

PARTICIPATORY POLICY IMPLEMENTATION FRAMEWORK

FOR SUB-NATIONAL LEVEL

**PROMOTING PARTICIPATION IN POLICY
IMPLEMENTATION**



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About GIZ/Digital Transformation Center (DTC) Nigeria: The Digital Transformation Center Nigeria is, jointly funded by the European Union and the German Federal Ministry for Economic Cooperation and Development (BMZ) and is implemented by Deutsche Gesellschaft fur Internationale Zusammenarbeit (GIZ) GmbH. The project focuses on digitalisation, innovation, and entrepreneurship with the aim of improving the capacity of the Nigerian economy.

Foreward



It is with great enthusiasm that I introduce the Participatory Policy Implementation Framework (PPIF), a pivotal tool aimed at transforming how policies are implemented across States in Nigeria. This framework is a testament to the commitment, expertise, and passion of Nigerians from various walks of life who have contributed their time and insights to develop a framework that prioritizes inclusivity, transparency, and collaborative impact.

In Nigeria, people-centered policies hold the potential to address pressing challenges, provided they are implemented through unified and collaborative efforts. The PPIF encapsulates this belief, enabling a policy-making environment where diverse voices from individuals, businesses, and organizations are integral to the decision-making process. By embedding participatory methods, the framework ensures that policies are not only comprehensive and effective but also resonate with the very people they aim to serve, creating a sense of ownership across society.

For the PPIF to achieve its transformative potential, the commitment of all stakeholders such as government agencies, civil society organizations, private sector players, and community members is essential. Engaging stakeholders at every stage foster trust, enhances transparency, and aligns policies with the evolving needs of our society. This framework provides practical guidance for stakeholders on incorporating participatory practices, thus making policy implementation more relevant, adaptable, and impactful.

I am confident that the PPIF will be a catalyst for positive change, inspiring stakeholders to embrace these collaborative approaches and fostering new avenues for growth, innovation, and shared prosperity. We extend our deepest gratitude to everyone who has contributed to this initiative. Your invaluable insights, dedication, and collaborative spirit have been instrumental in shaping a framework that reflects our collective vision for a thriving digital economy and an inclusive society.

As we embark on this journey, I invite all stakeholders to join hands with us to create a policy landscape that serves as a foundation for a sustainable and inclusive Nigeria. Together, we can build a nation where policies are designed with the people and for the people, ensuring a brighter and more equitable future for all.

Mr. Kashifu Inuwa Abdullahi

Director-General/CEO,
National Information Technology Development
Agency.

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Glossary

EU	European Union
GDP	Gross Domestic Product
MDAs	Ministries, Departments and Agencies
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
NDLF	National Digital Literacy Framework
NGOs	Non Governmental Organisations
NSA	Nigeria Startup Act
OGP	Open Government Partnership
PPIF	Participatory Policy Implementation Framework

Summary

Nigeria has a few policies and strategies in place to support digital transformation, digital innovation and entrepreneurship. While policies such as the Digital Economy Strategy (2020-2030) and the National Digital Innovation and Entrepreneurship Policy, which outline key delivery mechanisms, are in place, execution of key policies down to the state level is lagging.

Insights from diverse studies and stakeholder engagements reveal that a participatory policy implementation framework is essential for ensuring the effectiveness, accountability, empowerment, and sustainability of policies across diverse contexts.

This Participatory Policy Implementation Framework (PPIF) was developed by the National Information Technology Development Agency (NITDA), in collaboration with the GIZ/Digital Transformation Center (DTC) Nigeria. The framework will facilitate inclusive, transparent, and effective implementation of national policies and strategies at sub-national level. Rooted in the principles of stakeholder engagement and collaborative governance, it aims to bridge the gap between policy formulation and execution.

The framework was developed by actively involving diverse stakeholders, including state and non-state actors, the private sector, and local communities at both national and sub-national levels. A structured methodology that incorporates a review of existing frameworks and the adaptation of international best practices was applied.

The importance of the PPIF in ensuring inclusivity and collaboration in the implementation of policies presents immense benefits to people, businesses, and the country. These benefits include:

- Increased transparency and accountability in policy development and implementation process, building trust between government institutions and citizens
- Enhanced local relevance by integrating indigenous knowledge and local perspectives, ensuring policies are contextually relevant to the people they serve
- Enables policies to be more adaptable to changing circumstances
- Enhanced policy implementation and sustainability
- Empowerment of stakeholders, fostering a sense of ownership and responsibility
- Evidence-based decision making and policies for better outcomes

The PPIF was handed over to the Ministry of Communications and Digital Economy in July 2024, for upscaling at the Federal level. It will be implemented in pilot programs at the state level to promote socialisation and adoption.

Introduction

Participatory policy is crucial in the context of digital transformation as it ensures that the diverse needs and perspectives of all stakeholders are considered in the policymaking process. Digital transformation affects multiple aspects of society, including how businesses operate, how citizens access services, and how governments interact with their constituents.

By involving the relevant stakeholders, such as tech professionals, businesses, academics, civil society organisations, and the general public, participatory policies help create more effective, relevant and inclusive digital strategies. This collaborative approach ensures that policies are grounded in real-world insights, leading to better outcomes and increased public trust in digital initiatives.

Objectives of the PPIF

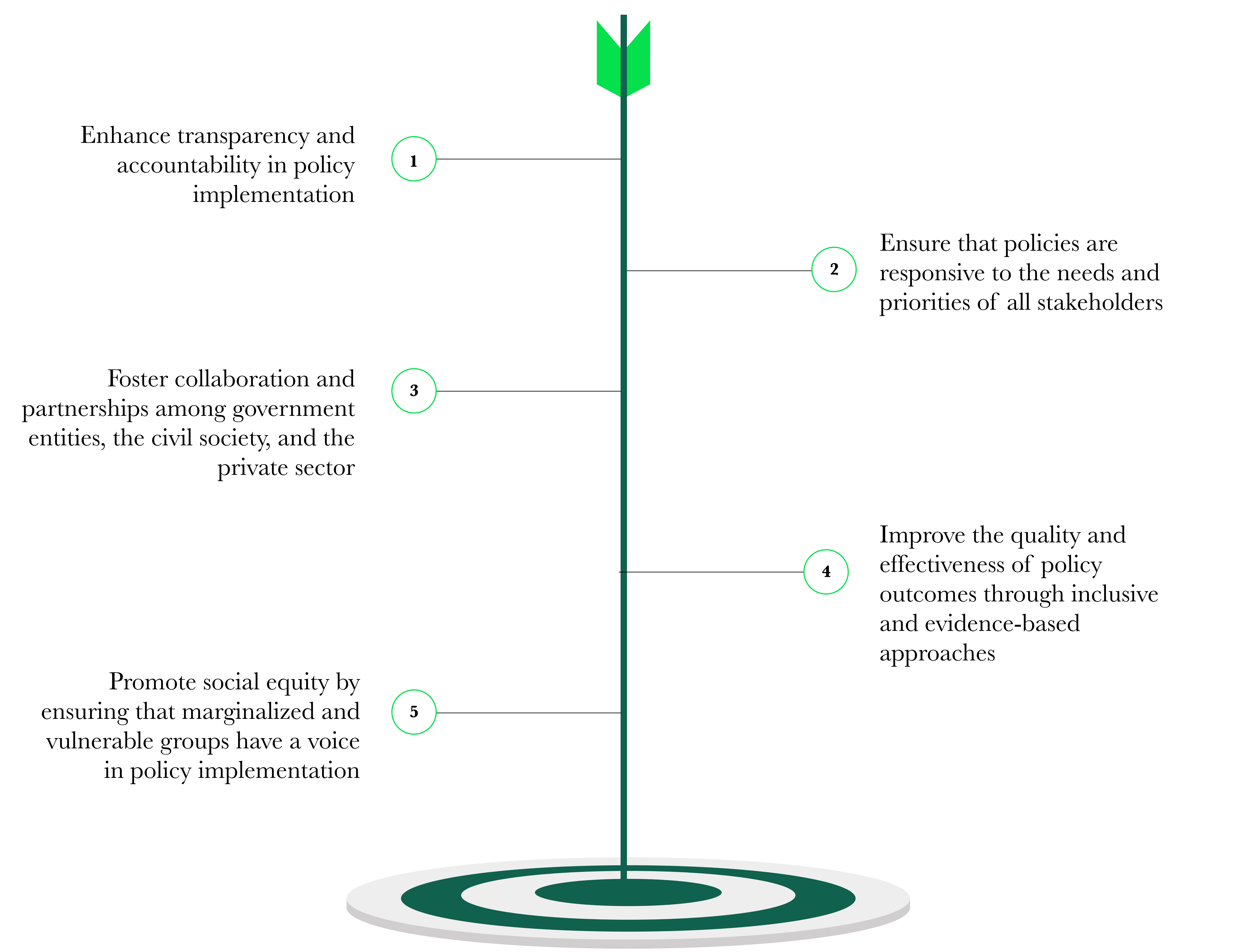


Fig 1: Objectives of the PPIF

Methodology

The PPIF is designed to facilitate inclusive, transparent and effective policy implementation. This framework is developed through a structured methodology that incorporates a review of existing frameworks and the adaptation of international best practices.

Review of Existing Frameworks

To build a robust PPIF, it is crucial to analyse existing frameworks that have been successfully implemented in similar contexts. The Nigeria Startup Act (NSA) and the National Digital Literacy Framework (NDLF) provide valuable insights and lessons for developing the PPIF.

Nigeria Startup Act (NSA)

The Nigeria Startup Act was enacted to create an enabling environment for technology-enabled startups by fostering innovation, supporting entrepreneurship, and ensuring regulatory support. The Act was developed through extensive stakeholder engagement, involving startups, investors, civil society, and government agencies. This collaborative approach ensured that the Act addressed the needs of the tech ecosystem comprehensively¹.

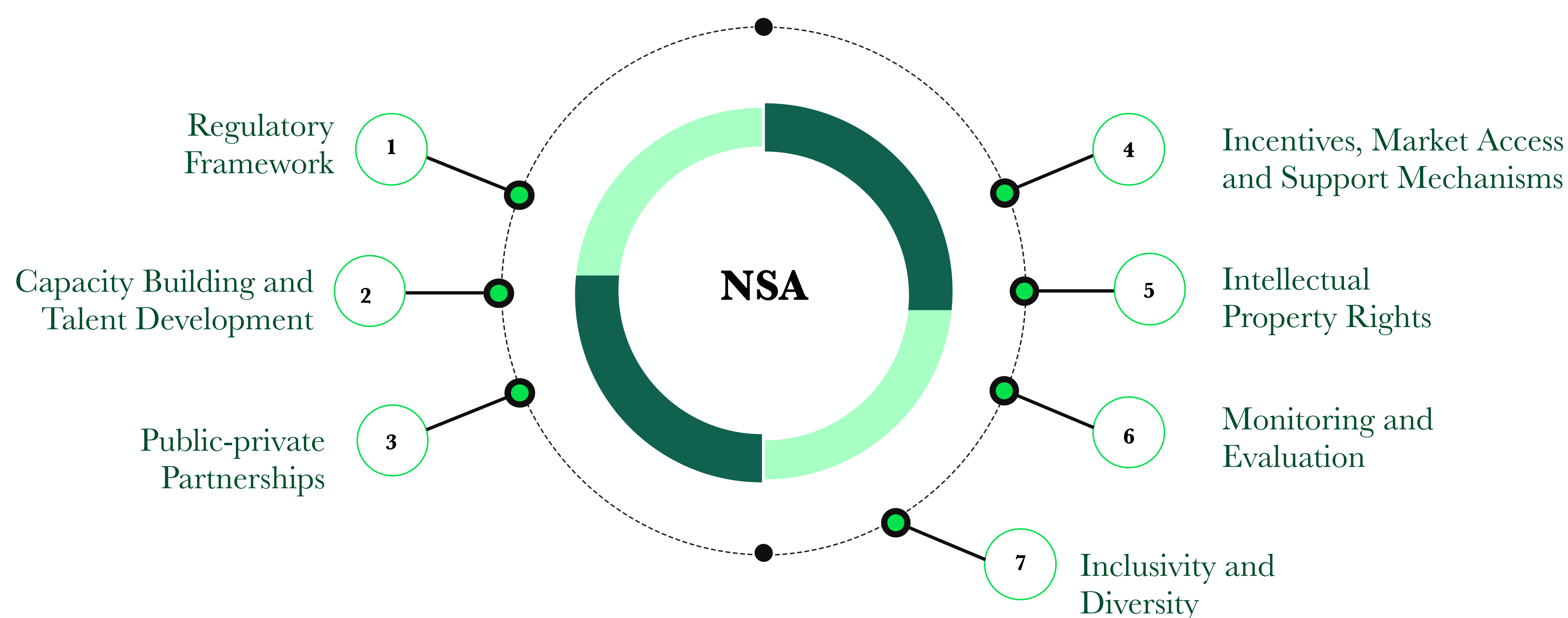


Fig 2:Key components of the Nigeria Startup Act

¹ Nigeria Startup Act: <https://nigeriastartupact.ng/>

National Digital Literacy Framework (NDLF)

The NDLF is a strategic initiative designed to enhance digital literacy and skills across Nigeria with the goal of bridging the digital divide and promoting digital inclusion. Below are the key objectives of the NDLF:

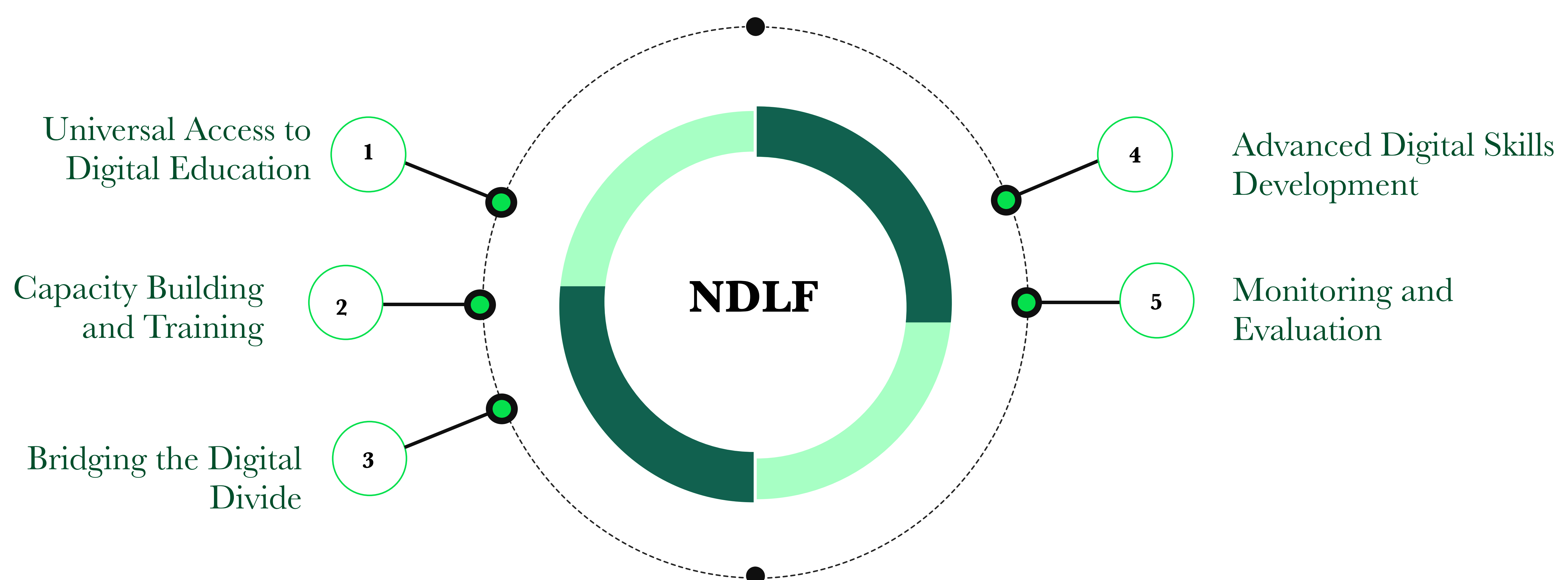


Fig 3: Key components of the National Digital Literacy Framework

Adaptation of International Best Practices

To ensure the effectiveness of the PPIF, incorporating international best practices is essential. This process involves analysing successful frameworks from other countries and adapting relevant strategies to the Nigerian context. Here are two case studies that illustrate effective participatory policy implementation: Brazil's Participatory Budgeting and Kenya's Open Government Partnership (OGP).

Case Studies

Brazil's Participatory Budgeting

In cities like Porto Alegre, Brazil, participatory budgeting has been implemented to involve citizens directly in the decision-making process that regards the allocation of public funds. This approach allows residents to propose and vote on community projects, ensuring that public spending reflects the community's priorities and needs².

²Souza, C. (2001). Participatory budgeting in Brazilian cities: limits and possibilities in building democratic institutions. *Environment and Urbanization*, 13(1), 159-184.



Fig 4: Impacts of the Brazil's Participatory Budgeting

Kenya's Open Government Partnership (OGP)

Kenya's OGP initiative is a collaborative effort to promote transparency, accountability and public participation in governance. Through the OGP, Kenya has committed to implementing reforms that enhance open government practices including access to information, public participation, and anti-corruption measures³.



Fig 5: Impacts of the Kenya's Open Government Partnership (OGP)

³ Moses, M. (2017). Learning to Make All Voices Count: Lessons and reflections on localising the Open Government Partnership. Making All Voices Count Research Report, Brighton: IDS.

Stakeholders Engaged

The PPIF was formulated with the participation of major stakeholders including the public sector, the civil society, and the private sector. This involved public sector stakeholders consisting of Federal Government Ministries, Departments and Agencies (MDAs), state and local governments; private sector stakeholders including investors, venture capitalists and tech companies; and civil society groups involving advocacy groups and various communities.



Fig 6: Participant making a presentation at the validation session on the PPIF, Lagos

Key Insights

Participatory policy development involves the active engagement of stakeholders in the formulation of policies, ensuring that diverse voices and perspectives are heard and considered. This approach is fundamental to creating inclusive, transparent, and effective policies that reflect the needs and aspirations of the community. By fostering stakeholder participation early in the policy cycle, governments and organisations can enhance policy legitimacy, foster trust, and ensure smoother implementation.

Table 1: Importance of Participation and Inclusion



A. Enhanced Legitimacy:
Policies developed through participatory processes are more likely to be accepted and supported by the public. Inclusion of diverse stakeholders lends credibility and legitimacy to the policy.



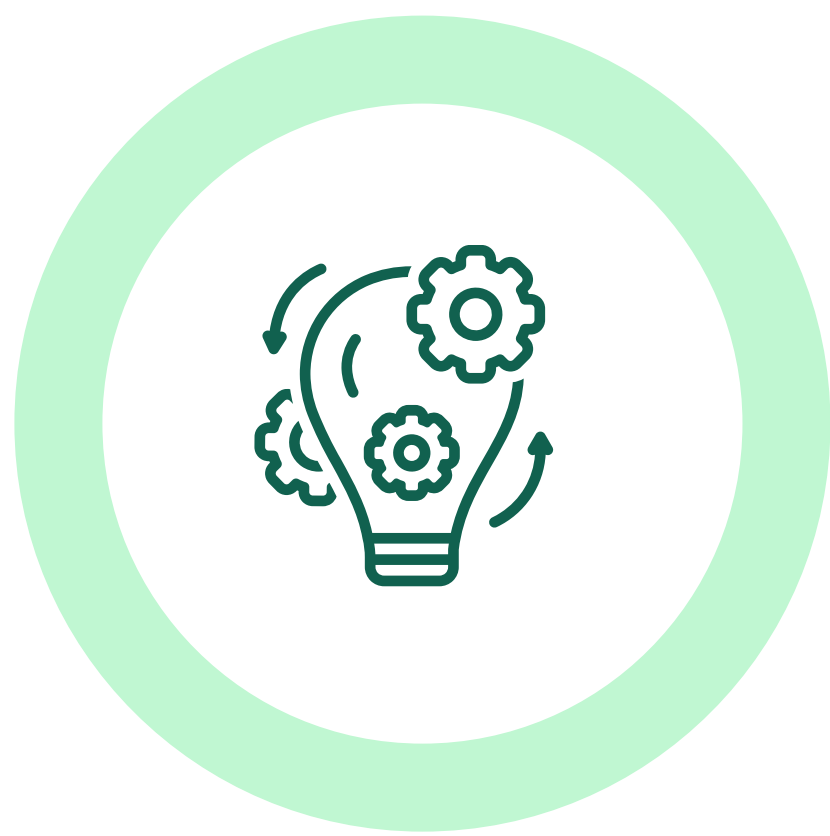
B. Increased Transparency:
Open and participatory policy development processes promote transparency, helping to reduce corruption and build public trust in governmental and organisational processes.



C. Better Outcomes:
Involving stakeholders can lead to better-informed decisions and more effective policies as diverse perspectives and expertise are brought into the policy-making process.



D. Empowerment:
Participation empowers stakeholders, particularly marginalised and vulnerable groups, giving them a voice in decisions that affect their lives while fostering a sense of ownership and responsibility.



E. Improved Implementation:
Policies developed with stakeholder input are more likely to be successfully implemented, as stakeholders are more likely to support and comply with policies they helped shape.

Key Principles of a PPIF

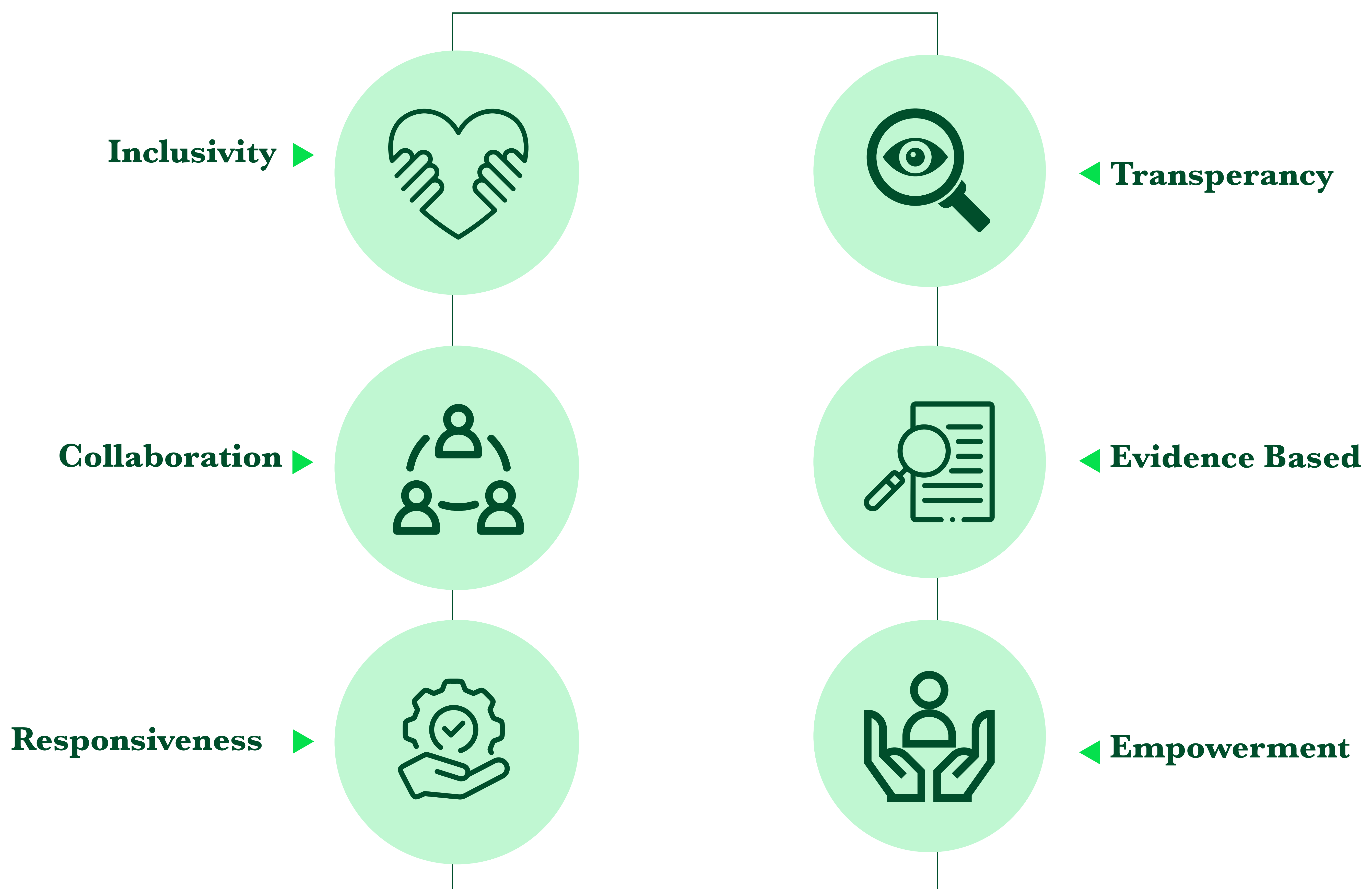


Fig 7: Key principles of a PPIF

Inclusivity

Ensure that all relevant stakeholders, including marginalised and vulnerable groups, have the opportunity to participate in the policy development and implementation process. This principle emphasises the importance of diversity and equity in stakeholder engagement.

Transparency

Maintain open and clear communication throughout the policy process, providing stakeholders with access to information and updates on policy development and implementation. Transparency fosters trust and accountability.

Collaboration

Foster a collaborative environment where stakeholders can work together, share knowledge, and co-create solutions. This principle underscores the value of partnership and collective problem-solving.

Responsiveness

Design policies that are adaptable and responsive to stakeholder feedback and changing circumstances. This principle highlights the importance of flexibility and continuous improvement in policy implementation.

Evidence-Based

Utilise data and evidence to inform policy decisions and measure the impact of policies. This principle ensures that policies are grounded in factual information and rigorous analysis, leading to more effective and sustainable outcomes.

Empowerment

Empower stakeholders by building their capacity to participate effectively in the policy process. This includes providing training, resources, and support to ensure meaningful engagement and contribution.

Business Case for the PPIF: Its Impact on Nigeria's Digital Economy and GDP

In today's complex and dynamic governance landscape, the traditional top-down approach to policy making is increasingly inadequate. Engaging diverse stakeholders in the policy process not only improves the quality and relevance of policies but also fosters greater public trust and compliance. This business case outlines the benefits and potential impacts of adopting the PPIF, supported by examples from countries where participatory approaches have been successfully implemented⁴.

⁴ Organisation for Economic Co-operation and Development Policy Shaping and Policy Making: The Governance of Inclusive Growth: <https://www.oecd.org/governance/ministerial/the-governance-of-inclusive-growth.pdf>

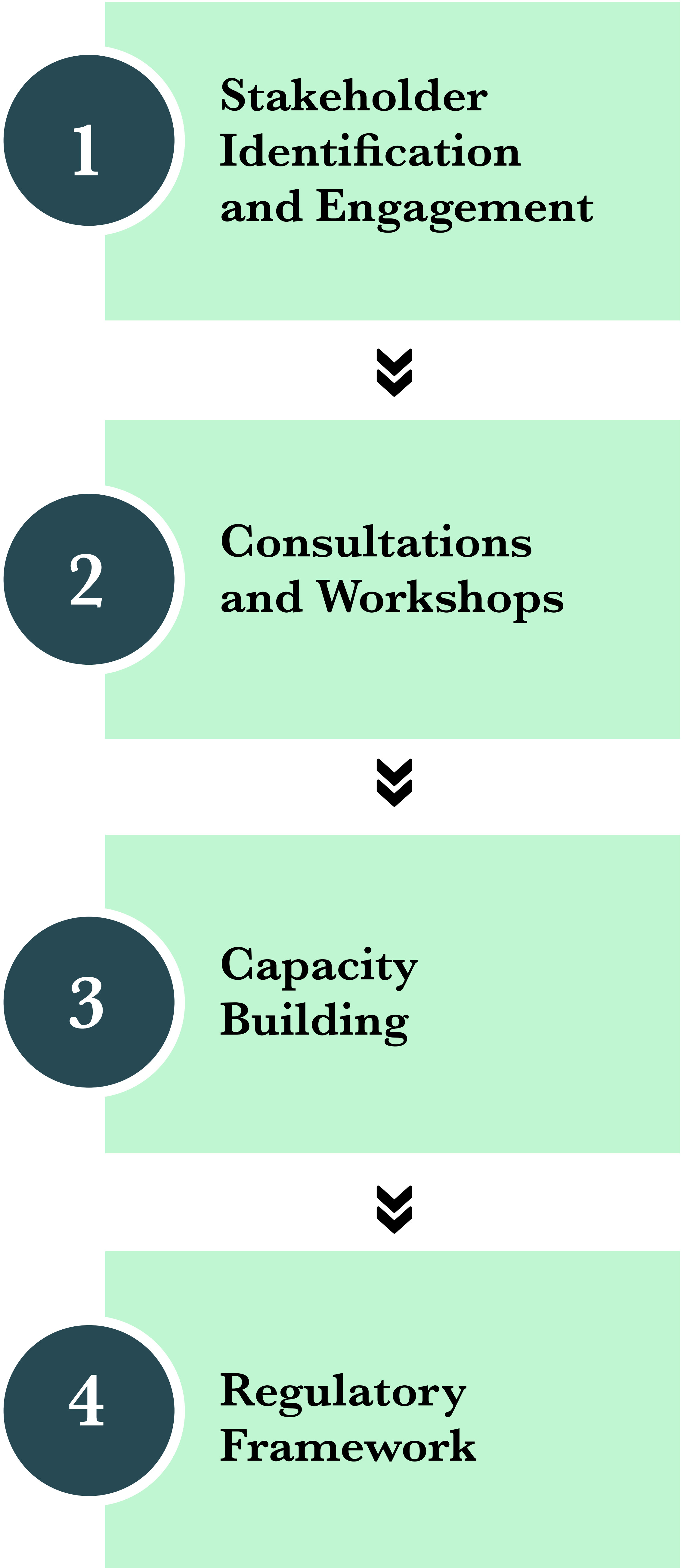
Table 2: Business case for the PPIF

Rationale	Benefits	Use Cases
Enhanced Policy Relevance and Effectiveness	Inclusivity: Involving a broad spectrum of stakeholders including marginalized and vulnerable groups, the PPIF ensures that policies are more representative of diverse needs and perspectives	Brazil’s participatory budgeting, implemented in cities like Porto Alegre allows citizens to decide on the allocation of public funds, leading to more effective and equitable public spending that reflects the community's priorities
Increased Public Trust and Accountability	Transparency and Accountability: The PPIF promotes open communication and information sharing, fostering trust between the government and the public, making stakeholders more likely to support and comply with policies they helped shape	The big tent approach in formulating Nigeria’s NSA ensured that every stakeholder was carried along and contributed to every phase through open communication, which led to speedy passage of the Act, increased public trust, and improved governance outcomes
Improved Policy Implementation and Sustainability	Collaboration and Responsiveness: The PPIF encourages collaborative problem-solving and adaptability, ensuring that policies can be effectively implemented and sustained over time.	India’s (MGNREGA), involving local communities in the planning and monitoring of rural development projects, has led to more effective implementation and sustainable development outcomes.
Evidence-based Decision Making	Data-Driven Policies: The PPIF emphasizes the use of data and evidence to inform policy decisions, leading to more scientifically sound and impactful policies	The EU’s European Citizens' Initiative, which allows citizens to propose legislative changes directly, shapes policies based on robust data and public input, resulting in more effective and widely accepted legislation

Recommendations

To ensure the PPIF remains effective, relevant and responsive to emerging needs, it is essential to establish clear processes for regular review and amendments. These processes will help to adapt the framework to new challenges and opportunities, ensuring continuous improvement and sustained impact.

Step by Step Guide



- ACTIVITY:**
Map out and identify all relevant stakeholders including government agencies, private sector, NGOs, community leaders, and marginalised groups.

ACTION:
Organise initial meetings and consultations to introduce the framework and gather input.
- ACTIVITY:**
Conduct public consultations and workshops to gather feedback on policy development and implementation plans.

ACTION:
Facilitate workshops across various regions and sectors, ensuring inclusive participation.
- ACTIVITY:**
Implement training programs for stakeholders to enhance their capacity for effective participation.

ACTION:
Develop and deliver training sessions on policy analysis, digital literacy, and stakeholder engagement.
- ACTIVITY:**
Conduct public consultations and workshops to gather feedback on policy development and implementation plans.

ACTION:
Facilitate workshops across various regions and sectors, ensuring inclusive participation.

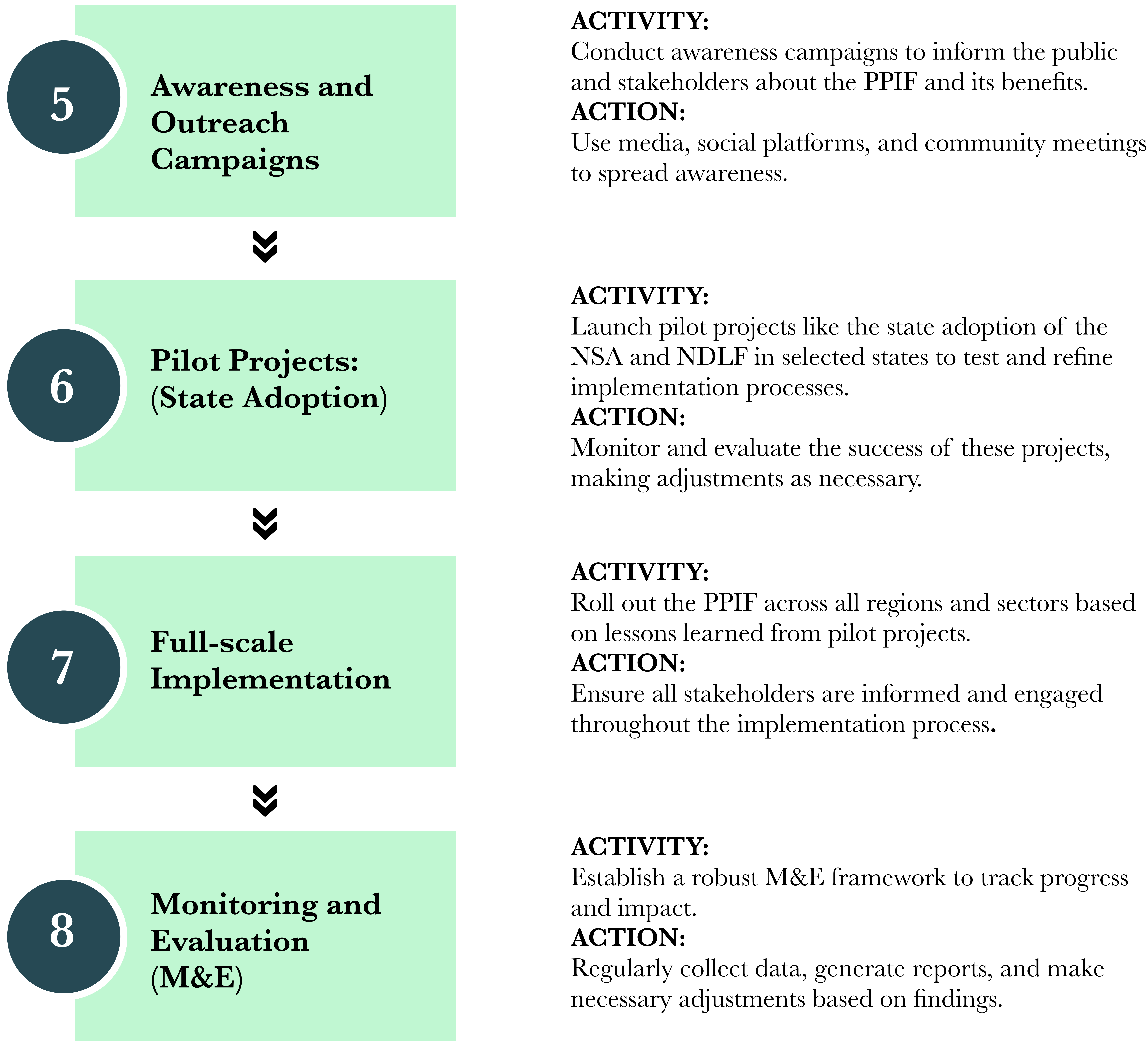


Fig 8: Step by Step guide on the PPIF implementation

Conclusion

The PPIF is designed to foster inclusive, transparent, and effective policy implementation in Nigeria. It is crucial for ensuring that policies are not only well-informed and contextually relevant but also supported and sustained by those most affected by them. By incorporating a participatory approach, the framework aims to enhance the quality and sustainability of policy outcomes, thereby fostering a more inclusive and equitable governance system that can drive Nigeria's development goals.

Call to Action

Active participation and commitment from all stakeholders are essential for the success of the PPIF. Government agencies, private sector entities, civil society organisations, and community members are urged to collaborate and engage actively in the implementation process. Your involvement is vital in ensuring that policies are reflective of diverse needs and priorities. Let us work to build a more inclusive, transparent and accountable governance system. Together, we can make a significant impact on the future of our nation.

