiene; health law, ethics, & policy; health administration, health emergency response management, health services research, pharmaceutical outcome research management and policy.

- Criminal justice administration ecosystem and sub-systems: criminal law; Law enforcement (law & order), legal administration, offender (correctional) management; parole system, crime & socio-Legal Studies, e-justice.
- Education management ecosystem and sub-systems: Educational administration; e-educational environments; Educating citizens of the 21st century; collaborative learning culture; collective intelligence; emotional education (social and emotional well-being); ecology of learning ecosystem: families, schools, community, networks and society.

Four possible levels of outcome management ecosystems and sub-systems:

- Those driven by clusters of management and technical disciplines;
- Those driven by sector agendas: agriculture, education, health, social services and so on;
- Those driven by national (country) level results agendas (political agendas); and
- Those driven by international and global agendas: climate change, sustainable development goals, World Health Organization (WHO) and other United Nations (UN) agendas.

With kind regards,

IDD Editors
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Issue 5.2: Health management/administration ecosystem

Sub-systems: patient care, health outcomes and quality of life; health information systems ecosystem: eHealth: informatics, innovations and information systems; occupational health & safety: law & regulations; occupational hygiene; health law, ethics, & policy; health administration, quality of life, health emergency response management, health services research, pharmaceutical outcome research management and policy.

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