



Office of the United Nations'  
Resident Co-ordinator in The Gambia

**Synthesis of**

**The Gambia – UN Country Team**

**Development Forum 2003**

**Volume II**



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<sup>1</sup> The views presented in this compendium of Development Forum proceedings are those of contributors and participants. They are disseminated to raise awareness and stimulate discussion, and should not be attributed to the Office of the UN Resident Co-ordinator, or any other member of the United Nations System, except where explicitly indicated.

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## PREFACE AND SUMMARY

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The principal objectives of The Gambia-United Nations Country Team Development Forum were to: share experiences; examine the complexities of the development process; facilitate consensus on various topics; and disseminate best practices. Eight meetings were held, spanning: volunteering in sustainable development; ownership in sustainable development; the role of culture in development; public participation in development; co-ordination in development: opportunities and challenges; operation and maintenance of development programmes; development of human resources for health; and religion and development.

The high calibre of participants, including Cabinet Ministers, Permanent Secretaries, Government Directors, Diplomats, and a wide range of non-governmental and civil society representatives, encouraged extensive, interactive participation and highlighted specific development issues and problems affecting The Gambia, which have strengthened and deepened the policy making process in the country.

### Volunteering in Development

Informal sector participants, particularly volunteers, are important to alleviating poverty and promoting sustainable development. Volunteerism is beneficial because it is cost effective, it transfers valuable skills and expertise, instils a sense of personal satisfaction, strengthens humanitarian values and promotes peace, partnership and a culture of entrepreneurship. It provides space for innovation and display of talents, and enhances social cohesion at the grassroots level. Volunteerism in developing countries is an important pathway toward meeting the targets of many global, regional and national initiatives on poverty reduction, including the Millennium Development Goals (MDGs), the New Partnership for Africa's Development (NEPAD) and Poverty Reduction Strategy Papers (PRSPs).

Nonetheless, there are several constraints that inhibit volunteerism, including poverty, negative social perceptions, and weak institutionalisation of policies and strategies. Affirmative action is required to address these constraints and create an enabling environment for the valuable work of volunteers. The public sector should respond positively to encourage volunteerism, to reduce and reverse the "brain drain" of skills and talents, which stems from a lack of incentive and support.

### Ownership in Sustainable Development

Ownership is necessary to successful, sustainable development because it encourages knowledge sharing and contribution of local skills and resources. Over the past two decades, national and international policies have focused mainly on macro-economic stabilisation, which has led to neglect in the areas of capacity building, administration, institutional strengthening and indigenous participation. The benefits and advantages of ownership include effectiveness, efficiency, empowerment and accountability.

Successful ownership requires co-operation and partnership, popular support for an intervention, a level of capacity in the beneficiaries and the commitment and accountability of stakeholders. Persistent and unrelenting conditions of poverty in Africa and the unquestionable demand for progress have led to an increasing emphasis on ownership in development literature, and the progressive introduction of Comprehensive Development Frameworks (CDFs), emphasising the principles of country ownership, country strategy formulation, results orientation and partnership.

### The Role of Culture in Development

Culture is an essential element of a peoples' history. It encompasses a complex set of distinctive spiritual, material, intellectual and emotional features that characterise a society or social group, including the fundamental rights of human beings, their value systems, their traditions and beliefs. Culture informs and enables people to understand social, political and economic institutions and practices.

The Gambia must address the complex relationships between culture and development, the distinction between culture and religion, the land tenure system, and wide spread cultural values of mutual assistance, solidarity, good will, sympathy and compassion. Traditional practices must be examined and aligned with the notions of sustainable development to find an appropriate balance between cultural values and developmental progress.

## **Public Participation in Development**

Public participation has brought about a fundamental change in development thinking and practice. International development organisations are utilising participatory processes ever more widely in project formulation, implementation, monitoring and evaluation. Models, such as: the community development approach; the participatory approach; the people first approach; and the modified basic needs approach; all involve beneficiary participation. The idea has also gained widespread popularity from grassroots projects to voluntary organisations and from government to large funding agencies. Participatory processes are used to enable individuals to “have their say” and promote greater accountability and trust between people and institutions.

Public participation has the potential to: increase efficiency; improve resource allocation and service delivery; enhance accountability and governance; and provide greater transparency in decision making. Nevertheless, the process is not always democratic, nor does it guarantee sustainability. Challenges to public participation include: lack of trust between facilitators and beneficiaries; high cost of organising public participation; lack of information relating to projects; and difficulty in communication because of technical complexity, or language.

## **Co-ordination in Development: Opportunities and Challenges**

The goal of co-ordination is to maximise efficiency and cost recovery, and to reduce duplication of tasks, logistical inefficiency and resource wastage. The success of co-ordination depends on the attributes of the co-ordinator, including: their personal ideology and values; the system of dealing with conflict; and their skills, credibility, previous knowledge and experience.

The major challenges for co-ordination include: minimising multiple and/or overlapping co-ordinating mechanisms; maximising co-operation from all stakeholders; competition between donors; complexity of working environments; and ensuring preservation of national independence, where donors are involved.

Some of the more innovative arrangements to improve co-ordination include: organising joint working sessions; developing Memorandums of Understanding; and establishing inter-governmental, or inter-agency agreements.

## **Operation and Maintenance of Development Programmes**

The objective of maintenance is to conserve the original condition of an investment (be it a road, or building) to minimize the cost of its operation to society. This is especially important in conditions of severe resource constraints and limitations of skilled manpower. Maintenance can reduce the rate of deterioration of assets, reduce their operational costs and optimise their functioning.

In many African countries, maintenance has been neglected and resulted in deteriorating roads, dilapidated schools, dysfunctional health centres and non-operational transport fleets. Investments in the acquisition and construction of capital assets has, thus, been wasted. Timely maintenance of infrastructure and other assets has been given low priority because of insufficient funds, lack of commitment to the principle itself, shortage of skilled and experienced manpower, and inadequate technical capacity to maintain infrastructure and equipment.

A change of attitude towards public property is required to instil a real sense of shared responsibility and ensure that adequate maintenance budgets are established for long-lasting development solutions.

## **Development of Human Resources for Health**

The human resource situation in the health sector of most developing countries, including The Gambia, is characterised by an acute shortage of qualified staff and a high rate of attrition. Staff motivation is weak due to low wages, lack of proper incentives, inadequate training and poor living and working conditions.

Public policy for the health sector needs to be clear and strategic. At the sectoral management level, planning and co-ordination are weak and overly centralized, regulations against malpractice are inadequate and policies relating to the supply and control of pharmaceuticals are ineffective. Health service delivery is generally poor, especially in rural areas, with insufficient and uneven distribution of qualified staff, inadequate medical facilities and unreliable drugs supplies.

Various means of improving human resources for health in The Gambia were considered, including: the possibility of employing retired doctors; the need for accreditation of the University of The Gambia; regulating the operation of pharmacies and clinics by unqualified, non-medical staff; and the endorsement of the Health Sector Requirement study, sponsored by USAID.

## **Religion and Development**

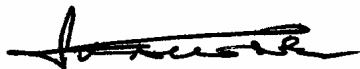
The relationship between religion and development was discussed extensively in a variety of contexts, including: the materialistic nature of the world; democracy and religion; the interpretation of religion; the feminisation of religion; the inculcation of religious values in children; definition of terrorism and fundamentalism; and the erosion of religious beliefs in the modern age.

Within these wide ranging contexts of discussion, the fundamental values and objectives of religion and human development are similar in many ways, and have become increasingly widely recognised in recent years.

Religion has an important role to play in: the liberation of human kind; the eradication of poverty and hunger; the empowerment of people in general and women in particular; advocacy for peace in societies; and environmental protection. The number of people served by religious-oriented NGOs in developing countries has been estimated to be over 250 million. These organisations are involved in both relief and development activities, as well as playing a key role in conflict resolution, education, health, governance, food security and environmental protection. Traditional African religions have also played an important role in development.

It is hoped that this compendium of Development Forum discussions will be of general interest to all stakeholders in the development process in The Gambia, and that through its publication existing partnerships with the United Nations System will be strengthened and that new, innovative relationships will be fostered.

Special thanks are extended to my colleagues Dr. H. Mikkola, FAO Representative; Dr. J. Mwanzia, WHO Representative; Ms. Alice Martin-Dahirou, WFP Representative; and Ms. Cheryl Gregory-Faye, UNICEF Representative; for their contributions and support in ensuring the success of the Development Forum in 2003.



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## Co-ordination in Development

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## ACRONYMS

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AIDS	Acquired Immune Deficiency Syndrome
APSO	Agency for Personal Service Overseas
CBM	Community-Based Management
CBO	Community Based Organisation
CDF	Comprehensive Development Framework
CGIAR	Consultative Group on International Agricultural Research
COLWHA	Children and Orphans Living With Aids
DOSE	Department of State for Education
DOSFEA	Department of State for Finance and Economic Affairs
DOSH&SW	Department of State for Health and Social Welfare
DOSIRA	Department of State for Interior and Religious Affairs
DOSTIE	Department of State for Trade, Industry and Employment
EDF	European Development Fund
FAO	Food and Agriculture Organisation of the United Nations
GAMWORKS	Gambian Agency for the Management of Public Works
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit (German technical assistance agency)
HDR	Human Development Report
HIPC	Heavily Indebted Poor Countries
HIV	Human Immuno-deficiency Virus
ICT	Information Communication Technology
IFAD	International Fund for Agricultural Development
KMC	Kanifing Municipal Council
MDG	Millennium Development Goals
NEPAD	New Partnership for Africa's Development
NGO	Non Governmental Organisation
PLWHA	People Living With HIV/AIDS
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Papers
PTA	Parent Teacher Associations
SDRD	Support for Decentralised Rural Development
SOS	Secretary of State
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNPO	Unrepresented Nations and Peoples Organisation
UNV	United Nations Volunteer
VSO	Voluntary Service Overseas
WFP	World Food Programme
WHO	World Health Organisation

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# VOLUNTEERING IN SUSTAINABLE DEVELOPMENT<sup>2</sup>

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## Introduction

Management of the development process used to be the monopoly of the formal sector, which led to the failure of many development programmes, through exclusion or inadequate representation of the informal sector. Many donor organisations, including UN agencies, however, have begun to recognise the important role that volunteerism plays in attaining sustainable development. Volunteerism promotes sustainable development because it is cost effective, and at the same time, uplifting and unifying, and in many cases grass roots oriented.

Volunteerism can provide the financial and human resources required to achieve major development initiatives, such as those launched at the Millennium Summit, held in New York in September 2000. The importance of the philosophy of volunteerism is perhaps best captured in a recent statement by Mark Malloch Brown, UNDP's Administrator and Co-ordinator of the Millennium Development Goals (MDGs):

*"These goals will not be achieved without the support of massive everyday voluntary efforts of people around the world. This simple notion needs to be recognised and factored into our thinking and actions in the implementation of the MDGs - or any plan for sustainable development. Volunteers are particularly valuable because of how they interact in communities at home and abroad: as they counsel, they learn through an exchange of social and cultural experience. Voluntary action and volunteers add great value and will be indispensable in meeting the MDG targets. To succeed in advancing sustainable development in today's world, we need to share ideas and tap the ingenuity, solidarity and creativity of millions of ordinary people. And indeed, each of us should make that personal decision to get engaged."*<sup>3</sup>

Volunteers, although mostly youths and students, also include retired people, employees, the disabled and corporations. In 1998, over 109 million people volunteered, with services valued globally at more than US\$225 billion. Added advantages brought by volunteers to the development process include: skills and expertise; enthusiasm; motivation; and the good will and understanding generated in helping to improve the lives of others. Local volunteers are usually well aware of the needs and resources of their own communities, and can make valuable contributions to society, as well as benefiting themselves.

Forum presentations and discussions focused on the following themes: definition of volunteerism and other relevant concepts; key voluntary organisations in sustainable development; examples of best practices of volunteerism in sustainable development; opportunities for volunteerism in education, poverty alleviation and the corporate context; main benefits, constraints, and challenges of volunteerism; and key issues for volunteerism in The Gambia.

## Definitions

**Volunteerism** serves as a mechanism for making positive contributions to the common good without expecting any direct personal benefits. It is a basic human impulse to respond to a felt need, and the activity undertaken must be self-willed and must benefit someone else, or society at large. The volunteer spirit is shaped by history, culture and religion. Volunteerism is especially relevant in the context of addressing poverty. It can take any of the following forms: (i) solidarity contributions; (ii) the provision of land; (iii) the sharing of technology; (iv) provision of information and exchange; and (v) time and labour allocation.

**Corporate Social Responsibility** exists when companies consider that it is in their interest to participate in the socio-economic development of the areas in which they operate and in integrating their business operations with aspects of the lives and interests of these communities concerned.

**Corporate Volunteerism** denotes social responsibility. It involves initiatives by companies to contribute to the socio-economic well-being of their clients. It is complementary to the traditional corporate philanthropy of giving monetary donations to worthy causes, and entails direct participation in development by addressing specific issues or problems of the concerned community. This participation may take the form of providing expertise, knowledge or technology to assist in improving the quality of people's lives.

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<sup>2</sup> Based on presentations and comments by Dr. Heimmo Mikkola, John O. Kakonge, Ousman Alieu Ndow, O.J. Mukumba, Ernest Aubee, Salieu Taal and Carol Hanratty at the The Gambia-UN Country Team Development Forum on: *The Role of Volunteerism in Sustainable Development*, Banjul, February 2003.

<sup>3</sup> Mark Malloch Brown's message to mark International Volunteer Day, 2002.

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## Key Voluntary Organisations in Sustainable Development

### United Nations Volunteers

The United Nations Volunteer (UNV) programme was established in the 1970s and serves as a mechanism to provide diverse forms of low cost, technical support and assistance to developing nations; in marked contrast to the policies of many donor organisations, based on the provision of expensive technical personnel. The programme mobilises qualified volunteers for development services and encourages people to become more active in volunteering in their home countries, as well as overseas. Annually, an estimated 5,000 volunteers from 150 different countries participate in this programme.

UNVs provide enormous benefits to developing countries in many fields of expertise, ranging from medicine to micro-finance and emergency relief work; from supervising elections, as for example in South Africa, Cambodia, Namibia and Nicaragua, to establishing community youth centres; from creating environment-friendly, income generating schemes, to the building of low-cost housing. Most recently, UNVs have provided much needed support in the fight against HIV/AIDS.

### The Red Cross/Red Crescent Society

The Red Cross Society originated from the notion of voluntary action. Today, the organisation has 176 national societies worldwide, consisting of 100 million members. Its main activities include provision of: youth programmes; first aid and ambulance services; disaster preparedness and response; support for refugees; and health campaigns; as well as advocacy and other specialised programmes for vulnerable people. Red Crescent Societies provide similar and increasingly widely recognised services across the Islamic world.

## Best Practices in Volunteerism

Examples of best practices in volunteerism cited during the forum are outlined below:

- In Manila, Philippines, volunteers initiated weekly reading sessions for children, which has been emulated by community members and assisted many children and adults to become literate.
- In Peru, a volunteer psychologist took over the running of a dilapidated hospital for the mentally ill. In addition to providing voluntary treatment, she gave training in weaving to inmates and community members. The success of this particular scheme led to the provision of additional land for cultivating potatoes and other local crops. This initiative led to a reduction in the average length of patient's stay in hospital, from ten years to a few months; reduction in costs of looking after patients; improvements in patient well-being; and enhanced employment opportunities for those leaving hospital.
- In The Gambia, the outstanding achievements of the Teachers' Union, established in 1937 to advocate for better working conditions, include: enactment of 1972 United Teaching Service Act; enhanced training for unqualified teachers; and establishment of a credit union for the economic advancement of teachers.
- Construction and management of the Pipeline Comprehensive School, with 17 class-rooms, 1,800 enrolled students and 32 staff, are major achievements of the Pipeline Islamic Association, launched in 1991 and run entirely by its voluntary members.
- The Gambia Red Cross Society was able to resolve a financial crisis in 1995, through construction of a multi-purpose building to generate a regular source of income to run its programmes. The society has also established various development projects to assist local communities, including market gardening in Upper River and Western Divisions, and tie-and-dye and soap making in North Bank and Central River Divisions.
- In Kerewan Dumbokono in Central River Division, communities have constructed a nursery school on their own, on a purely voluntary basis. Later, they received approval from government to establish a primary school with some assistance from development partners. This initiative has led to an increase in girls' enrolment and higher retention rates in the local school system.
- In Gambian villages, volunteerism is used as a major community development strategy. The local names for its various modalities ("*Tesito*", "*Osusu*" and "*Seet Setal*") denotes its importance to the communities. Activities range from the small, informal, family arrangements to more organised formal rotating credit associations and welfare groups. Volunteerism, as an expression of self-help or mutual aid, plays a vital role in the day-to-day lives of many villagers.
- The proliferation of "*Set Settal*," a community effort to clean up local neighbourhoods, has led to the adoption of the first Saturday of every month as a national "*Set Settal*" day. Local Government Councils have adopted this approach as a cost-effective means of supporting their solid waste management programmes. Kanifing Municipal Council (KMC) budgets for these activities in its annual programme and encourages communities to access the resources provided.

- There has been a rapid increase in voluntary interventions to support and strengthen the livelihoods of People Living With HIV/AIDS (PLWHAs) and Children and Orphans Living With Aids (COLWHA) in recent years, including fund raising, nutritional support and the provision of school materials.

Other widespread voluntary activities in The Gambia include: work by self-help groups and local groups assisting neighbours in distress; savings clubs; credit circles; mosque and church-based welfare and education services. Ancillary activities, such as youth training and the volunteering of health care provision also take place on a regular basis. The National Committee of the International Year of Volunteers has recently encouraged the donation of significant quantities of blood to hospitals. The Jammeh Foundation for Peace has also been highly successful in recent fund raising efforts, mainly through philanthropy. The very significant efforts of international volunteers, such as the UNVs, Peace Corps, VSO, APSO and GTZ are also to be commended.

## **Opportunities for Volunteerism**

### **Volunteerism in the Education Sector**

Education is a public good and is the responsibility of all segments of society: government; private sector; Non Governmental Organisations (NGOs); Community Based Organisations (CBOs); and civil society. Volunteerism appears to have been tailor-made for the education sector. Education is the most effective means of ensuring broad participation in national life. The Current education policy emphasises not only enrolment rates, but also seeks the involvement of communities in the management of school facilities, through Parent Teacher Associations (PTAs). This has rekindled the interest of communities in the management of schools and has engendered a new drive for ownership. The education policy has been instrumental in ensuring the sustainability of recent efforts aimed at improving the quality of education and has led to the establishment of more middle schools, senior schools, skill centres and trust funds for girls' education.

The University of The Gambia, which is a young institution, is in crucial need of technical assistance in teaching and research. Voluntary contributions are an absolute necessity for this institution.

In primary education, getting qualified, motivated and well-trained teachers is important. Compared to their senior secondary counterparts, primary school teachers tend to be less well-qualified, more poorly paid and have worse working conditions. These factors tend to undervalue the importance of primary school education and demotivate teachers. Poor student performance is the result. The role of volunteers is, therefore, considered to be of paramount importance in primary education.

### **Volunteerism as a Poverty Alleviation Strategy**

Poverty is related to the lack of access, or the denial of basic rights to assets, resources, services and decision-making. Poverty is a threat to human development. It is multi-faceted and manifests itself in different forms, including illiteracy, malnutrition, poor health and sanitation, HIV/AIDS, lack of productive resources (e.g. water, food), marginalisation and powerlessness. In 2001, one billion people (17%) of world's population, lacked access to safe water, 2.4 million lacked access to sanitation.

Volunteerism is important as it can serve as a catalyst for poverty alleviation and sustainable development. It is an important component of any strategy aimed at poverty reduction, sustainable development and social integration. To ensure poverty reduction and improvements in the quality of life, the engagement and genuine commitment of beneficiaries and the development of partnerships are required. Volunteerism in all spheres of national life will enhance such participation; but efforts must start from within, with only complementary external support. Such an approach strengthens the ideals of self-reliance, partnership and solidarity.

### **Corporate Volunteerism**

The concept of corporate volunteerism sounds paradoxical, since the word corporate connotes an entity primarily driven by profits, whilst the word volunteerism is implicitly driven by altruistic values. Reasons why private companies participate in community development in developing countries as part of their perceived social responsibility include: low level of local resources; wide disparity in the local distribution of income; absence of a welfare system; a high level of unemployment (especially among youths).

Benefits of corporate volunteerism include: (i) At the level of the business operating the scheme, enhancement of individual and institutional capacity; (ii) At the level of the beneficiary, skills formation, training and job placement opportunities for the unemployed - volunteerism also enhances the sense of self-worth, morale and self-esteem of individuals; (iii) At the institutional level, volunteerism enhances the efficiency of organisations like NGOs or other development agencies; and (iv) strengthens a company's relationship with the communities in which it operates, adds prestige to its employees, enhances company image and is good for business.

Strategies for implementing successful corporate volunteer programmes were identified as follows: (i) providing free advisory and support services to development related agencies and NGOs; (ii) work placements and internship programmes for young people; and (iii) time-off work schemes for employees to allow them to

provide voluntary services. The creation of a web site ([www.volunteers.com.gm](http://www.volunteers.com.gm)) was suggested as a one-stop-shop for expanding the number of volunteers in The Gambia.

The challenge for companies is to incorporate the notion of corporate social responsibility as a core value within their overall business strategies and, proactively, to engage their employees at all levels to participate in worthwhile and fulfilling causes. Corporate volunteerism should be viewed as an important facet of a company's social investment programme and an expression of commitment to the community in which it operates.

### **Benefits in Volunteerism**

Volunteerism will continue to play an important role in promoting sustainable human development. It creates a sense of personal satisfaction gained from assisting others. It strengthens humanitarian values and promotes peace. It creates self-reliance, new opportunities for partnership and avenues for innovation and utilisation of talents, and helps to promote an entrepreneurial culture. It enhances social cohesion, reduces public expenditure and transfers skills to people. Sectors, which stand to benefit most from volunteerism, include health, education, environment and social welfare.

### **Constraints and Challenges of Volunteerism**

The major problems constraining further growth of volunteerism are poverty, negative social perceptions, scarcity of skills and the lack of relevant national policy and strategy. Governments have a major role to play in overcoming these constraints and stimulating the expansion of volunteerism. Annual public events should be held to celebrate the contributions of volunteers to development and demonstrate their wide-ranging beneficial impacts on society in general. Legislation also needs to be reviewed and, where necessary, introduced or updated to facilitate the efficient work of voluntary organisations nationwide.

### **Key Issues for The Gambia**

The major issues discussed by the forum were:

- Recognition and awareness of the work and importance of volunteers and their proper appreciation;
- Creation of an enabling environment for volunteers;
- Reversing the brain drain, which reduces the scope for volunteerism; and
- Creating a responsive public sector.

### **Conclusions and Recommendations:**

The main conclusions of the forum were that volunteerism has the potential to generate many times its present contribution to development, but for this to be achieved it has to be properly harnessed and an enabling environment created. To address the twin problems of poverty and under-development, the individual, community or nation must encourage the spirit of volunteerism in all spheres of national life. Voluntary activities must complement efforts to reduce poverty, must be home-based and must strengthen the ideals of self-reliance, partnership and solidarity.

Combined with the requisite enabling environment, political will and resources, volunteerism provides an important pathway to meeting the poverty reduction targets of many recent initiatives, including the MDGs, the New Partnership for Africa's Development (NEPAD) and Poverty Reduction Strategy Papers (PRSP).

The major recommendations of the forum were:

- Government should create an enabling environment for people to volunteer and form voluntary organisations by formulating a national policy and strategy to promote volunteering; and reviewing, or updating legislation to facilitate the efficient operation of the voluntary sector;
- Government should commission a study to provide a comprehensive assessment of voluntary groups and their development activities to be incorporated into an overall national development plan;
- Government and development organisations should establish annual events to publicly celebrate the contribution of volunteers, and raise awareness of their impacts on society in general;
- The recruitment, training and management of volunteers should be improved and the potential for establishing alternative forms of non-financial remuneration for volunteers should be explored;
- Greater awareness of volunteering in The Gambia should be promoted by establishing a web-site ([www.volunteers.com.gm](http://www.volunteers.com.gm)) as a one-stop-shop for those interested in becoming volunteers;
- Corporate volunteerism should be promoted by encouraging businesses to incorporate the notion of corporate social responsibility, as a core value in their business strategies, including volunteerism in their vision and mission statements and facilitating opportunities for their employees to become volunteers.

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# OWNERSHIP IN SUSTAINABLE DEVELOPMENT<sup>4</sup>

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## Introduction

A prerequisite for success in achieving sustainable development is an understanding and approval of the whole process by the majority of stakeholders. This understanding and approval is essential for real ownership: the communities must be empowered to identify their own needs and develop their own action plans and strategies. The development of strategic partnerships between all stakeholders is a fundamental requirement for local ownership to succeed.

The forum covered the following topics: definition of ownership; importance of ownership and why it has emerged as a major development paradigm; advantages and benefits of ownership; best practices of ownership in sustainable development; and prerequisites for successful implementation of ownership policies and strategies.

## What is Ownership?

The concept of ownership has a variety of different interpretations and definitions, and is sometimes used interchangeably with participation, both of which emphasise contribution, influence, sharing of knowledge, skills and resources, and self-management.

At the forum, ownership was defined as a process by which people (including the disadvantaged in terms of income, gender, ethnicity, education, etc.) influence or control the decisions that affect their lives. The notion of giving “voices and choices” to beneficiaries is embedded in this concept, which comprises three elements: (i) a philosophy of self-help, i.e. the motivation of a project must come from beneficiaries; (ii) autonomy, the basic effort to make a project work must come from communities, while external agents only give support and provide technical expertise; and (iii) independence, meaning that beneficiaries have the right to decide what, where and how to initiate change for themselves, without political or external influence.

Ownership is a multidimensional, dynamic and complex process, which can be realised at various levels: (i) decision-making; (ii) consultation; (iii) self-initiated action; and (iv) information-sharing. The pursuit of ownership, however, does entail financial, social and psychological costs and benefits, and is dependent on knowledge, capacity and an agreed commonality of interests.

The World Bank defines ownership as “a process, through which stakeholders influence and share control over development initiatives and the decisions and resources which affect their lives.”

## Why the Emergence of Ownership in Sustainable Development?

The present economic performance of African countries, the persistent poverty of its people and the imperative of sustainable progress, call, *inter-alia*, for the adoption and advocacy of “ownership,” as a key development strategy. Over the past two decades, the focus of both national and international efforts has been mainly on macro-economic stabilisation. More often than not, this has led to the neglect of capacity building, administrative and institutional enfeeblement, and a lack of indigenous participation.

In addition, the donor-driven nature of many national development policies has become increasingly widely recognised and has led to the progressive introduction and adoption of Comprehensive Development Frameworks (CDF), based on the principles of country ownership; country strategy formulation; results orientation; and partnership. Whilst the CDF clearly acknowledges the primacy of the governmental system and its responsibility to set the broad development agenda, anchored in a clearly articulated vision of a sustainable future, the process seeks to enhance the role of groups and communities within national civil society.

## Advantages and Benefits of Ownership

There is general agreement that the primary benefits and advantages of ownership include: (i) effectiveness: the degree to which stated objectives are achieved; and (ii) efficiency: the measure of development impact to cost. Secondary benefits of ownership relate to empowerment, equity and accountability.

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<sup>4</sup> Based on presentations and comments by Abdoulie Touray, John O. Kakonge, Sulayman Fye, Abdou Njie, Sirra Ndow and Adelaide Sosseh-Gaye at The Gambia-UN Country Team Development Forum on: *Ownership in Development*, Banjul, April 2003.

## **Prerequisites and Strategies for Achieving Ownership**

Strategic co-operation between all stakeholders is required to achieve ownership. A prerequisite for such partnership is a broad policy framework delineating realistic national development objectives, priorities and strategies. Major determinants of successful implementation of ownership policies and programmes include: the strength of demand for a particular intervention (e.g. how potential beneficiaries perceive the benefits); beneficiary capacity (their strengths, skills, knowledge, leadership and organisational abilities); the degree of stakeholder commitment; the willingness of communities to contribute (in cash, or in kind) to the intended programme; and the accountability of stakeholders for the failure or success of programmes. The trust and mutual respect of community members; the client orientation of the agency (whether, or not, the agency has sufficient autonomy, or whether agency goals are determined by client satisfaction); and the interests of external funding agents; are also important to the achievement of successful outcomes.

Incentive packages that benefit the poor; co-ordination of the activities of agencies involved in promoting at grassroots level, self-help initiatives; and an efficient and productive public service are necessary pre-conditions for true ownership to be engendered. The strengthening of institutional and technical capacities of civil society and grassroots organisations can also be considered as indispensable elements.

In The Gambian context, with decentralisation and local government reforms underway, it has been found important to involve indigenous institutions in the process, so that oft-stated declarations of ownership are perceived to be genuine and meaningful by intended beneficiaries. Thus, Government and development partners, together, must explore the capacity constraints of these indigenous institutions and be willing to commit resources to strengthen traditional systems, so that they are better able to engage in development programmes.

## **Best Practices in Ownership**

Widely recognised examples of best practices in promoting ownership include:

- The Coffee Societies of East Africa, where co-operatives have developed through the initiative of coffee farmers with little external support, and members are actively involved in the decision-making process.
- In Malaysia and Singapore, many communities have taken full ownership of development project activities and committed themselves to further progress in partnerships with stakeholders. Co-operatives develop proposals for submission to government and discussion with all relevant parties, before prioritising actions necessary for implementation. Responsibilities and execution modalities are identified and shared amongst partners. Discipline, strong work ethic and reliability have been key determinants of success.
- The Education For All forum (EFA), held in Dakar in 2000, emphasised the active participation of civil society in policy formulation, implementation, monitoring and evaluation. The Dakar Framework for Action recognised the role of all groups in promoting ownership, particularly NGOs.
- In Eritrea, the government declined a US\$25m loan to rebuild a railway. As an alternative, it employed retired railroad workers to train and supervise a new generation of Eritreans, who rebuilt the railroad themselves for a fraction of the cost. This example is a testament to national political will and the ability to make independent choices.
- In Ghana, a study examining utilisation of community assets indicated that indigenous structures of government have greater capacity to mobilise rural dwellers to participate effectively in the management of common property resources than the modern local government structure.
- Comprehensive Development Frameworks (CDFs) are intended to promote greater stakeholder participation and call for community ownership of the development process. Their utility and impact on development will be assessed by monitoring, evaluation and dissemination of key performance indicators.
- The Global Partnership to Eradicate Polio, launched in 1988, after the eradication of smallpox has been an outstanding success. Previously endemic to five continents, polio now exists only in Africa and South Asia. The number of reported cases of polio declined by 99.8% over 14 years, from an estimated 350,000 cases in 1988 to 483 in 2001, and the number of affected countries fell from 125 to 10. WHO's Americas Region (36 countries) was certified to be polio-free in 1994, followed by Western Pacific Region (37 countries, including China) and the European Region (51 countries) in June 2000. Various strategies were adopted by the campaign, including: high infant immunisation coverage, with four doses of oral polio vaccine in the first year of life; supplementary doses of oral polio vaccine to all children under five years during national immunisation days; surveillance for wild polio virus, through reporting and laboratory testing of all cases of acute paralysis among children under 15 years; and targeted "mop up" campaigns, when it has been determined that wild polio virus transmission is limited specific focal areas.
- The Roll Back Malaria (RBM) initiative was launched in 1998 by WHO, UNDP, UNICEF and the World Bank, with the goal of reducing world malaria by half by 2010. The RBM partnership includes national governments, civil society, NGOs, research institutions, professional associations, development agencies,

private sector operators and the media. The main approaches adopted by WHO in the RBM initiative are: prompt access to treatment, especially for young children; prevention and control in pregnant women; vector control and prediction; and containment of the epidemic. Continued support for further applied and operational research aimed at developing new technical tools, including drugs and vaccines, is of fundamental importance to achieving the ambitious goal of this initiative.

- In The Gambia, programme instruments and processes designed to promote ownership include the PRSP, Local Government Reforms, Public Expenditure Reviews (PERs) and Participatory Budgeting. The PRSP adopted an enhanced participatory approach as its guiding principle in preparation and finalisation. The process has encouraged consultation at all levels, from wards to central government agencies. All concerned parties, from rural peasants to parliamentarians, were encouraged to arrange focus groups to help identify the needs of their communities. Supporting strategies for sustaining country ownership of the PRSP include: strong commitment by national and local political leaders; ownership of the implementation process by domestic and international partners; and incorporation of the strengths and traditions rooted in the indigenous culture.
- The Local Government Reform Exercise has aimed at strengthening the capacities of local councils to facilitate the devolution of functions and powers from central government to council and district authorities. The exercise calls for the establishment of village and ward development committees, and a local government service. The effective functioning of these structures requires intensive participatory engagements.
- The sectoral Public Expenditure Reviews (PERs) have successfully bolstered the multi-stakeholder framework of the Department of State for Education (DOSE) and the Department of State for Health and Social Welfare (DOSH&SW), NGOs, donors and other development partners. The PER captures departmental programmes in 3-year cycles and ensures that they are linked to policy objectives. The success of PER approach has been widely recognised and many African experts have visited The Gambia to learn more about this initiative.
- Participatory Budgeting has also become more interactive in the last 2-3 years. National participatory budget workshops are attended by all sectors and provide a platform for presenting the state of the national economy and critical evaluations of proposed sectoral activities. Priority programmes agreed at the workshop are submitted to the Department of State for Finance and Economic Affairs (DOSFEA) for final consideration and funding. Once, bulk funding is approved, the sector has the discretion and flexibility to disburse funds on the basis of its own priorities.

## **Key Issues of Ownership in The Gambia**

The concluding debate of this forum focused on the following issues:

- The imperative of increased capacity building;
- Ensuring political will;
- Access to timely information by participants;
- Commitment on the part of the national leadership to the project's purposes;
- Genuine partnerships, co-ordination and co-operation;
- Sensitisation and participation of the local people at all stages of the development process;
- Ensuring effective communication between stakeholders;
- Reducing the brain drain and illiteracy; and
- Upgrading of local physical infrastructure.

## **Conclusions and Recommendations**

Ownership is a complex, multi-dimensional and dynamic process. It has emerged as a major development paradigm. For it to succeed sustainable development initiatives requires collective ownership and partnership by the beneficiaries. Empirical evidence suggests that when conditions of ownership are satisfactory, the concept does promote development.

Development of strategic partnerships between all stakeholders is a fundamental requirement for local ownership. This partnership must be based on a broad policy framework that sets out in a realistic manner, national development objectives, priorities and strategies.

Ownership should be driven by local initiatives and motivation. It should empower and strengthen local and national capacity. Indigenous leadership still remains a crucial factor for meaningful ownership. It is imperative to consider and adapt, or adopt indigenous institutional arrangements, wherever they are relevant and it is feasible to do so, if ownership is to be meaningful to the majority of people in The Gambia.



At the international level, global organisations, such as the IMF and the World Bank, are important partners in the development process with immense power. African countries, however, have relatively little influence on these bodies, which remain largely impervious to their calls for change. Nevertheless, international civil society can bring considerable moral and political pressure to bear in the advocacy of more equitable ownership of the development process, through WTO reform and debt relief.

At the regional level, African countries must take prime responsibility for seeking solutions to the challenges facing the continent and claim custodianship of the development process. Lack of accountability, limited popular participation and exclusion of disadvantaged groups contribute to social, economic and political instability and development failure, which exacerbate poverty, disease and famine across Africa. A robust framework, such as NEPAD, is required to promote ownership and partnership at the regional level, based on the principles of participation and self-management.

At the national level, the following measures were considered pertinent:

- Formulation of a balanced and consistent plan to engender the widest possible ownership of the development process based on national priorities and a clearly articulated vision of the future;
- Harmonisation of assistance modalities of development partners with national policies and procedures;
- Review and identify lessons learnt from the PRSP, Local Government Reforms, Public Expenditure Reviews and Participatory Budgeting, and disseminate widely;
- Reduced dependency on external donors, especially in the key sectors of agriculture, health and education;
- Priority should be given to education and skills training to build local human capital and reduce reliance on foreign expertise;
- Development of an open and unbiased two-way communication between government and communities is crucial to success;
- Creation of an enabling environment to foster on-going consultation with a broad spectrum of stakeholders, including: opposition parties, the media, CBOs and civil society to foster constructive debate on issues of national concern;
- Ensuring access to reliable information about the nation's development agenda and broaden participation in the determination, planning, formulation, implementation, monitoring and evaluation of development initiatives;
- Encouragement of resource mobilisation at the national level. This applies to both cash and in-kind resources, such as jewellery, land, animals etc.. It is not always desirable to wait for economic handouts that come with conditionalities.

At the sub-national and community levels, efforts must be made to:

- Nurture the relevance and growth of cultural institutions;
- Create the flexibility needed to work with new partners and acknowledge existing groups and associations of civil society, including NGOs, gender groups, religious groups, voluntary groups, the handicapped and the private sector, to ensure that their experience and expertise is tapped and incorporated in the development process, and that ownership is, thereby, augmented;
- Advocate for the decentralisation and delegation of authority to local areas;
- Recognise and respect the role of indigenous knowledge systems and practices, and examine how these may best be utilised in the development process;
- Governments and development partners, together, must explore the capacity constraints of indigenous institutions and be willing to commit the resources necessary for capacity building; and
- Enhance the technical capacity of local CBOs and Civil Society Organisations to sensitise, influence, mobilise, communicate and organise appropriate activities.

## THE ROLE OF CULTURE IN DEVELOPMENT<sup>5</sup>

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### Introduction

An underlying theme of all recommendations emanating from various UN summits and conferences in the 1990s was for due recognition to be given to cultural considerations in development planning, which was reiterated at the World Summit on Sustainable Development in Johannesburg in September 2002.

The forum on the role of culture in development held in The Gambia in May 2003 focused on various definitions of culture; interpretations of culture in law; concrete examples of best practices of culture in development; the constraints and challenges of cultural norms; and succinct recommendations on how cultural considerations could best be integrated into development initiatives.

### Definitions

Various definitions of culture were presented at the forum. In a narrow sense, culture can be described as "that complex of activities which includes the practice of the arts and of certain intellectual disciplines." A broader definition, adopted by UNESCO states that "culture is a way of life and a way of living together, including the values that people hold true."

Another perception advanced at the forum holds that culture, whatever the ideological or idealist characteristics of its expression, is an essential element of the history of a people. According to this definition, culture like history, or because it is history, has as material reality in the environment in which it develops; and reflects the organic nature of society, influenced in varying degree by external factors and intellectual disciplines. Culture, thus, encompasses a complex set of distinctive spiritual, material, intellectual and emotional features that characterise a society, or social group, including the fundamental rights of human beings, their value systems, their traditions and beliefs.

Culture informs and enables people to understand social, political and economic institutions and practices in any society. From this definition, modern African culture can be described as a product of the combination of three powerful cultural influences: indigenous African values, Islamic values and Euro-Christian values, motivated by colonialism, imperialism, Judeo-Christian missionary zeal and modern educational activities.

### Culture and Law

The attainment of law and order in society has been the goal and ambition of all peoples throughout history. In terms of the importance of criminal justice planning, and the usual concerns over crime control and prevention, social and cultural spheres must also be given greater emphasis. Only by including the cultural component can problems like poverty, unemployment, mass rural-urban migration and juvenile delinquency be properly addressed.

Crime is a multi-dimensional, social phenomenon based on physical, cultural, economic and socio-psychological factors that influence personality and life styles. In the traditional African justice system, various indigenous communities dispensed criminal justice through their village chiefs, elders and a general assembly of the total community. Punishments consisted of a graduated scale of fines, sanctions and penalties, as prescribed under the prevailing systems of customary law. These penalties were imposed for offences against the community (e.g. the death penalty for desertion in war, rebellion, treason and murder) and against individuals (e.g. fines, or corporal punishment in cases of assault, minor breaches of the peace and theft). These measures were complemented by a system of cultural taboos carrying social stigma if they were broken.

With colonialism came the imposition of foreign culture and the replacement of indigenous laws and customs. The Western concept of law enforcement substituted prison sentences for negotiations about compensation; ascertainment of guilt; and strict personal accountability by the culprit, as opposed to collective family and social responsibility for violations committed by a member of the group. The new system, like many other "modern" institutions, has been ineffective in reducing high levels of violence and criminality in African towns and cities, which has been exacerbated by the decay of the police, judiciary, legal system and prison structures.

The search for alternative forms of law enforcement to deal with rising crime has not yielded the desired results. These alternatives did not include a return to the basic principles of indigenous and traditional modes of sanctioning unwanted behaviour. Instead, most African countries either made the Western method of punishment

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<sup>5</sup> Based on presentations and comments by: Badara Joof, John O. Kakonge, Edris Makward, Fafa Mbye, Janet Bajan and Kinza Jawara-Njie at the The Gambia-UN Development Forum, Banjul, May 2003.

even more severe or, in the case of Muslim Africa, returned to fundamental Islamic law. This resulted in the creation of a plural system and a dichotomy between introduced or western-type laws on the one hand, and indigenous laws - customary and Islamic - on the other.

Thus, the African reality has been a combination of English common, French codified law and customary law. In the formulation of criminal justice policy, societal values and demands should form the basis for legal structures and discourse. For the future course of the legal system in Africa, there are three major possibilities: the continuation of the existing plural legal system; the selection of one of the plural legal structures to the exclusion of the others; and fusion of the various elements of the plural legal system.

Two major challenges are faced: integration of the laws; and modernisation of the legal systems in line with the imperatives imposed by development. Meanwhile, the Western legal system will continue to serve and be expanded to meet the growing needs of the state in the fields of commerce and banking and indigenous laws. Customary law on the other hand, will continue to govern family relations, successions, marriage, divorce and lands under customary tenure. However, even within these limited areas, indigenous institutions are not able to meet the needs of the modern state without undergoing substantial adaptation. Trans-national programmes are required to supplement efforts towards law development at the national level.

Another challenge is to establish a stable legal and political order within which modernisation can take place and make possible the adoption of minimum standards and norms agreed by all member states of the UN. A radical transformation should occur during the coming decades, both in the provision for research and in the consequent output of systematic and constructive thinking on the nature of jurisprudence in the African context.

### **Best Practices of Culture in Development**

Various case studies were discussed to illustrate that culture is a crucial factor in development. In many ethnically diverse countries, some groups do better than others, even with initially similar resource endowments, e.g. the Chinese minorities in Thailand, the Lebanese in West Africa and the Indians in East Africa. The cultural values and ethics of these groups are responsible for their advancement compared with the majority.

Japan's success illustrates how a combination of cultural values and practical business sense has transformed a once backward economy into one of the most prosperous nations in the world in less than a century. The cultural values responsible for Japan's spectacular achievements and rapid elevation to the world's second largest economic power include: a strong work ethic; group responsibility; company loyalty; interpersonal trust; commitment to education; and investment in young people. It is important to recognise, however, that cultural values cannot be transplanted wholesale from one society to another.

Families have played a decisive role in capital accumulation in India and the newly industrialised countries of South-East Asia (e.g. Hong Kong, Taiwan and South Korea). Social factors, including the bonds that link people, such as trust and solidarity, are just as important as government policies to the health of economies and the welfare of nations.

The housing boom in mainland China resulted from the dynamic impact of social capital in rural areas, where small groups of friends and families came together and helped to build their own homes. The pooling of family labour and financial resources especially among Asian and Hispanic immigrants in the US has also generated self-employment and ensured general economic success. These same values have largely contributed to the economic success of Asians in East Africa, Ibos and Hausas in Nigeria and Lebanese/Syrians in West Africa. A study in Nigeria's Bendel State indicated that some 84% of development finance came from personal savings, relatives and friends.

In The Gambia, social capital plays a central role in the economic development of societies - specifically, within the Sarahule, Fula and Badibunka. Indigenous values and the enterprising culture of these minority groups have contributed a great deal to their self-development and economic advancement, as well as that of The Gambia in general. Other examples of beneficial cultural practices in The Gambia include poverty lending, micro-enterprise initiatives and the "Osusu" thrift saving scheme. Culture also contributes to the promotion of tourism, through arts, music, theatre, literature and preservation of historical sites such as Juffere Village in The Gambia, "Bamba Dinka" crocodile pool in Bakau and Goree Island in Senegal.

In terms of lessons from African literature and oral traditions, there are West African cultural values that can and should be tapped in devising strategies for economic development. However, not all traditions or sets of traditional beliefs are worth preserving. Some could even be harmful to contemporary society by the way in which they can bring about a distorted comprehension of our new reality. Culture is indeed a factor and a very important one to bear in mind in discussing or contemplating actions in development.

### **Constraints and Challenges of Cultural Norms**

Some negative aspects of African culture include a lax notion and concept of time. African societies have never placed an emphasis on the timing of events and activities. This can have undesirable impacts on development activities. Secondly, the extended family, which serves as a form of social welfare system, can, nevertheless, also have negative

impacts on the individual's sense of personal responsibility. Thirdly, there is much suspicion and mistrust in African societies, particularly in the area of business relationships. This leads to businessmen keeping everything within their own family, rather than seeking out more productive and forward-looking partnerships. Such attitudes can negatively impact on the co-operation necessary for development. This mistrust is exacerbated by a common belief in witchcraft.

Africa, however, is a very large continent, with many cultural norms and practices. Great variations between regions, countries and ethnic groups need to be recognised. The continent should take advantage of its cultural diversity in its quest for economic development and change its attitudes towards work, time, youth and women. Successes in Botswana, Mauritius and other nations prove that African society can be punctual, entrepreneurial and forward looking.

## **Key Issues of Culture in Development**

Discussions in this forum focused on:

- The relationship between culture and modernity;
- The distinction between culture and religion; Female genital mutilation as an undesirable cultural practice;
- The land tenure system; and
- Widespread cultural values of mutual assistance, solidarity, good will, sympathy and compassion.

## **Conclusions and Recommendations**

The Forum concluded that culture and development interact in many different ways and that there is a need to combine African cultural values (such as group action, group solidarity and hard work) with western technology and organisation to achieve economic prosperity. Not all traditions or sets of traditional beliefs are worth preserving, however, and the new/imported system of criminal justice has been ineffective in stemming the escalating levels of violence and criminality, especially in African cities, which has been exacerbated by the decay of the police, judiciary, legal system and prison structures. In the search for alternative forms of law enforcement to deal with rising crime, efforts have not included a return to the basic principles of indigenous and traditional modes of sanctioning unwanted behaviour.

The legacy of the triple heritage has meant that modern African culture combines both external and internal influences. This cultural synthesis has given rise to some erosion of the core values of African societies. These values include: honouring and respecting the elderly; the extended family ethos; a shared concern for the vulnerable members of society - the handicapped and children; collective mutual responsibility; generosity or hospitality extended to family, friends and strangers. These values have sustained African societies and could serve as the cultural foundation for future economic development. We must take advantage of this cultural tradition in the quest for economic development. Additionally for economic development to occur, Africa needs to change its attitudes towards work, time, youth and women.

Social structures such as families, lineages, clans and tribes remain strong social units all over the continent. If properly managed and controlled, such larger socio-cultural units can play a major role in promoting the common well-being of Africans, and thus contribute to progress and sustainable development. In The Gambia, the slow pace of development in certain sectors is attributed to the fact that the nation may have ignored certain aspects of culture. Given the importance of culture, greater use should be made of drama and music as effective tools for sensitising the population about the need for education and to change negative attitudes and values.

The Forum made the following specific recommendations:

- Development must take account of the socio-cultural realities of people. In formulating strategies for economic development, positive African cultural values should be integrated and efforts made to change negative attitudes towards work, time, women and youth.
- Gambian cultural expressions, such as drama, arts and music, should be used to sensitise the population about development.
- Research is required to identify and promote positive cultural values and norms.
- Local, indigenous, institutions should be modified to cater for the needs of a modern state.
- A national theatre and a cultural centre to promote Gambian culture should be established.
- A stable, predictable and modern legal system is necessary to respond to the demands of development, which will require harmonisation of various elements of the plural legal system.
- Societal values and demands should form the basis for legal structures and discourses in justice policies.
- Further investments in cultural activities are required to enhance economic development.

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# PUBLIC PARTICIPATION IN DEVELOPMENT<sup>6</sup>

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## Introduction

Public participation has come to the fore as a development paradigm in recent decades. All major UN Summits and Conferences during the 1990s have acknowledged that public participation has not yet received sufficient attention in developing countries.

Recently, the notion has also emerged as an important tool for ensuring public scrutiny of the major development projects. There has also been a shift in the understanding of participation as a right, rather than merely an instrument for greater aid effectiveness. In the latter context, the objective is to improve the efficiency of development programmes and ultimately the quality of life of citizens.

This forum discussion focused on: defining the concept; reviewing the different forms of public participation in sustainable development; the major benefits and drawbacks of public participation and best practices in public participation in development. It also advanced ideas on how to pursue the theme at the national level.

## What is Public Participation?

Public participation has been “the empowerment of the people to effectively involve themselves in creating the structures and in designing policies and programmes that serve the interests of all, as well as contributing to the development process and share equitably in its benefits” (African Charter for Popular Participation in Development and Transformation).

Public participation and popular participation often mean the same thing. Either one can be defined as a process through which views of all stakeholders are integrated into the decision-making process. The form of participation varies greatly from one society to another and from one project to another.

GTZ defines participation in projects as “the determination and sharing of power throughout the programme circle.” This includes treating people as equal partners from the initial definition of the project idea, through appraisal and management to evaluation.

The World Bank defines participation as a process through which, “stakeholders influence and share control over the development initiatives, decisions and resources, which affect them.”

The key concepts of participation are focused on self-reliance, felt needs of the target beneficiaries and community involvement. Models, such as the community development approach, the participatory approach, (modified community development), the people first approach, and the modified-basic-needs approach, all involve beneficiary participation.

## Different Forms of Public Participation

Participation in development can occur in many different forms: consultations on project planning; participation in the economy; participation in governance; participation in policy-making; participation in democracy; and participation in budgeting. Close interrelationships exist between these various forms of participation. Participation in development also requires changes in the whole culture and procedures of organisations, whether NGOs, governmental departments, donor agencies or private sector entities. The participation process includes planning, record keeping and decision making.

Public participation in project planning benefits policy-making throughout the entire project cycle. It is important for several reasons. It improves project design; minimises the negative and enhances the positive impacts of projects; encourages positive changes in behaviour, and positively affects attitudes and power relationships.

Public participation in governance includes decentralisation, budgeting, policy management, monitoring and evaluation. Decentralisation is increasingly used as a mechanism to increase popular participation and promote efficiency in the delivery of services. It can be classified as horizontal, or vertical. Horizontal decentralisation disperses power to institutions at the same level, while vertical decentralisation involves the transfer of power from central government to lower authorities. Vertical decentralisation comprises of three types: de-concentration, delegation and devolution.

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<sup>6</sup> Based on presentations and comments by: Jegan Senghore, John O. Kakonge, Katim Touray, Njaga Jawo and Yero Baldeh at the The Gambia-UN Development Forum, Banjul, July, 2003.

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Major advantages of decentralisation include: promotion of public involvement; increased efficiency in delivery of services; and reduction in costs. It can increase pressure on governments to concentrate on human priority concerns. Despite these benefits, decentralisation, if not properly pursued, can lead to disparities between different localities and can result not in a genuine transfer of power to local people, but act to increase the power of local elites, thus defeating its purpose of empowering local people.

As regards public policy making, the participatory approach is considered conducive to building national ownership of Poverty Reduction Strategies (PRS). Participation in the PRSs can range from simple information sharing, to more extensive consultations and joint decision-making; and to situations where the relevant stakeholders take on responsibility for monitoring the process, and evaluating its success, or otherwise.

A related aspect of public participation is in participatory budgeting. Public participation in the budgetary process enables citizens to control, or influence, government use of public resources.

Public participation in the democratic process is more than just the process of casting votes. It includes guarantees of human rights, the rule of law and free and fair elections at periodic intervals. It goes hand-in-hand with a strong civil society and a free press.

## **Benefits and Drawbacks of Public Participation**

Public participation has numerous benefits: increased efficiency and aid effectiveness; efficient resource allocation; and efficiency of service delivery. It makes governments more accountable and more sensitive to the real needs of the people and strengthens the sense of local ownership. It can improve the decision-making process by increasing the range of issues to be considered and by involving local and technical experts.

Public participation improves governance because of the positive effects of decentralisation. It makes government more accountable, and thus more sensitive to the needs of people. It helps increase local ownership of development projects, thereby increasing the likelihood of their sustainability once external support ends. And it assists stakeholders to appreciate the intent and value of programmes.

Despite the popularity and immense benefits of public participation in development, there exist some potential problems: the process is not always associated with democracy, nor does it always guarantee sustainability, since participation of mis-informed groups can distort public policy, cause wastage, or lead to wrong decisions. It can be expensive, can cause delays in the decision-making process, and has the potential of restricting effective and decisive policy formulation.

## **Challenges of Public Participation**

Challenges of public participation and the reasons why participation has been so limited, especially in Sub-Saharan Africa, were identified as follows:

- A lack of trust between planners, the public and project beneficiaries;
- Various misconceptions of its nature, such as: “the public has little help to offer project designers;” “people’s involvement merely delays project approval” and the feeling that “it is unrealistic to consult with everyone;”
- The cost of organising public participation is high, especially in advanced countries, when public enquiries into large and sensitive projects are often very prolonged and exhaustive;
- Lack of information: documents relating to the project can be inaccessible, or difficult to understand because of technical complexity and language.

## **Strategies and Best Practices of Public Participation**

The following strategies to ensure effective public participation in the development process were identified:

- Formalisation of the consultative process as a legal requirement, especially for projects involving the environment, so that extensive public discussions take place before a project is approved;
- Establishment of guidelines and national policies for public participation in the development process;
- Establishment of a system to provide information and monitor public involvement, including: holding workshops and seminars; providing information to people through radio programmes that reach rural and inaccessible populations; production/dissemination of accurate and easy to understand documents; and a strong extension network to help de-mystify relationships between planners and the public;
- Inclusion of all relevant perspectives and intellectual contributions;
- Generation of meaningful dialogue: effective discussions enrich understanding, build relationships and expand partnership possibilities. Involvement of traditional leaders in discussion of programmes that will affect their communities. Public forums generally need expert facilitators to ensure high-quality dialogue.

- Establishment of truly participatory processes. Since learning is a continuous process, regular consultations will lead to a more thorough understanding of the programmes and more effective kinds of popular participation. One-time events that offer only a snap shot of the situation are of limited value.
- Care should be taken to avoid making assumptions or taking positions too early. They can prevent the emergence of the best possible outcomes. Exploring all aspects of the facts does take time, but it deepens understanding, so that new and better solutions can emerge.

Various examples of best practices in public participation were presented as follows:

- International “participatory projects” in the World Bank’s portfolio has increased from 40% to 72% in 2000. The Bank has utilised this approach in the development of PRSPs, with public participation ranging from simple information sharing to more extensive consultation and joint decision-making, and the relevant stakeholders taking responsibility for monitoring and evaluating the process in certain situations.
- UNDP has been a long-standing advocate of the participatory approach and has made extensive use of the process. The 1993 Human Development Report (HDR) focused on people’s participation in development, and the 2003 HDR highlighted the importance of the process in achieving the MDGs.
- Other examples cited included the multi-agency Onchocerciasis Control Programme (OCP) in West Africa, which has almost eradicated river blindness, and micro-finance projects that are empowering women throughout sub-Saharan Africa. An important lessons demonstrated by these programmes is that active and willing involvement of the people is a necessary condition for efficient implementation. How this public participation is arranged depends on the project’s location, its size and its purpose.
- In The Gambia, Action Aid is a pioneer in public participation. The idea is enunciated in its 1991 Tendaba Declaration, which emphasises that people are the focus of development. Action Aid has adopted a Community Based Management (CBM) approach and has collaborated with CBOs to initiate actions based on the peoples’ agenda.
- A community forestry project was launched in 1991 by the Department of Forestry in The Gambia, in collaboration with GTZ, involving the establishment of user rights and active community participation in the management of both communal and state owned forest resources.
- Support for Decentralised Rural Development (SDRD) is provided by a project financed by the European Development Fund (EDF), which is building capacity and strengthening community institutions, whilst at the same time promoting decentralisation and participatory communication activities.

## **Key Issues of Public Participation in Development**

The key issues of this particular forum were as follows:

- The need to highlight the objectives and importance of popular participation in decentralisation, democratisation and governance;
- The need to distinguish the difference between mere consultation and participation;
- The bureaucratic and often elitist nature of African governments, which inhibit popular participation;
- The possible trade off between popular participation and the management of development by governmental agents;
- The correlation between popular participation and ownership;
- The degree of popular participation in NEPAD, Vision 2020 and the PRSP;
- The role of popular participation in traditional African societies, and its applicability in the present age;
- The role of women and youths.

## **Conclusions and Recommendations**

Public participation is a powerful tool that can be of immense use in development. It has brought about a paradigm shift in development thinking and practice. An increasing number of international development organisations are using participatory processes in project formulation, implementation, monitoring and evaluation. The idea has also gained widespread popularity from grassroots projects to voluntary organisations and from government to large funding agencies. It is employed as a mechanism to give greater voice, accountability and trust between people and institutions.

Co-operative involvement by the people is a necessary condition for efficient implementation of development projects. How this public involvement is arranged may depend on the project site, its size and purpose. To make projects sustainable, people involved must know that they share the responsibility for and ownership of the programme and are full time partners.

The poor and marginalised people should not only take part in participation: they have a major role in the decision-making processes that shape their own lives. This necessitates the use of a range of approaches and methods, and requires changes in behaviour, attitudes and power relationships.

The adoption of participatory approaches encourage the inclusion of service beneficiaries as users or consumers; the recognition of their rights; and the adoption of accountability/transparency mechanisms that foster equity.

The above calls for: formal recognition of citizen's groups and their right to information about government decision-making and spending patterns; and their right to seek redress for poor-quality service delivery.

Notwithstanding these imperatives, it is often a fact that the bureaucratic and elitist nature of African societies inhibits genuine participation. Other impediments to popular participation have to do with capacity constraints, lack of a clear agenda and the often unfriendly nature of the languages of communication.

The following recommendations emanated from the discussions of this forum:

- Creation of an enabling and effective participatory planning process to be preceded by an action plan and followed by purposeful implementation, monitoring and evaluation to ensure sustainability;
- Establishment of a legal framework, guidelines, systems and access to information to ensure popular participation;
- Emphasising the role of youths in the development process, such as is being addressed through UNDP's environment initiatives;
- Inclusion of women and other marginalised groups in popular participation drives, to ensure meaningful development for people everywhere;
- Promotion of micro-credit schemes designed to improve the lot and status of women, and strengthen their confidence;
- The need for consensus on the controversial point that a government that is elected should embark on national programmes without popular participation, because the election of that particular government amounts to an endorsement of its programmes in their entirety;
- The call to broadcast the proceedings of this Development Forum to enhance capacities for effective participation.

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## **CO-ORDINATION IN DEVELOPMENT: OPPORTUNITIES AND CHALLENGES<sup>7</sup>**

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### **Introduction**

There are numerous forms of co-ordination employed in different areas of the development process. They all require resources to accomplish their goal. These resources must be the correct combination of the right thing in the right place, at the right time. Co-ordination gets more complicated as the number of tasks, actors and resources increase. Correctly applying its principles will augment the success rates of development endeavours.

The goal of co-ordination is to deliver the highest quality services to the largest number of people at the lowest possible price. This goal is universally sought after. The objectives of inter-agency co-ordination are to improve availability of services, their accessibility, and their effectiveness.

The Forum reviewed definitions of co-ordination and some of its key concepts, its importance; its prerequisites; the challenges faced in making co-ordination work; examples of best practices of co-ordination in development, and conclusions and recommendations made from the forum deliberations

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<sup>7</sup> Based on presentations and comments: by Abdoulie Mam Njie, John O. Kakonge, Sulayman Fye, Dundee Njie and Kwaku Agyemang at the The Gambia-UN Development Forum, Banjul, May, 2003.

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## **Definitions**

Co-ordination is the process of ensuring that the interactions, both vertical and horizontal, among the various stakeholders (including donors, implementing/executing agencies and target groups/beneficiaries) lead to concrete outputs and increased efficiency. It is also sometimes referred to as “managing interdependence.” The main elements of co-ordination are supervision, adjustment, standardisation and information sharing.

Co-ordination theory advances the view that all actors, no matter how unique, can approach co-ordination in a similar way. That it brings about a win-win outcome. Co-ordination theory also identifies linkages. Its linking mechanisms are the exchange of relationships to facilitate the work of two or more organisations. The two main types of linking mechanisms are: administrative/fiscal (in the project cycle this can be exemplified by purchase of services, joint budgeting and funding); and managerial/supportive linkages, including centralising services and service integration.

## **The Importance of Co-ordination**

Co-ordination serves to pool resources. This is a necessity, given the multiplicity of development goals, donors, implementing agencies and institutions involved in the delivery of various inputs to a particular beneficiary group. It ensures that resources required to make workers productive are secured and tasks are properly designed and organised. The absence of co-ordination leads to duplication, inefficiency, confusion, waste of resources and discouragement.

## **Prerequisites for Co-ordination**

Various factors considered and identified as prerequisites for co-ordination:

- Adequate capacity building and training;
- Co-ordination at the decentralised level;
- Enhancement of leadership in co-ordination;
- Harmonisation of rules and procedures of donors;
- Rationalisation of donor aid policies and objectives;
- Organisation of joint work sessions to collaborate on a specific task or project;
- Development of Memorandums of Understanding to provide guidelines and agreed commitments on specific issues;
- Establishment of inter-governmental or inter-agency agreements delineating specific roles and responsibilities among two or more jurisdictions or entities;
- Establishment of institutional mechanisms charting information flow and the roles and responsibilities of the various parties. These must be sufficiently clear and flexible enough, in order to accommodate new ideas and suggestions.
- The success of co-ordination depends very much on the personal attributes of the co-ordinator, including: personal ideology and values; the individual’s way of dealing with problems; knowledge, skill and previous experience; and personal credibility.

## **Benefits and Challenges of Co-ordination**

With proper co-ordination the resources required to make workers productive are secured and tasks are properly designed and organised. This ensures that any work done within the different units of an organisation is consistent with the overall goals and visions of that organisation. Thus, an environment is created where people with diverse backgrounds can work together productively. Co-ordinated project management brings about both administrative and financial advantages.

At the level of donors, it is in the interest of all concerned (governments, private sector, civil society and aid agencies) to achieve “donor co-ordination.” An early assessment should be conducted to determine each donor’s comparative, or competitive, advantage in the proposed areas of intervention. The expertise of individual donors to resolve specific problems also needs to be known. Funding levels and capacity for ensuring sustainability need to be ascertained. It is then incumbent on the major actors to consult with each other to determine how their funds, knowledge and policies can support national development strategies.

At the level of implementing agencies, co-ordination should reduce administrative burdens for recipient countries, save resources and avoid duplication of efforts.

At the level of beneficiary groups, their capacity can be over-stretched to such an extent that the development process loses focus and relevance in their eyes. This problem can sometimes be compounded by the proliferation

of NGOs, since their activities tend quite often not to be well regulated. There must also be co-ordination at the community and household levels to strengthen sustainability and improve community welfare.

The major challenges of co-ordination were perceived by discussants as follows:

- Tendency to generate multiple, overlapping co-ordination mechanisms where the roles, responsibilities and inter-dependencies are unclear;
- Reluctance of individual international agencies and bilateral donors to be "co-ordinated" by someone else;
- Competition among NGOs, and governments for available resources;
- Complexity of some operating environments;
- Need to maintain a proper balance between co-ordination and actually "doing" what the beneficiaries are themselves supposed to do;
- Need to preserve national independence where co-ordination involves agencies and beneficiaries of diverse interests;
- Need to ensure that co-ordination brings added value to the sum total of individual efforts of donors, implementation agencies and beneficiaries at the community level;

### **Best Practices in Co-ordination**

Some clear and effective steps, which can lead to efficient and effective co-ordination and better clarify roles and responsibilities, were identified as follows:

- Joint identification of client needs;
- Determination of all stakeholders;
- Establishment of preliminary commitments;
- Specification of goals, objectives and constraints among participating institutions;
- Matching client needs with available resources;
- Selection of clearly defined plans of action and time lines;
- Confirmation of stakeholder commitments;
- Development of implementation and funding plans for selected alternatives;
- Monitoring performance and evaluate progress;
- Allowing for flexibility and adaptation.

Various examples of best practice in efficient co-ordination were presented, including:

Co-ordination at donor level aims to avoid duplication and improve efficiency. This is one of the roles of the Consultative Group on International Agricultural Research (CGIAR), created in 1971 and co-sponsored by the FAO, IFAD, the World Bank and UNDP, which co-ordinates donor support to 15 international agricultural research centres around the world.

Co-ordination was essential to the success of the multi-agency Onchocerciasis Control Programme (OCP), sponsored by FAO, WHO, the World Bank and UNDP and involving 11 West African governments. The programme, which was launched in 1972 and closed in 2002, has been highly effective in combating river blindness across the sub-region.

UNDP's Sustainable Agriculture Networking and Extension (SANE) programme aims to enhance the capacity of smallholder farmers to achieve sustainable agriculture, through the co-ordination and strengthening of selected NGOs, farmer groups and other actors. SANE has provided technical assistance on agro-ecological farming techniques and community organisation skills to farmers in nine developing countries, including: Cameroon, Mali, Senegal and Uganda.

Common features contributing to the success of both the OCP and SANE programme are: clarity of structure; visionary leadership, and demonstrated willingness not to "fly national, or institutional flags."

Co-ordinated vector control campaigns, regular consultation and joint programming have contributed to the eradication of tsetse fly from parts of Africa.

### **Conclusions and Recommendations**

The forum concluded that national governments, not donors, should take the lead in co-ordination. The differences in comparative advantages and competencies of different people, institutions and agencies, make co-ordination of activities a necessity for ensuring sustainable development. Co-ordination creates greater efficiency and effectiveness, prevents duplication of efforts and resources, and may create synergies. It has time and cost

implications and is difficult where actors compete and jealously guard their mandates, or are apprehensive of losing control and authority over their resources. It is not always appropriate, however, to impose models of co-ordination from one environment to another.

The main recommendations made were as follows:

- Establish an effective institutional framework, transparent and non-partisan in nature, with clearly defined roles and responsibilities;
  - Conduct training and capacity building to facilitate aid co-ordination and management;
  - Establish a forum for NGOs, private sector and government to discuss co-ordination and management;
  - Support divisional co-ordinating committees and commissioners to enhance co-ordination at divisional and local levels;
  - Harmonise the rules and procedures of donors, and rationalise donor aid policies and objectives, since they are not always consistent with those of recipients; and
  - Co-ordinate and harmonise interventions in the area of gender to avoid duplication of efforts.
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## OPERATION AND MAINTENANCE OF DEVELOPMENT PROGRAMMES<sup>8</sup>

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### Introduction

In the past, discussions on maintenance and its positive impact on development were very popular. However, this is no longer the case, due largely to the fact that the development debate has moved on to other issues, such as the environment, gender and governance. Maintenance and operation as a prerequisite for development is as relevant today as in the past; if not more so.

The objective of maintenance is to conserve, as much as possible, the original condition of an investment, be it roads or buildings, in a manner most likely to minimise the total cost of its operation to society. This is especially important under the current severe resource constraints and limitations of skilled manpower.

Over the past 40 to 50 years, many developing countries, including The Gambia, invested considerable amounts of resources in physical and social infrastructure, to promote economic growth and social development. The neglect of maintenance has led to deteriorating roads, dilapidated schools and health centres, and non-operational transport fleets. Thus, money spent on the acquisition and construction of these vital capital assets has increasingly become money wasted.

The main reasons for not conducting timely maintenance of infrastructure and other assets identified by forum participants were: low priority given to maintenance; insufficient funds; little commitment to the principle itself; shortage of skilled and experienced staff; lack of standardisation of equipment; and inadequate technical capacity to maintain infrastructure, equipment, plant or institutional arrangements.

The forum reviewed the definition of operations and maintenance; challenges to maintenance; strategies and benefits of operation and maintenance; and made conclusions and recommendations drawn from the discussions.

### Definition

*Operations and maintenance* are used interchangeably in the development field to refer to the need for sustaining programmes or projects. Maintenance and management of development assets are vital to the economic and financial well being of any country, and considering the scarcity of new capital, are a critical factor in the development process.

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<sup>8</sup> Based on presentations and comments by: John O. Kakonge, Hon. Edward Singhatey, Lamin Sanneh, Therese Drammeh and Saja Taal at The Gambia-UN Development Forum, Banjul, September, 2003.

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## Challenges to Maintenance and Operations

- **Lack of appreciation:** In many developing countries, and especially in Africa, there is a perception that new things do not need to be maintained. This attitude is a major obstacle to achieving any kind of sustainability in development, and is the cause of failure of numerous projects.
- **Lack of a good policy:** Often there is no policy on maintenance, or it is conducted on an ad-hoc basis.
- **Low priority:** In terms of programme and project activities, operations and maintenance are given low priority as far as availability of financial resources are concerned.
- **Lack of adequate financial resources:** The operation and maintenance budget of many donor or government funded development projects is often a small percentage of total costs, usually in the range of 3-5%. Insufficient budgeting for operations and maintenance is a major pitfall for many projects.
- **Lack of standardisation of equipment:** For some projects and programmes, many of the materials and equipment used are different from local specifications. Donors bear some of the responsibility for this state of affairs and their co-operation is needed to resolve it.
- **Lack of qualified personnel:** The operations and maintenance of development programmes has suffered because they frequently lack the technical expertise necessary for the job. Trained technicians are essential for any advanced equipment and any project or public utility, but this is overlooked in the design of many projects, and leads to difficulties. When available, trained technicians also tend to be expensive.
- **Lack of training:** Regular training to enhance operations and maintenance activities in projects is required. Without proper and adequate training, equipment and materials may be damaged when handled.
- **Lack of ownership by communities:** Evaluations of many donor-funded projects in Africa indicate that local communities frequently have little or no affinity for related infrastructures, and play no part in their operation or maintenance. Pro-active measures are required to promote greater community involvement.

## Strategies and Benefits of Operation and Maintenance

**Changing attitudes:** All stakeholders must change their attitudes in designing programmes. The incorporation of operations and maintenance components will ensure sustainability.

**Adequate budget:** For every programme or project, an adequate budget should be allocated to cover operations and maintenance. If facilities are maintained properly, the financial benefits can be substantial.

**Shared responsibility:** Maintenance of community facilities (wells, schools and roads) requires partnership with government, development agencies and communities. Some schools include the cost of maintenance in their school fees, with approval of management boards and parents. Many developing countries, including Malaysia and Singapore, have introduced tolls for the use and maintenance of roads and bridges.

**Need to revisit our traditions:** Many cultures had traditional systems to repair and maintain facilities considered important to their well-being, some of which still function. Maintenance has long been part of African culture, including: housing, terracing, water supplies, defensive structures and cultural symbols, using traditional modalities: communal work gangs and collaborative family teams.

**Benefits:** The proper and timely maintenance of a nation's assets achieves at least three things: (1) it reduces the rate of deterioration and thus prolongs the life of the asset and delays the time for costly renewal or replacement; (2) it lowers the cost of operation of the asset; and (3) it ensures that the asset continues to function optimally and encourages future assistance where this becomes necessary.

## Key Issues for Maintenance and Operations in The Gambia

The key issues to emerge from discussions on maintenance and operations were:

- Greater awareness of the need and importance of maintenance of facilities in development;
- The need to separate recurrent and development budgets;
- The need for attitudinal change;
- Establishment of an institutional framework for maintenance;
- Development of a maintenance policy and budget;
- Exploration of various mechanisms for financing maintenance of roads (road tax, debt swaps, debt relief initiative for Heavily Indebted Poor Countries (HIPC));
- Capacity building, training and retention of grassroot beneficiaries in the operation and maintenance of facilities; and
- Impediments to maintenance (lack of institutional focus, co-ordination and definition of responsibilities).

## **Conclusions and Recommendations**

Sustainable development cannot occur without a strong maintenance culture that permeates the whole development process and practice. Maintenance and management of assets is vital to the economic well being of any country, and is a critical factor in the development process in view of the scarcity of new capital, which means that existing infrastructure and facilities must be made to last longer.

Given the declining external resources available to the South, and to the African region in particular, the importance of maintaining existing facilities and equipment cannot be over-emphasised.

The major challenges in maintenance and operations include: a lack of appreciation of the value of maintenance; lack of a policy; low priority given to maintenance; lack of adequate financial resources; lack of standardisation of equipment; lack of qualified personnel; lack of training; and lack of ownership of development projects by communities.

Maintenance must be approached in a systematic manner to facilitate the planning, budgeting and implementation of a maintenance regime that caters for the need of social sectors and communities. Maintenance is a collective responsibility and involves maintaining the ideal environment, physical infrastructure or organisation, which is critical to the development process.

The following recommendations emanated from the discussions:

- There is need to develop a National Policy on maintenance and operations to ensure maintenance issues are incorporated into programme/project documents and funds allocated adequately to its budget.
- Government must lead the process of resource mobilisation for maintenance of public assets in partnership with NGOs and civil society. The views of potential funding partners must be solicited at the design stage of development programmes as a mechanism for mobilising required resources.
- For every project or programme, a sizeable budget needs to be allocated for operations and maintenance. The normal 5% allocated to maintenance in programme budgets should be reviewed and adjusted according to anticipated requirements.
- Establish institutions outside government to be responsible for operations and maintenance in partnership with NGOs and civil society.
- Need to consider local specifications for materials and equipments in the planning process.
- In order to ensure continuous maintenance of facilities, there is need to set up an institutional system as well as develop an attitudinal change towards public property.
- Local participation, capacity building, regular training of grassroot beneficiaries and retention are required for proper operation and maintenance of facilities.
- Ideally, the proceeds from road tax should be used for the maintenance of roads.
- Explore innovative ways of financing operation and maintenance of facilities (e.g. debt swaps).
- Government should develop partnership with other stakeholders for the maintenance of wells, schools, roads and other community-oriented infrastructure.
- Explore and adopt appropriate traditional approaches for the maintenance of facilities.
- Maintenance of records or files. This is imperative, especially in the public sector. Poor record keeping leads to poor planning and poor decision-making largely based on guesswork and ill-defined development targets. Computerisation of public records makes them more easily accessible and allows for more efficient maintenance and management.

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# DEVELOPMENT OF HUMAN RESOURCES FOR HEALTH<sup>9</sup>

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## Introduction

Human resources development is intrinsically linked with all other development issues. Its creation requires co-ordination and close partnerships with other stakeholders.

The human resource situation in the health sector of most developing countries (including The Gambia) is characterised by an acute shortage of qualified staff (doctors, specialised nurses, general nurses, auxiliary staff, laboratory and managerial staff) and a high rate of attrition. The latter caused, in large part, by low staff motivation resulting from low wages, lack of proper incentives, inadequate training, poor living and working conditions.

The provision of human resources for the health sector should be seen as a major priority. It is a task that needs the most urgent attention in terms of increased investment in the health sector.

The forum reviewed definition of human resources; the need for a good strategy; the key issues of human resources in health. The forum also made a series of broad recommendations for improving the situation.

## Definition

The participants at the forum defined human resources as the sum of knowledge, skills, creative abilities, talents and aptitudes of an organisation. This approach sees the worker as bringing all these qualities to an organisation. The worker affects the link between the capital, the machinery and other inputs to make them productive.

## Developing a Human Resources Strategy

The design of any human resources strategy must respond to two critical questions: (i) what kind of people will manage and run the programmes necessary to meet strategic objectives? and (ii) what are the incentives required to attract, employ and retain staff? In answering these questions, the four basic components of an organisation should be taken into account:

- Culture (the beliefs, values, norms and management style of the organisation);
- Organisation (the structure, job roles and reporting lines of the entity);
- People (the skill levels, staff potential and management capability); and
- Human resource systems; the people-related mechanisms which deliver the strategy (employee selection, communications, training, rewards, and their career development).

The development of human resource policies for the health sector should proceed in three stages:

- Formulation, involving clear definition of objectives and priorities, and how they are going to be achieved;
- Implementation, including mobilisation of resources, co-ordination of activities and monitoring;
- Evaluation, involving real participation and sharing of information.

The main stakeholders that need to participate in this process should include those responsible for:

- Defining and negotiating working conditions;
- Setting standards of professional practice;
- Producing workers and services, and
- Using and financing the services.

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<sup>9</sup> Based on presentations and comments by: Yusupha Dibba, John O. Kakonge, Professor E.M. Essein, Adama Sallah, Tom King and Eileen Petit-Mshana at the The Gambia-UN Development Forum, Banjul, October, 2003.

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## **Challenges for Human Resources in Health**

The performance of human resources in the health sector varies widely between and within geographical areas. Country circumstances are determined largely by differences in demography, living standards, literacy, etc.. There is also considerable variation in the number of health workers per unit of population, with many more qualified personnel in urban areas than in rural communities.

In The Gambia, the composition of personnel in a health team usually includes doctors, nurses, pharmacists, laboratory technologists/technicians, radiographers and physiotherapists/occupational therapists. However, there is a great scarcity of qualified people. Current estimates indicate a shortfall of some 250 doctors for the size of the population, with the deficit partly being made up by expatriates. There is an urgent need for more doctors to be trained in The Gambia and providing appropriate incentives for them to stay.

At the public policy level, there is inadequate understanding of the challenges facing the health sector and the need to formulate a clear policy and strategic plan for the development of human resources in the sector.

At the strategic management levels, sectoral planning and co-ordination are weak and overly centralised. In addition, there are inadequate policies and supply systems, with respect to provision of pharmaceuticals. Regulations for malpractice are inadequate and often un-enforced.

At the level of health services delivery, distribution of the few qualified staff in the sector is poor and uneven, and is compounded by inadequate supplies of drugs and medical facilities.

Additional issues to be addressed by this sector include:

- The increasing tendency towards private practice in many African countries is depleting public health services of their essential staff.
- The potential for continuing professional education is extremely weak in many African countries. Staff are demotivated and there is a general loss of morale, exacerbated by the non-return of trained staff, inappropriate deployment of personnel and discontinuation of donor sponsored fellowship programmes.
- The provision of additional and/or “substitute” cadres is essential, especially with the advancing HIV/AIDS pandemic;
- National Millennium Development Goals, National Development Strategies (e.g. Vision 2020), National Employment Policies and Civil Service Reform must take account of and give due priority to the provision of human resource needs of the health sector.
- The dialogue between government and development partners must focus more on issues of service delivery and quality of care, in addition to modes of co-operation, co-ordination, financing and accounting.
- The 20 to 50 fold differential between medical salaries in Africa and those in Europe and North America is the main cause of the drain of professional health personnel from Africa.

## **Key Issues in Human Resources in Health**

The following considerations featured importantly in this section:

- The possibility of employing retired doctors;
- The need for accreditation of the University Teaching Hospital;
- The urgency of regulating the operation of pharmacies and clinics by unqualified people and non-medical staff; and arresting the diversion of government drugs into these facilities;
- The endorsement of the Health Sector Requirement Study in The Gambia, sponsored by USAID and donor financing modalities;
- The Health Sector Master Plan; and the disadvantage of over dependence on donor financed programmes;
- The need for government-led planning initiatives;
- The policy shift from concentration on primary health care to tertiary care.

## **Conclusions and Recommendations**

The following conclusions and recommendations emanated from the discussions:

- Investment in health is a critical component of an overall development and poverty reduction strategy. The human resource situation facing the health sector in most developing countries (including The Gambia) is characterised by an acute shortage of qualified staff and a high rate of attrition.
- Thus, there is an urgent need to reduce the acute shortage of health personnel in The Gambia. This calls for greater emphasis in training, provision of an enabling work environment and better incentives.

- New investments are urgently needed in health because it is basic to saving and gives value to life. It induces the creation of wealth and overall growth and development.
  - Development of better training and curricula for health workers, relevant to local needs (balance is needed between training for local needs and professional training to meet standards for international recognition).
  - The need to develop integrated training modules for in-service training.
  - Promoting distance education programmes for health workers, especially targeting staff in rural areas and those with limited chances for institutional upgrading.
  - Investing in Information Communication Technology (ICT) systems (based on solar power) to connect isolated health facilities to the information network will improve the situation.
  - Commission studies to identify cost effectiveness of alternative health interventions and assess human resource implications of the Millennium Development Goals, using and improving on existing computerised planning models.
  - The importance of developing the health sector from the bottom up, in order to lay a solid foundation for efficient service delivery.
  - Establishment of a national commission on macro-economics and health to oversee human resource development in the health sector.
  - Addressing the brain drain, *inter alia*, through civil service reforms and creation of a trust fund to which the recipient countries of trained medical personnel from developing countries will contribute.
  - Encourage in-country training of doctors and other health personnel in the University Teaching Hospital in The Gambia, as it is more cost effective.
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## RELIGION AND DEVELOPMENT<sup>10</sup>

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### Introduction

The modernisation and dependency theories of the 1960s, 70s and 80s were preoccupied with economic structures and processes, and in many cases considered religion to be irrelevant to development and social transformation. It was only at the beginning of the 1990s that development research and practices began to acknowledge religion as an important component of the development process. The fundamental values and objectives of religion and human development are similar in many important ways. The similarity is even more pronounced in comparing the aims of established religions and the United Nations' Millennium Development Goals, especially their emphasis on an holistic approach. Religion has an important role to play in the liberation of humankind and eradication of poverty, hunger, ignorance and inequality, empowerment of people, particularly women, conservation of the environment and advocacy for peace in human societies.

The forum focused on the question of why spiritual values have recently featured as essential contributors to the development process; the core values of the four major religions of the world and their similarity with the objectives of development; the role of religion and religious organisations in national development efforts; a summary of key issues; and a set of major conclusions and recommendations from these discussions.

### Definitions

Religion has been defined as a "belief in divine, or super-human beings, and in their power to assist, or harm, man," but this definition is fraught with problems and has been rejected by many contemporary scholars because there are certain adherents to religion, who do not subscribe to the existence, or the importance, of divinities.

To avoid these conceptual problems, the forum preferred to use the following functional definition: Religion has to do with investing life with meaning, in response to those features of human existence that are not resolvable only in scientific terms e.g. human mortality. This definition was considered simple and broad enough to accommodate many different perceptions.

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<sup>10</sup> Based on presentations and comments by: Sulayman M. B. Fye, John O. Kakonge, Hon. Sulayman Ceesay, Dr. Omar Jah and Bishop Tilewa Johnson at the The Gambia-UN Development Forum, Banjul, December 2003.



## Why Religion in Development?

The forum acknowledged that the re-emergence of spiritual values in the development debate was due to a variety of reasons, including: the end of the cold war, the fall of the Berlin Wall and the collapse of many state-controlled economies in Africa, the former Soviet Union, Eastern Europe and China. All of these events have contributed to the expansion of a large political vacuum that seems to have resulted in the emergence of religion, or spirituality, as a major force in human affairs.

Experience over past decades has proved that development is not a function of economic growth alone. In spite of the attainment of respectable increases in aggregate GNP in many developing countries, the majority of the world's people still live in poverty, inequality is widespread, and violence and inhumanity persist.

The pursuit of unlimited materialistic and hedonistic life-styles in many countries and an array of social vices in many societies have caused a breakdown of established institutions and brought about costly social and political conflicts, which have exacerbated existing societal problems.

Religion has a unique role to play in the liberation of man from the enslavement of poverty, hunger, ignorance, inequality and disempowerment of people, particularly women and the conservation of the environment.

## Core Values of the Major Religions of the World

The core ethical values and objectives of the four most widespread religions of the world (Christianity, Buddhism, Hinduism and Islam) are fundamentally similar, focusing on love, equality, service and justice.

The three fundamental values that form the basis and practical guidelines for the real meaning of development are: (1) sustenance; (2) development of self-esteem; (3) freedom from servitude, misery, ignorance and poverty. These values harmonise in many significant ways with the objectives of religion, which are complementary to the MDGs and the holistic approach to development adopted by many development agencies.

## Role of Religious Organisations in Development

Religious organisations have played important roles in development. The major objectives, as stated by several of the voluntary agencies that are inspired by religious values, concerns investment in the advancement of knowledge and education, and the promotion of human welfare and development.

The number of people served by religious oriented NGOs operating in developing countries has been estimated to be over 250 million (i.e. 20% of the 1.4. billion of people living in abject poverty). Some of the first NGOs involved in development activities were: Caritas and Catholic Relief Services, Save the Children Fund and in the Muslim world, the Islamic Relief Service. Initially, these agencies focused on relief and welfare, but have now moved into development activities. Today, they are implementing major development programmes in the fields of education, health, agriculture, gender equity and environmental conservation.

Religious organisations advocate for peace, harmony, understanding and partnership. They have played a crucial role in helping those in need, particularly the poor. The Millennium Peace Summit of Religious and Spiritual Leaders, held at UN Headquarters in August 2000, provided an opportunity to discuss concerns about the disparities in the world and the increase in global poverty and conflict. Religious leaders also played an important role at the Millennium Summit in September 2000.

Voluntary religious organisations, inspired by spiritual values, have contributed immensely to investment in knowledge, education and the promotion of human welfare. The original focus of these organisations was largely relief and welfare activities. Specifically, religious groups have played important roles in the following areas:

- **Conflict Resolution:** Religious leaders have mediated with opposing factions in an attempt to bring peace in many troubled areas of the world, especially in Africa and other developing regions. In addition, some have provided important relief assistance to countless individuals and communities, including refugees.
- **Environment:** Many religious groups have played important roles in appealing for proper stewardship of the environment. For example, the Rio Declaration on the Environment has itself drawn a great deal from religious groups and spiritual leaders.
- **Education:** In education, religious groups have played and continue to play a leadership role. In countries throughout the world, religious based educational institutions often provide some of the best managed and best disciplined education at all levels of schooling.
- **Health:** In many African countries, religious organisations play important roles in the provision of health services: primary health care, HIV/AIDS counselling and care. Health workers from religious organisations have filled gaps when state facilities and services have been inadequate, or unavailable.
- **Governance:** Religious groups have played an important role in speaking out against issues, such as corruption and political irregularities. They also play an important role in demanding social justice.

- **Food Security:** Religious groups are credited with the introduction of a number of crops in Africa, Latin America and Asia. In East Africa, particularly, cash crops, such as tea and coffee, were introduced by religious groups, which contributed much to development of the agricultural sector in these regions.

Traditional African Religions have played an important role in development. For example, praying for more rain under circumstances of persistent drought, as well as in celebrations that often mark the end of a successful harvest.

The institution of *zakat* is a fundamental pillar of Islam. It is a major contributor to poverty alleviation and equitable distribution of income in Muslim states. It is obligatory for Muslims to pay *zakat* at a minimum rate of 2.5% of income, or equivalent in-kind contributions for distribution to the poor and needy. The enforcement of *zakat* and *Baitul Mal* – a fund for the poor and the needy – has assisted immensely in alleviating poverty and the suffering of the poor. In Pakistan and Malaysia, *zakat* has been used effectively by civil society organisations to develop social self-help programmes and to provide seed money for income generating informal sector activities.

At the international level, religious-oriented institutions have made substantial contributions to development initiatives. For example, the Islamic Development Bank (in compliance with Islamic Shariah) has provided assistance to member countries for infrastructure, education, poverty alleviation and financing trade. Similar activities have been undertaken by Christian based organisations in a number of developing countries.

However, despite significant contributions to development programmes, religion has not always played a significant and positive role in society. Religious conflicts in Afghanistan, India, Pakistan and Palestine are responsible for untold loss of life, destruction of property and intense human misery.

Religion has been instrumental in the development process in The Gambia, which has benefited significantly from support provided, especially in the fields of agriculture, health, education and the environment, by Catholic Relief Services, Gambia Food and Nutrition Association, Christian Children's Fund, the International Islamic Relief Organisation, the Africa Muslims Agency, World Islamic Call Society (Al Dawa, Al Islamic).

## Key Issues in Religion and Development

The discussants made specific reference to the following:

- The relationship between religious values and belief in God;
- The materialistic nature of the world;
- Democracy and religion;
- The interpretation of religion;
- The “feminisation” of religion;
- The inculcation of religious values in children;
- Definition of terrorism and fundamentalism;
- The dilution of religious beliefs in the modern age.

## Conclusions and Recommendations

The forum provided an understanding of what religion is and an interpretation of the core values and beliefs of the four major religions: Christianity, Buddhism, Hinduism and Islam. Religious and spiritual discipline is a prerequisite for development and human progress.

Religion and development are complementary and mutually reinforcing. Religion has always been an important variable in the development equation. Religion is a crosscutting issue, which inspires various initiatives, including efforts at conflict resolution, governance and economic management.

Religion can constitute both a positive and negative vehicle for development. Generally, religious values have propelled the development process in many countries, including The Gambia. There are also instances where religion has been misused. It is important to put more emphasis on religious commonalities than differences for the purpose of fostering unity and understanding for a workable twenty-first century.

The forum agreed that religion could be a positive and dynamic force in society and a source of peace, cohesion and motivation. It concluded that religion could effectively enhance the development process.

The following recommendations emerged from the overall forum discussions:

- Attention needs to be paid to the interpretation of religions, as this may have negative implications for certain segments of society.
- The need to integrate religious/moral values in development and inculcate in children values such as love, tolerance, peace, and a common humanity.

- The “feminisation” of religion should occur, i.e. acceptance that women should be allowed to play roles in religion that have traditionally been dedicated to men, and that men and women are complementary to each other and do not have competitive roles in religion.
  - Religious groups should pray for peace and justice in their nations and in the world.
  - Adoption of the term "African Traditional Religions" instead of “Ancestor Worshipers” and "Animists.”
  - The spiritual dimension is important for self-growth and development because of the dualistic (material and religious) nature of human beings. The spiritual dimension is basic to human solidarity without which the future will not be workable for anyone.
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## **GENERAL CONCLUSIONS**

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### **Volunteering in Development**

There is no government, or organisation, that can be self-sufficient in terms of human resources, or manpower. Therefore, in order to address the twin problems of poverty and under-development, the individual, community and nation must encourage the spirit of volunteerism in all spheres of national life. Volunteerism must be home-grown, complement poverty reduction, and strengthen the ideals of self-reliance, partnership and solidarity. Accompanied by an enabling environment, political will and requisite resources, volunteerism can alleviate poverty and promote sustainable development.

### **Ownership in Sustainable Development**

The prerequisite for success in sustainable development is partnership with and collective ownership by the beneficiaries. Effective local ownership in turn, requires strategic partnerships between all stakeholders. However, this must be based on a broad policy framework that realistically outlines national development objectives, priorities and strategies.

Ownership should be driven by local initiatives and motivation. It should empower and strengthen local and national capacity. If ownership is to be meaningful to the majority of people in The Gambia, it is imperative to consider indigenous institutional arrangements.

### **Role of Culture in Development**

There is a need to combine African cultural values, such as group action, group solidarity and hard work, with western technology and organisation, so as to achieve economic prosperity.

These cultural values include honouring and respecting the elderly, the extended family ethos, shared concern for vulnerable members of society, collective mutual responsibility, generosity and hospitality. These cultural traditions, along with changes in attitudes towards work, time, youth and women, must be employed in the quest for economic development. Furthermore, strong social structures, such as families, lineages, clans and even ethnicity, can play a major role in promoting the common well-being of Africans and contributing to progress and sustainable development.

The Forum also concluded that various aspects of culture, such as drama and music, played a significant role in sensitising people to the importance of education, and that there was a general need to overcome negative attitudes and rekindle the importance of culture in development.

### **Public Participation in Development**

Co-operative involvement by the local population is a necessary condition for efficient implementation of development projects. To make projects sustainable, the people involved must know that they share responsibility for and ownership of the programme, and are full time partners.

The poor and the marginalised should participate and have a major role in the decision-making processes that shape their own lives. This requires the use of a range of approaches and methods, and necessitates changes in behaviour, attitudes and power relationships.

Participatory approaches call for formal recognition of citizen’s groups, their right to information about government decision-making and spending patterns, and their right to seek redress for poor-quality service delivery.

## **Co-ordination in Development: Opportunities and Challenges**

The differences in comparative advantages and competencies of different people, institutions and agencies, make co-ordination of activities a necessity for ensuring sustainable development. Co-ordination creates greater efficiency and effectiveness, and prevents duplication of efforts and resources.

Co-ordination is necessary to establishing an effective non-partisan and transparent institutional framework, where roles and responsibilities are clearly defined. Co-ordination and management of projects must be discussed with all stakeholders, NGOs, private sector and government, alike. Effective support at the local level, training and capacity building can be employed to facilitate and enhance aid co-ordination and management. Governments, not donors, should take the lead in co-ordination.

## **Operation and Maintenance of Development Programmes**

Sustainable development cannot occur without a strong maintenance culture. Maintenance and management of assets is vital to the economic well-being of any country. There is a need for an attitudinal change towards public property, so that maintenance is viewed as a collective responsibility.

Maintenance issues must be incorporated into national programme/project documents and allocated sufficient funds to its budget. Government must lead the process of resource mobilisation in partnership with NGOs and civil society. Local participation, capacity building, training of grass roots beneficiaries in operation of facilities are required.

Maintenance must be approached in a systematic manner to facilitate the planning, budgeting and implementation of an effective regime that caters for the needs of social sectors and communities.

## **Development of Human Resources for Health**

Investment in health is a critical component of an overall development and poverty reduction strategy. New investments are urgently needed in health.

There is an impending need to reduce the acute shortage of health personnel in The Gambia. This calls for greater emphasis on training, creation of an enabling work environment and improved incentives. The health sector must be developed from the bottom up, in order to lay a solid foundation for efficient service delivery.

## **Religion and Development**

Religious and spiritual discipline is a prerequisite for development and human progress. Religion is an important variable in the development equation. As a cross-cutting issue, it inspires various initiatives, including efforts at conflict resolution, governance, and economic management.

Religious morals and values must be integrated into the development process; and women must be encouraged to play stronger roles in the religious sphere. Religion can be both a positive and a negative vehicle for development. Greater emphasis should be given to religious commonalities, rather than differences, in the fostering of unity and understanding.

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## APPENDIX I: PRESENTATIONS AND COMMENTS

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- Agyemang, Kwaku, “Co-ordination in development: challenges and opportunities.” Discussant paper at The Gambia-UN Country Team Development Forum, Banjul, 26 June 2003.
- Aubee, Ernest, “The role of volunteerism in sustainable development: a poverty reduction perspective.” Comments at The Gambia-UN Country Team Development Forum, Banjul, 20 February 2003.
- Bajan, Janet Young. ”Culture in economic development: the role of the performing arts.” Comments at The Gambia-UN Country Team, Banjul, 29 May, 2003.
- Baldeh, Yero. “Public participation in development.” Comments at The Gambia-UN Country Team Development Forum, Banjul, 28 July 2003.
- Drammeh, Therese. “Operation and maintenance of development programmes.” Discussant paper at The Gambia-UN Country Team Development Forum, Banjul, 30 September 2003.
- Essien, Professor E. M.. “Development of human resources for health.” Keynote presentation at The Gambia-UN Country Team Development Forum, Banjul, 30 October 2003.
- Fye, Sulayman M.B.. “Concept of ownership in development” Keynote presentation at The Gambia-UN Country Team Development Forum, Banjul, 29 April 2003.
- Fye, Sylayman M.B. “The role of religion in development.” Keynote presentation at The Gambia-UN Country Team Development Forum, Banjul, 9 December 2003.
- Fye, Sylayman M.B “Co-ordination in development: issues and challenges.” Keynote presentation at The Gambia-UN Country Team Development Forum, Banjul, June 26 2003.
- Hanratty, Carol. “The role of volunteerism in sustainable development.” Comments at The Gambia-UN Country Team Development Forum, Banjul, 20 February 2003.
- Jah, Dr. Omar. “The role of religion in development.” Comments at The Gambia-UN Country Team Development Forum, Banjul, 9 December 2003.
- Jawara-Njie, Kinza. “Culture in development.” Comments at The Gambia-UN Country Team Development Forum Banjul, 29 May 2003.
- Jawo, Njaga. “Public participation in development.” Comments at The Gambia-UN Country Team Development Forum, Banjul, 28 July 2003.
- Johnson, Bishop Tilewa. “The role of religion in development.” Comments at The Gambia-UN Country Team Development Forum, Banjul, 9 December 2003.
- Kakonge, John O. “Culture in Economic Development-Opening remarks”. The Gambia-UN Country Team Development Forum, Banjul, 29 May 2003.
- Kakonge, John O. “Operation and Maintenance of Development Programmes-Opening Remarks”. The Gambia-UN Country Team Development Forum, Banjul, 30 September 2003.
- Kakonge, John O. “Ownership in the Development Process-Opening Remarks”. The Gambia-UN Country Team Development Forum, Banjul, 29 April 2003.
- Kakonge, John O. “The Role of Religion in the Development Process-Opening Remarks”. The Gambia-UN Country Team Development Forum, Banjul, 9 December 2003.
- Kakonge, John O. “The Role of Volunteerism in Sustainable Development-Opening Remarks.” The Gambia-UN Country Team Development Forum, Banjul, 20 February 2003.
- King, Thomas A.B. “Human resources for health.” Comments at 13<sup>th</sup> UN Development Forum, 30<sup>th</sup> October, 2003.
- Mukumba, O.J.. “The role of volunteerism in sustainable development: best practices on ownership.” Comments at The Gambia-UN Country Team Development Forum, Banjul, 20 February 2003.
- Makward, Edris. “Culture and development.” Keynote presentation at The Gambia-UN Country Team, Banjul, 29 May 2003.
- Mbye, Fafa. “Culture in economic development: some legal aspects.” Comments at The Gambia-UN Country Team, Banjul, 29 May 2003.

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- Petit-Mshana, Eileen. "Development of human resources for health." 13<sup>th</sup> UN Development Forum, 30th October 2003.
- Ndow, Ousman Alieu. "The role of volunteerism in sustainable development." Keynote presentation at The Gambia-UN Country Team Development Forum, Banjul, 20 February 2003.
- Ndow, Sirra. "Ownership in development." Comments at The Gambia-UN Country Team Development Forum, Banjul, 29 May, 2003
- Njie, Abdou. "Ownership in development." Comments at The Gambia-UN Country Team Development Forum, Banjul, 29 May, 2003.
- Njie, Dundee. "Co-ordination in development: challenges and opportunities." Discussant paper at The Gambia-UN Country Team Development Forum, Banjul, June 26 2003.
- Sallah, Dr. Adama. "Development of manpower resources for health." Comments at 13<sup>th</sup> UN Development Forum, 30th October 2003.
- Sanneh, Lamin. "Operation and maintenance of development programmes" Keynote presentation at The Gambia-UN Country Team Development Forum, Banjul, 30 September 2003
- Sosseh-Gaye, Adelaide. "The concept of ownership in development." Discussant paper at The Gambia-UN Country Team Development Forum, Banjul, 29 May, 2003.
- Taal, Salieu. "The role of volunteerism in sustainable development: corporate volunteerism." Comments at The Gambia-UN Country Team Development Forum, Banjul, 20 February 2003
- Taal, Dr. Saja. "Operation and maintenance of development programmes." Discussant paper at The Gambia-UN Country Team Development Forum, Banjul, 30 September 2003
- Touray, Katim. "Public participation in development." Keynote presentation at The Gambia-UN Country Team Development Forum, Banjul, 28 July 2003.

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## APPENDIX 2: LIST OF CONTRIBUTORS

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