Governance Models, Accountability and Stakeholder Engagement

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Abstract:

Asia Pacific region has committed to achieve Sustainable Development Goals (SDGs) to end poverty and build a more investment in health, education, improved infrastructure, and stronger social protection systems. However the Asia and Pacific region, still facing significant development challenges in making development that will lift their status. One of the big challenges in realizing the SDGs target is how the government could get trust from their citizen to involve and participating in development programs, particularly to the marginalized and vulnerable groups. This means in the adoption of the SDGs the Government of Asia Pacific countries, besides to set up a strategy to fund priority development targets, must push for wider development stakeholder participation. A strategic cooperation between stakeholders is crucial considering the time frame of the SDGs is quite short, only 15 years, while they are certainly ambitious. Therefore, it calls for great contribution of energy [from all stakeholders] and it should not be perceived as the duties of the government only. This paper explores the alternative approach to help Asia Pacific government in fostering government accountability and stakeholder participation in development process.

1. Introduction

Now days every countries, including in Asia Pacific region, committed to achieve Sustainable Development Goals (SDGs). Through Sustainable Development Goals all counties are committed to end poverty and build a more investment in health, education, improved infrastructure, and stronger social protection systems. The Agenda establishes 17 SDGs and associated targets, focused on achieving sustainable development over the next 15 years in its three dimensions —economic, social and environmental —in a balanced and integrated manner.

Actually, much progress has been made in Asia and the Pacific region in the 15 years of implementation of the Millennium Development Goals, in particular in terms of eradicating extreme poverty. Of the 1.2 billion people lifted out of poverty globally since 1990, a number 1.1 billion were from Asia and the Pacific. The share of people living in extreme poverty dropped from 70 per cent in 1990 to 53 per cent in 2012. Despite these improvements, as many as 743 million people in the Asia Pacific region continue to live in extreme poverty. Also, the gap between the rich and the poor has increased. Even in countries where inequality is showing a downward trend, it remains high. In addition, many vulnerable groups were facing inequalities in access to health, education and basic services including water and sanitation. Moreover, environmental factors exacerbate vulnerabilities. The Asia-Pacific region is exposed to numerous natural disasters that in many instances have wiped out long-term development gains, especially in least developed countries and Pacific Small Island developing States. The sustainability of inputs provided by the environment to livelihoods,

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economies and quality of life is also of concern, considering growing pressures arising from land-use change, over exploitation of resources and ecosystems as well as pollution.[1]

The Asia and Pacific region, therefore, continues to face significant development challenges and needs to address issues of quality of growth, social exclusion and inequality, balance the benefits and costs of integration associated with economic, social and environmental considerations, and mitigate the impact of climate change. Low income countries in particular face important challenges in making the kinds of investments in health care, social protection, education and research and development that will lift their status.

Some experts have attributed the failures in realizing the MDGs target caused by the government of Asia Pacific developing countries was less involved public participation in development programs, particularly to the marginalized and vulnerable groups. Therefore, we have learned, If public could participate more, then the prospect of realizing the SDGs is greater. This means in the adoption of the SDGs the Government of Asia Pacific countries, besides to set up a strategy to fund priority development targets, must push for wider development stakeholders participation, such as local government, local communities, civil society organizations (CSOs), non-governmental organizations (NGOs), research institutions, private sector, as well as marginalized and vulnerable groups. A strategic cooperation between development stakeholders is crucial considering the time frame of the SDGs is quite short, only 15 years, while they are certainly ambitious. Therefore, it calls for great contribution of energy [from all stakeholders] and it should not be perceived as the duties of the government only.

Strengthening the means of implementation and revitalize the national and regional partnership for sustainable development – recognizes multi-stakeholder partnerships – is important vehicles for mobilizing and sharing knowledge, expertise, technologies and financial resources to support the achievement of the sustainable development goals in Asia Pacific region. Therefore, the Asia Pacific countries should further develop a mechanism to cooperation between intergovernmental body as well as with international funding agencies to further accommodate more inclusive, qualified and effective development implementation.

However, amid of our belief in the stakeholder participation in development process and regional cooperation in fostering the achievement of the SDGs, we are faced with challenges that recently more than half of the global population expresses distrust in government's institutions accountability in carrying out social development agenda (see Edelman Trust Barometer Global Report, 2016). It has been acknowledged that in Asia Pacific developing countries Government institutions considered as overstaffed, weak, corrupt and inefficient in managing public administration. In addition, many Asia Pacific Government institution still perceived not capable to create an environment that facilitates private sector growth, reduces poverty, delivers valuable services and earns the confidence of their citizens — a relationship of trust that is created when people can participate in government decision-making and know their voices are heard.

According to Cheema (2010) the rising phenomena of citizen's expectation to the government accountability and public participation in development process influenced by four transformations that has been occurred over the past few decades, – globalization, democratization, information and communication technologies, and the end of Soviet-style centralized planning – that have had major impacts on the expectations of citizens and the roles of the state. Democratization, globalization and increased access to information led to greater demands on the state to deliver services. One consequence of the shortfall in the capacity of governments to provide adequate economic opportunities, skills, and access to services has been declining citizen trust in government institutions dealing with representation, law and order, and economic management. Accordingly,

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[1] United Nations, Economic and Social Council, 2016. "Regional Road Map for Implementing the 2030 Agenda for Sustainable Development", *Economic and Social Commission for Asia and the Pacific Asia-Pacific Forum on Sustainable Development*. Bangkok, 3-5 April 2016.

now days many states in Asia Pacific region have been under tremendous stress to meet the rising expectations of citizens.[2]

This goes along with Hardy's statement (2016) that now days the role of public and government administration is being transforming from authoritarianism to the deliberative process due to the people is bored/dissatisfied with conventional processes and they also have learned from the success of the deliberative democracy and inclusive governance system that has been established in developed countries for past few decades.[3] As a consequence the type interaction between citizen and government is shifting from coerciveness to collaboration. Although the level of progress between the countries are vary however this procee will be difficult to be avoided.

Figure 1 : An Evolutionary Continuum
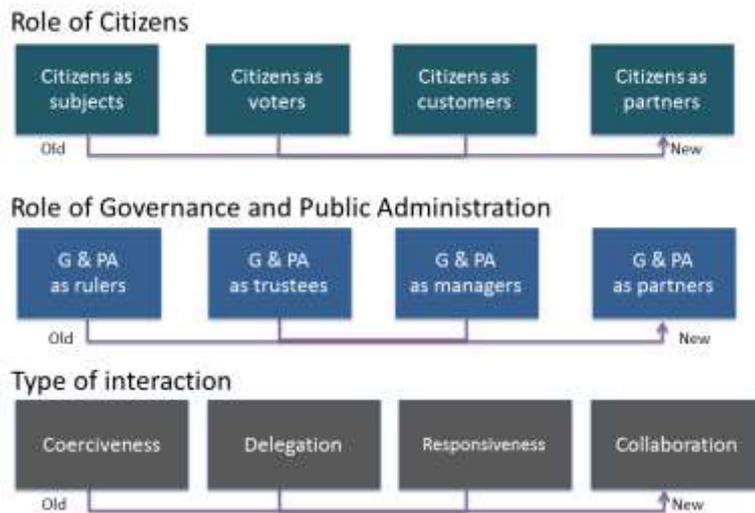
Source : Hardy (2016)

Therefore, one of the big challenge for the Asia Pacific communities in achieving the Sustainable Development Goals depends on whether or not people have confidence in their government's institutions accountability. As was said by Ban Ki-moon; "building trust in government is at the core of the world's quest for peace and well-being."[4] As a result, addressing good governance, particularly by supporting the countries to help them build capable, efficient, open, inclusive, and accountable institutions, is now at the top of countries' policy priorities.

Another challange is among the Asia Pacific countries holds different views regarding human rights protection and lack shared democratic values, which could hamper diplomacy at the regional level. Moreover the consensus-based and non-interference principles may become problematic, as most member states still regard rights and governance issues as sensitive and thus insist on maintaining them under domestic jurisdiction, instead of being addressed at the regional level. All of those conditions mention above could be an obstacle for Asia Pacific's countries in building vision for further integration and fostering multi stakeholder partnership in order to drive the success of Sustainable Development Goals. Therefore, a higher level of democracy is a basic requirement to increase the chance for citizen to interact with the government among the Asia Pacific counties.

Accountability and stakeholder engagement are mutually reinforcing in the context of sustainable development. Access and transparency to adequate, timely, useful information is essential to

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[2] Cheema, Shabbir, 2010. "Preface", *Building trust in government : innovations in governance reform in Asia*, edited by G. Shabbir Cheema and Vesselin Popovski. Japan, United Nations University.

[3] Max Hardy October, 2016. Communications and Community Engagement Deliberative Processes. http://www.finpro.org.au/wp-content/uploads/pdf/FinPro-Conference-2016-Max-Hardy.pdf.

[4] Ban Ki-moon, United Nations Secretary-General, at the 7th Global Forum on Reinventing Government, 2007.

informed, effective stakeholder participation. At the same time, opportunities for participation create the incentives for the stakeholder to request and utilize available information. In the past twenty-five years, there has been a dramatic increase in awareness of the importance of stakeholder participation in policy making and in the priority given to it.

According to Carothers (2014), accountability, transparency, participation, and inclusion are very important as four key principles for future global sustainable development agenda. Actually these principles since 1990s have become nearly universal features of the policy statements and programs of international development organizations. However, consensus remains elusive. Democracy and human rights practitioners generally embrace an explicitly political understanding of these four concepts and put it purely as instrumentalist approaches. For instances, governance specialists often follow a narrower approach, applying the core principles primarily to the quest for greater public sector effectiveness.[5]

Again according to Carothers, many developing countries government was still resistance and have rhetorically embraced the value of accountability, transparency, participation, and inclusion. Some governments remain fiercely opposed to incorporating these principles into the international development agenda, viewing them as entry points for illegitimate political meddling. As a result, the implementation of accountability, transparency, participation, and inclusion provisions in many developing countries was considered to a large extent tokenism and formality and the extent of true government accountability and stakeholder engagement being seen as a 'political stunt' rather than as a strong commitment and rational intervention.

This working paper focuses on alternative approach to help Asia Pacific government in fostering government accountability and stakeholder participation in development process. This approach accounts of international donor institutions, government's agencies, research institutions, academics, CSO's, and private sectors.

2. Causal Links Between Stakeholder Participation and Government Accountability

2.1. Stakeholder Participation

Stakeholder Participation is one of the main pillar of democratic government. Participation (or engagement) is the involvement of electors, shareholders, members and other key stakeholders in planning, decision processes and evaluation. This allows a governing body to obtain reliable information, serves as a reality check and watchdog, spurs operational efficiency, and provides feedback by users of public services necessary for monitoring access to, and quality of, services. And it clearly defines the lines of accountability.

Stakeholder participation is an increasingly accepted component of a key driver of change in development of all over the world. In many countries stakeholder participation has been codified in development planning (e.g., the Administrative Procedure Act and the National Environmental Impact Assessment Policy Act). Outside of the government institution, international bodies such as the Equatorial Principles, the World Bank, IFC, ADB, and others have incorporated stakeholder participation into policy making, planning procedures, and performance standards.

Stakeholder participation in development process is essential for building strong relationships between a state and its citizens for mutual accountability, responsive public service delivery, and social and economic inclusion of disadvantaged groups. Stakeholder participation enables support and ownership by a range of stakeholders, improves development processing and quality of entry,

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[5] Thomas Charothers, 2014. Accountability, Transparency, Participation, and Inclusion: A New Development Consensus? See in: http://carnegieendowment.org/2014/10/20/accountability-transparency-partici-pation-and inclusion- new-development-consensus-pub-56968.

improves quality during implementation, and strengthens sustainability of development results. Civil society and other stakeholders play a key role with their expertise and knowledge of participatory processes to improve the quality of participation in development programs.[6]

Participation within development project is also means sharing a common understanding and involvement in the decision-making process of the development project. Participation by stakeholders leads to empowerment and to joint ownership of the project. To increase participation the project should start with a consultation process that moves to negotiations and ends with joint decisions.[7] According to Siles (2016) participation by project stakeholders has many benefits and advantages, among them are:

- Ensures that the development project plans are a reflection of the real needs and priorities
- Develops an environment of trusts by allowing the voices of the stakeholders be heard and their issues be known
- Makes the project accountable to the stakeholders
- Enables the voices of the stakeholders to be heard and by doing that the level of trust in the relationships increases.
- Promotes transparency in the actions of the project and ensures that the project is held accountable for its actions.
- Increases ownership by stakeholders who feel the project is taking in account their views and motivates them to sponsor the project, which ultimately leads to sustainability.
- Is a key strategy to win support to the project, to gain commitment to the project, and ultimately to increase the chances for sustainability after the project has been completed.

Referring to the Siles mentioned above it can be seen there is a significant correlation between stakeholder participation in development process with the government accountability and public trust in government. Government accountability and public trust is very important for the success of a wide range of implementation of a country's development agenda due to the government accountability and public trust are necessary to ; (1) increase the confidence of investors and consumers; (2) essential for key economic activities, most notably finance; and (3) important for the success of many government policies, programs and regulations that depend on cooperation and compliance of stakeholders.[8]

2.2. Government Accountability

Accountability is also one of the main pillar of democratic government. Accountability is the capacity of electors, shareholders and organizational members to call decision-makers to account for their actions. The notion of accountability is an amorphous concept that is difficult to define in precise terms. However, broadly speaking, accountability exists when there is a relationship where an individual or body, and the performance of tasks or functions by that individual or body, are subject to another's oversight, direction or request that they provide information or justification for their actions (Stapenhurst and O'Brien :2016)

Therefore, the concept of accountability involves two distinct stages: answerability and enforcement. Answerability refers to the obligation of the government, its agencies and public officials to provide information about their decisions and actions and to justify them to the public and those institutions of accountability tasked with providing oversight. Enforcement suggests that

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[6] Strengthening Participation for Development Results. An Asian Development Bank Guide to Participation. Mandaluyong City, Philippines: Asian Development Bank, 2012

[7] Rodolfo Siles. *Benefits of Stakeholder Participation*. Project Management for Development Organizations. (2016, November 23). Retrieved from http://www.pm4dev.com/images/logo.png.

[8] Trust in Governmen. OECD. (2016, November 23). Retrieved from ttp://www.oecd.org/gov/trust-in-government.htm.

the public or the institution responsible for accountability can sanction the offending party or remedy the contravening behavior. As such, different institutions of accountability might be responsible for either or both of these stages. Evaluating the ongoing effectiveness of public officials or public bodies ensures that they are performing to their full potential, providing value for money in the provision of public services, instilling confidence in the government and being responsive to the community they are meant to be serving.[9]

2.3. Trust in Government

Trust is a complex interpersonal and organizational construct. Trust occurs when parties holding certain favorable perceptions of each other allow this relationship to reach the expected outcomes. Trust assessed in political terms is the so-called *political trust*. Political trust happens when citizens appraise the government and its institutions, policy- making in general and/or the individual political leaders as promise-keeping, efficient, fair and honest. Political trust, in other words, is the "judgment of the citizenry that the system and the political incumbents are responsive, and will do what is right even in the absence of constant scrutiny" (Miller and Listhaug 1990, 358). As such, political trust is a central indicator of public's underlying feeling about its polity.[10]

Political trust can be devided into two categories. The first category of political trust is referred to as the *macro-level or organizational trust*. The organizational political trust refers to an issue-oriented perspective whereby citizens become trustful or distrustful of government "because they are satisfied or dissatisfied with policy alternatives" (Miller 1974, 951). The second category of political trust, or the so-called *micro-level or individual political trust,* happens when trust is directed towards individual political leaders. The individual political trust involves a person-oriented perspective whereby citizens become trustful or distrustful of government "because of their approval or disapproval of certain political leaders" (Citrin 1974, 974-75). Both the organizational and the individual political trust depend on credible policy-making. Credibility can be defined as an unquestioned criterion of a good policy.

Governance can be defined as the specific ways in which a society organizes itself in order to make decisions, mediate differences, and exercise legal rights. The three main actors of governance are the state, civil society, and the private sector. In this tripartite division of labour, the state creates an enabling political, economic, and legal environment; civil society facilitates political and social interaction; and the private sector generates jobs, goods, and services). Good governance is simply the harmonious interaction of these three actors. [11] More broadly, good governance describes an open and efficient way of conducting public affairs, managing public resources, and guaranteeing the realization of human rights. Good governance accomplishes these goals in a manner essentially free of abuse and corruption and with due regard to rule of law. Good governance, as such, is synonymous with democratic governance because it is participatory, transparent, and accountable.[12]

According to Blind (2010) trust, in both its social and its political forms, is the essence of democratic governance. Democratic governance and trust feed into each other: trust breeds democratic governance, and vice versa. Hetherington (2005) refers to political trust as the main motor of good

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[9] Rick Stapenhurst and Mitchell O'Brien. World Bank Group. (2016, November 23). Retrive from https://siteresources.worldbank.org/PUBLICSECTORANDGOVERNANCE/Resources/AccountabilityGovernance.pdf

[10] Wheeless, L.R. and Grotz J. "The Measurement of Trust and Its Relationship to Self-Disclosure," Human Communication Research 3, 3 (March 1977): 250-257.

[11] UnDP [United nations Development Programme] and Management Development and governance Division Bureau for Policy and Programme Support (1997a) "reconceptualizing governance," Discussion Paper 2, new york, January.

[12] UnDP [United nations Development Programme] and Management Development and governance Division Bureau for Policy and Programme Support (1997b) "corruption and good governance in a globalised Society," Discussion Paper 3, new york, July.

governance. A high level of trust in government and political incumbents benefits all citizens, especially marginalized and vulnerable people who are at a relative disadvantage in socioeconomic and/or political terms. Furthermore Blind (2010) identified the three main causal mechanisms that operate between trust and good governance are: (1) the social civic causal mechanism, (2) the economic efficiency causal mechanism, and (3) the political legitimacy causal mechanism. Although these three links between trust and good governance are nowhere exclusionary, they provide us with good analytical tools to assimilate and simplify the otherwise extremely complex phenomenon of globalization and its ramifications. [13] The further explanation regarding Blind's main causal mechanism of trust and good governance is as mentioned in figure 2 below.

Figure 2: Links Between Trust and Good Governance.
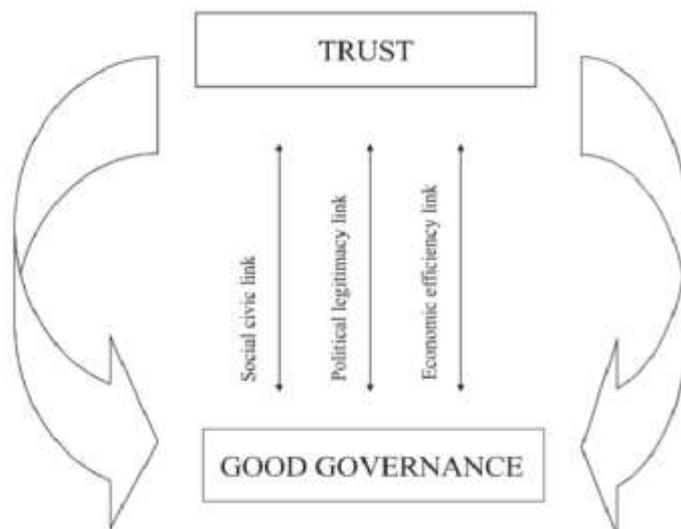
Source : Peride K. Blind. Building Trust in Government: Linking Theory with Practice, 2010.

The Social Civic Link

In order for public administration to function smoothly and effectively, it must rely on public support and trust. Democratic governance cannot flourish in a society where there is a dearth of social trust. The social civic link between trust and good governance involves principally the building and maintaining of a vibrant civil society. In a society where people distrust each other and choose not to engage in meaningful activities in networks of societal associations, there is a high likelihood of the government and its representatives being accorded low political legitimacy. The formation and maintenance of successful and effective partnerships between the government and stakeholders depend on social trust as well as on a strong civil society in constant interaction with the government and the private sector (Jones 2006).

A strong civil society mediates effectively between the citizenry and the government. as such, it constitutes an important arena for the intermediation of interests. The positive impact of civil society participation on good governance can easily be destroyed by corruption. The negative effects of corruption are undeniable when it comes to good governance: corruption saps social trust and constrains the development of local and national economies, with deleterious consequences for sustainable political, economic, and social development. The Indonesian case has clearly demonstrated the complexity and the importance of fighting corruption in order to promote good governance.

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[13] Peride K. Blind. Building trust in government: Linking theory with practice. See in Cheema, Shabbir, 2010. "Preface", *Building trust in government : innovations in governance reform in Asia*, edited by G. Shabbir Cheema and Vesselin Popovski. Japan, United Nations University.

The Economic Efficiency Link

Increasing social and political trust through the implementation of sound economic policies is also crucial for good and effective governance. Like Rondinelli said (2003:33) ; "a competent state needs to provide for open, efficient, and competitive markets". States need to create an institutional structure and credibility for market economies to function effectively. Like the process of building trust, the building of institutions to achieve economic competitiveness takes time. Both processes, however, feed into each other: increasing social and political trust facilitates the process of economic restructuring, and sound economic policy-making and institution-building, in turn, enhance social and political trust.

The political science literature on economic development concludes that although economic growth is a necessary condition for good governance, it is not a sufficient one: sound economic policy-making increases political trust for only a short period, after which citizens demand more substantial political and social reforms, such as an equitable society and accountable institutions. That said, economic stress and poor governance almost unequivocally go together (Przeworski et al. 1997). Increasing trust via effective economic policy-making brings good governance only if the economic efficiency link takes into account the social variable, i.e. the social inequality and marginalization associated with globalization. A competent state can increase political and social trust as well as economic efficiency only by implementing safety-nets and social programs that target the poorest and the unskilled.

The Political Legitimacy Link

Building political trust toward good governance, by definition, implies the political legitimacy link between trust and good governance. Legitimacy embodies the consent that citizens accord to the ruling government and/ or state institutions. If citizens think that a government rightfully holds and exercises power, then that government enjoys political legitimacy. Among the major determinants of legitimacy are social trust, economic effectiveness, and good political governance, along with democratic rights (Gilley: 2006). Legitimacy is readily achieved if citizens trust in the government and their representatives. As such, political trust leads to good governance by contributing to the building of political legitimacy. Political legitimacy, in turn, further stimulates and extends political trust, thereby contributing to the democratization of governance.

One way to promote trust through the strengthening of political legitimacy is to bring communities closer to their governments and their governments to them. Local governance and decentralization emerge as the perfect tools for doing this. Local governance means that members of local communities take responsibility and act for their future. Effective and democratic local governance requires the cooperation of all relevant stakeholders. In this process, decentralization can buttress local governance by bringing local government officials closer to the community, and vice versa. Decentralization, by restructuring authority and empowering local governments, can promote partnership between the governors and the governed.

According to Scheema (2010) there is a strong relationship between trust and democratic governance. Therefore, in drawing the connection between democratic governance and public trust in government begins with a discussion of what deliberative democracy. Deliberative democracy is a field of political inquiry that is concerned with improving collective decision-making. It emphasizes the right, opportunity, and capacity of anyone who is subject to a collective decision to participate (or have their representatives participate) in consequential deliberation about that decision. "Consequential" means deliberation must have some influence.[14] In other words, if there is a political decision about to be made, a citizen or stakeholders should have some means of having

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[14] http://deldem.weblogs.anu.edu.au/2012/02/15/what-is-deliberative-democracy/. Centre for Deliberative Democracy & Global Governance. Posted on February 15, 2012 by elainesantos.

they say. Of course, in many democracies there are already mechanisms for doing this — from letters to local members of parliament, participation in public consultation, through to protesting. What distinguishes deliberative democracy is the way in which communication (or deliberation) ideally takes place and the way that citizens encounter it.

According to Dryzek and Niemey (2012) deliberative democracy should allow pretty much any kind of communication that is non-coercive, capable of inducing reflection, strives to link personal viewpoints to larger principles, and tries to make sense to others who do not share the speaker's framework. Accordingly, in deliberative democracy some actions like threats, lies, abuse, and command have no place. [15] However, deliberation isn't just about how the communicator should act. It is also important for the listener to engage with the message or argument with an open mind; a willingness to engage with alternative positions, attempting to understand any merit that arguments might have. This contrasts with the kind of politics that is often witnessed where protagonists stick to their particular message, whatever the circumstances, refusing to adjust or accommodate. And deliberation is supposed to change positions – not in every case, but at the least there is some kind of mutual accommodation.

According to Niemeyer (2012) deliberative democracy is based on the principle that politics should be inclusive, deliberative and consequential. This means that there need to be mechanisms to ensure that all those affected by collective decisions should be able to influence the outcome and that this should involve a process of reason and reflection.[16] Thus, In practice deliberative democracy will only take place if it is manifested in a inclusive government system. Briefly, the principle of inclusive governance are; (1) the existence transparence in the management of a policy or rule in the planning, implementation and evaluation; (2) the participation of the community or civil society that not only included the top down, but it is a collectively initiative from below; and (3) equality and inclusion for the outset to those excluded (Suaedy; 2014).

Inclusive Governance has gained prominence in the last two decades owing to increasing political demands from citizens, civil society, and some political parties. Inclusive Governance is a system and practice of governance characterized by accountability, responsiveness, and integrity among public sector service providers by ensuring gender equality and social inclusion in policies, programs, and practices (See in Sigdel and Sharma: 2014). Responsive governments and empowered citizens are important conditions for inclusive development. The vocal point of inclusive governance is about what can governments and civil society do to make sure that all voices are heard, involved, and take advantage from development process.

Inclusive governance is also as an attempt to avoid a social exclusion condition, which is refers to the multiple and changing factors resulting in people being excluded from the normal exchanges, practices, and rights of modern society. Social exclusion is a result of problems in policy which can and must be constantly improved upon (Amartya Sen :2000). Poverty is one of the most obvious factors, but social exclusion also refers to inadequate rights in housing, education, health and access to services. It affects individuals and groups, particularly in urban and rural areas, who are in some way subject to discrimination or segregation; and it emphasizes the weaknesses in the social infrastructure and the risk of allowing a two-tier society to become established by default (Commission of the European Communities 1993).

As a conclusion, it is acknowledged that accountability and stakeholder participation are the principal requisites of both political trust and good governance. Accountability entails making policy inputs, decisions, and outcomes more transparent and accessible to the public involvement. There can be no trust or good governance without accountable and stakeholder participation

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[15] http://deldem.weblogs.anu.edu.au/2012/02/15/what-is-deliberative-democracy/
[16] http://deldem.weblogs.anu.edu.au/2013/02/14/deliberative-democracy-and-the-media/ Deliberative democracy and the media. Posted on February 14, 2013 by Simon John Niemeyer

underpinnings. Accountability and stakeholder participation in this area is a perennial quest in democratic administration.

3. Alternative Approach for Enhancing Stakeholder Engagement in Development

Many experts' states that in traditional approach the policy making and development process tends concentrate power in the hands of a few experts and that policy analysis is most compatible with bureaucratic decision-making which is antithetical to stakeholder participation. Because the policy analysis process relies on specialized techniques, expertise is an inherent component of policy analysis. As such, the role of stakeholder participation in the traditional policy analysis process is minimized.

This statement has important implications with respect to government accountability and public trust. Thus, traditionally the *means* are developed and chosen technocratically. Recent issues with respect to democratic government suggest that this approach is no longer effective in managing the sustainable development agenda. Many experts suggests that traditional comprehensive and strategic development planning and implementation processes are insufficient for current resource management planning and advocates a more interactive approach to planning, implementation, and evaluation. Like Lang (1986) suggests: "An integrated approach to resource planning must provide for interaction with the stakeholders in the search for relevant information, shared values, consensus, and ultimately, proposed action that is both feasible and acceptable" (Lang, 1986 p 35).[17]

Lang suggests that conventional planning tends to be dominated by a technical/analytic style where the planner is a detached value-neutral expert advising decision makers about the best way to accomplish their goals and serve the public interest. The emphasis is on data collection and analysis as the means for finding the best solutions to problems and developing a technically sound plan. The implicit assumption is that better information leads to better decisions. Success in conventional planning is measured by the extent to which the objectives of the plan are achieved (Lang, 1986 p 39).

According to Lang, interactive planning is based on the assumption that open, participative processes lead to better decisions. The planner engages directly with stakeholders to gain support, build consensus, identify acceptable solutions, and secure implementation. Success in interactive planning is measured by the extent to which balance can be achieved among competing interests and consensus is reached on appropriate actions (Lang, 1986 p 39). Table 1 provides a comparison of interactive versus conventional planning.

Table 1 : Interactive Planning Versus Conventional Planning

Interactive Planning	Conventional Planning
• Includes information/feedback, consultation and negotiation • Interaction occurs early on and throughout the planning process, with full range of stakeholders • Assumes that open participation leads to better decisions	• Limited information/feedback; maybe some consultation • Early interaction with implementers; affected interests not involved until late in process • Assumes that better information leads to better decisions • Planner as value-neutral expert

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[17] Lang, R. 1986. "Introduction," in Lang, R. (ed.), Integrated Approaches to Resource Planning and ManagemenL fhe University of Calgary Press, Calgary: p.39).

Interactive Planning	Conventional Planning
• Planner as value-committed advocate • Focuses on mobilization of support • Plan = what we agree to do • Success measured by achievement of agreement on action	• Focuses on manipulation of data • Plan = what we should do • Success measured by achievement of plan's objectives

Source: Lang, 1986 p. 39

Finally, Lang suggests that much of planning practice is dominated by a perspective that is sometimes called "technical rationality." However, three other perspectives, in addition to the technical are central to resource planning. These are organizational, political, and personal (Lang, 1986 p 41). Lang notes that "multiple perspectives comprise an essential feature of integrated resource planning." Mitchell defines this to include sharing and coordinating the values and inputs of a broad range of agencies, publics, and other interests when conceiving, designing and implementing resource policies, programs or projects (Mitchell, 1987).[18]

The literature suggests that it will become increasingly difficult for the future sustainable development agenda to continue with it's existing "top-down" decision-making structure. A wide variety of publics are active in following the international development agency's decisions from the national and regional level, down to the grassroots level. This increased level of scrutiny suggests that the development agency will be held more accountable for decisions by interested publics. Further, the conflicts inherent in legitimation and resource management decisions make an interactive approach to planning and decision-making an attractive alternative to the existing decision-making structure.

3.1. The Foundations for Effective Stakeholder Engagement

Stakeholder engagement means to involve all parties who are affected by a decision in the information they need to be involved in a meaningful way, and it communicates to participants how their input affects the decision. The foundation of stakeholder engagement are as follows :

Collaboration

In positive accounts, relationships were described as allowing collaboration between stakeholders, acknowledging different interests and positions on the issues at hand and negotiating outcomes effectively. Further analysis revealed four components involved in accounts of collaborative relationships: upfront, non-coercive communication, formalised stakeholder partnerships, the building of relationships over time and development's initiator (government, agency, corporate) commitment to relationships with stakeholders.

Upfront, non-coercive communication

A key aspect of the development of collaborative relationships between stakeholders was the importance of effective communication. Communication is described in terms of allowing stakeholders to engage in open dialogue about issues, to voice their opinions freely, and to have those opinions listened to. Accounts of successful communication from stakeholders indicate that open and upfront provision of information, allowing stakeholders to state their positions on issues freely, is an effective strategy in public meetings and a good way of establishing trust.

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[18] See in Bob Parker, 2002. Planning Analysis: The Theory of Citizen Participation. (2016, November 23). Retrive from http://pages.uoregon.edu/rgp/PPPM613/class10theory.htm.

In addition, stakeholder meetings where government bodies, agency, or corporate tried to coerce and persuade stakeholders on issues could make unsuccessful for establishing good relationships, becoming either adversarial or side tracked by irrelevant issues. Less formal forums, which allowed stakeholders to communicate on an equal basis, and used open, impartial, non-coercive approaches were considered of more use.

Formalised stakeholder partnerships

Another component in positive accounts of collaborative relationships in stakeholder engagement is the occurrence of formalised partnerships between stakeholders to achieve mutually beneficial outcomes. Often the case, formalised partnerships included developing memorandums of understanding, joint statements, agreed protocols and funded projects.

Relationships built over time

Another key aspect in positive accounts is the time required to develop effective collaborations. Just as effective communication was something learned by stakeholders through trial and error over time. However, while disagreements still occur, the relationship had become more cooperative, or at least mutually respectful, with the parties entering into joint agreements and partnerships. Other accounts relating to relationships developed over time involved gaining a greater understanding of the complexity of stakeholders' perceptions regarding development program goals, procedures, and process.

This indicates that positive stakeholder relationships may be long standing, can change and improve over time, and see empathetic understanding of the differences of perspectives between stakeholders develop. This factor appears closely associated with formal partnerships and upfront, non-coercive communication, and also, given it indicates an investment over time, the following factor, industry commitment.

Commitment

Development's initiator commitment was a key aspect in stakeholders' positive accounts. In these accounts, the development initiator is expected to have commitment to effective stakeholder engagement, in terms of being pro-active and going beyond the regulated stakeholder consultation required, or for private sector non only as part of lisence/permit applications.

3.2. Approach to Disseminate Stakeholder Engagement

There are a variety of techniques available to planners to solicit stakeholder input in the planning process. Cogan states "with few exceptions, a successful public involvement program incorporates several techniques" (Cogan, et al. 1986 p. 292). These techniques can be graphically presented as a continuum that ranges from passive involvement to active involvement (FigureA-3). Based on modification of Cogan,s concept on public involvement the following description below provides the forms of stakeholder involvement in development process.

- Publicity — Publicity techniques are designed to persuade and facilitate stakeholder support, relating to citizens as passive consumers.
- Stakeholder Education — Stakeholder education programs present relatively complete and balanced information so that citizens may draw their own conclusions.
- Stakeholder Input — Stakeholder input techniques solicit ideas and opinions from citizens. They are most effective when combined with feedback mechanisms which inform participants of the extent to which their input has influenced ultimate decisions.
- Stakeholder Interaction — Stakeholder interaction techniques facilitate the exchange of information and ideas among stakeholder, planners, and decision makers. When these techniques are effectively utilized, each participant has the opportunity to express his or her views, respond to the ideas of others, and work toward consensus.

- Stakeholder Partnership — Public partnerships offer citizens a formalized role in shaping the ultimate decisions.

Figure 3. Stakeholder Participation Continuum

PUBLICITY	STAKEHOLDER EDUCATION	STAKEHOLDER INPUT	STAKEHOLDER INTERACTION	STAKEHOLDER PARTNERSHIP
Building public support	Disseminating information	Collecting information	Two-way communication	Securing advice and consent
<--------------PASSIVE			ACTIVE---------------->	

Source: Bob Parker, 2002.

4. Asia Pacific Progressive Development on Stakeholder Engagement

This section will review the progressive development on stakeholder engagement of in Asia and the Pacific region. We hope the review will enhance our understanding of the practice of democratic and inclusive government, while at the same time contributing to ongoing discussion and dialogue on the need to strengthen stakeholder engagement in development process in Asia Pacific region.

The Asia Pacific Region is an immense region, covering approximately 22 percent of the global land area. Stretching from the borders of China-Mongolia with the NIS to the north to the southern tip of Australia and New Zealand to the south, this region covers the spectrum of conditions from northern temperate and boreal through the range of tropical and subtropical zones and back to temperate. From the high plateaus and mountains of Pakistan to the west and extending to the island countries of North Asia and the South Pacific, the Asia Pacific region incorporates conditions of moist tropical to arid and semiarid desert. As would be expected by this geography, the human and social dimensions of the Asia Pacific Region are equally diverse.

Talking about public trust, according to the BBC/Gallup International in 2005, there was 65 percent of population who felt dissatisfaction with government in Asia and the Pacific region (see Reynolds 2005) . The levels of trust in government in this region raise the question of why they have distrust in government and how they can be strengthened. This situation has prompted a new look at the role of trust, as well as its relationship with governance and ways of restoring and rebuilding trust in different contexts.

Lessons learned from government reforms in the Asia-Pacific region shows that trust in political parties and parliaments remains low in Japan and the Republic of Korea. These low levels of trust are partly attributable to the higher expectations of well-informed citizens and the perceived ineffectiveness of some of the political leaders. In China and Vietnam, public sector reform, civil society engagement, decentralization and local governance, transparent legal and judicial reform,

combined with the notable economic performance, have positively affected citizen trust in government. Challenges faced include the need to improve service delivery and access through innovation to promote better-performing human resources, to emphasize customer satisfaction and transparency, and to place more trust in citizens. In South Asia, development performance has been poor, leading to an inequitable distribution of economic benefits and cynicism in government programs, complicated by security problems. Major issues raised include the relationship between citizen trust, government legitimacy, and public participation.

Republic of Korea, Indonesia, and Timor-Leste, amongst others, provide case studies demonstrating lessons learned from innovation and government reinvention. In the Republic of Korea, tax reform was used as one of several instruments to promote trust in government. Previously hidden transactions are now exposed and taxpayer satisfaction is on the rise, which has increased trust in government services. In Indonesia, improvements in trust in government have occurred as a result of constitutional change, increased democratisation, decentralisation, public sector reform, and anti-corruption measures. However, there is a need for additional reforms in specific areas, including the establishment of a special institution for human resource management in order to ensure effective, accessible, efficient public services, and public participation in development process. In Timor-Leste, trust is dependent on the ability of government institutions to maintain security and stability in the country, deliver public services, maintain the transparency and accountability of governmental operations, and protect human rights, the rule of law, and public involvement in development.

5. Indonesia Case Study: Stakeholder Engagement and Government Accountability in Development Process

PNPM as Community Empowerment Program

With respect to the pro-poor element, the Indonesian government currently has various programs aimed at alleviating poverty directly or indirectly. The implementation of these programs is not to substitute but to complement economic growth as the main engine of poverty elimination. The most popular among these programs is the National Self Reliant Community Empowerment Program (*PNPM Mandiri*) which aims to empower the people directly at the sub-district and village levels. With the PNPM, the people in the villages can decide on the development priorities of their respective regions.

However, on the negative side, criticisms emerged during the implementation of PNPM. Independent reports as well as testimonies state that the project has numerous constraints (SMERU, 2011; IEG, 2006; interview, 2011). The evidences show that PNPM has problem of corruption and low quality of Community-Driven Development (CDD). More so, a report by Aditjondro (2012) presents that there is a serious concern towards PNPM which include; low level of people participation, program orientation only and not empowerment, there is no significant of synergy between government, society and stakeholders, aggregated corruption at village level, revolving fund is not dedicated to the poor, over emphasizing on infrastructures, and erosion of social capital In relation to the negative impacts. Hadiz (2004) argues that those impacts are caused by local bureaucrats who gain greater role in decentralized system. Their role has shaded the way of implementing PNPM at local level.

Musrenbang: Community Participation in Local Development Plan

As mentioned above, since the fall of the New Order and the transition to democracy in 1998, community participation in local development also received great attention in development planning, and has evolved in tandem with decentralisation and the strengthening of regional governments. *Musrenbang* is the term used for the development planning and multi-stakeholder consultation forums meant to encourage and promote community participation in development

planning at the regional level. The processes are intended to complement strategic plans developed by the local government in the planning and allocation of development funds (Sindre:2-12). The structure of community participation through *Musrenbang* was first formally endorsed by Law 25/2004 on National Development Planning, but builds on a long tradition of community organising in Indonesia.

While community empowerment programmes, such as PNPM soon became the subject of major corruption scandals, the critique being that village heads too often gave the program money to local elites who would spend the money on larger-scale projects rather than the intended micro-schemes, they have served as an administrative platform from which to implement community development programmes in the post-Suharto era.

What are the general experiences and insights from available evaluation reports and studies of the Musrenbang process in Indonesia? The general critique can be summarised as follows. First, several reports question the real participatory aspect of the *Musrenbang* process emphasising that the process is largely driven by local elites, politicians, and bureaucrats. Second, in contrast to various models of participatory budgeting, *Musrenbang* does not actually provide opportunities for participatory budgeting, only the early-stage planning identification of development projects. The third critique concerns the limitations inherent in the planning processes in bringing about broader social and political change, especially with regard to the type of projects that are allocation. For instance, the large majority of projects allocated through *Musrenbang* are smallscale infrastructure projects.

<u>Indonesia's Village Law: A Step Toward Inclusive Governance</u>

In late December, Indonesian President Joko "Jokowi" Widodo spoke to over 700 village heads in Boyolali, Central Java, about the implementation of the year-old Village Law – a major campaign platform for both he and his rival during the 2014 presidential election. The law is one of the most significant pieces of legislation since Indonesia started decentralization of power from the center to the regions in 2001. For the first time, the law guarantees that the central government allocate a specific amount of funds to Indonesia's 74,093 villages so that they can finance their own development based on their individual needs and priorities. While the law is lauded for providing high-level autonomy and authority to the villages, it is not without challenges, including how to ensure that marginalized groups are participants in the decision-making process (Angraini:2012).

According to Anggraini (2012), while a village fund allocation policy that draws from local government budgets has been in place since 2005, many local governments rarely implemented it due to weak law enforcement and low fiscal capacity. In the new law, the mechanism has been modified in that the central government determines the amount and transfers it to the local government. After the village submits its planning and budgeting documents to the local government, the amount is then transferred to the villagers for them to determine and finance their own development priorities.

The law clearly states that meetings on village planning and budgeting must involve community representatives including religious leaders, farmers, fishermen, women groups, and marginalized people. While community participation has been a component of Indonesia's development planning since the 1980s, it has been limited in practice. In most village development meetings, it's often only the village elites who come – women and the poor rarely attended the meeting, and if they did, their voices were rarely heard. While villagers could submit a list of concerns in the meetings, village budgets were limited and their priorities fell to the bottom of the list.

In addition, under Indonesia's centralized government structure during the Soeharto era, local government officials were accustomed to making decisions about their village's priorities based on what the central government deemed a priority. They lacked experience in a decentralized

governance approach, and are still learning how to involve the community in a way that is inclusive and efficient (Angraini:2012).

<u>Local Pathways to Disability-Inclusive Governance in Indonesia</u>

The principle of full participation for all has become a familiar slogan used by the international disability movement. However, in Indonesia where people with disabilities (PWDs) still face enormous barriers, we're just recently starting to see this slogan being put into practice. Indonesian civil society organizations working on disabilities are stepping in and making a difference at the grassroots level. Indonesian Civil Society Organizations (CSOs) situate people with disabilities, their families, and local authorities as "problem solvers" at the village level, to ensure that village planning and budgets respond to the needs of PWDs. In addition, promoting social acceptance among parents of children with disabilities is another key to social inclusion. Accordingly, working at the community-level is also critically important in breaking down the barriers of discrimination faced by PWDs and finding locally-based solutions together (see in Warat; 2016).

In many communities in Indonesia, where rates of poverty are higher than other parts of the country, disability is often considered a divine intervention from God or their ancestors. Having a disabled family member is regarded as a punishment that will bring about further social exclusion for the entire family. Because of these cultural beliefs, many PWDs are hidden away or even ostracized from the community.

In trying to change these cultural beliefs, some CSO collaborated in the program to provide technical assistance for PWDs. This activity inevitably led to conversations about disability with families of PWD directly addressing the stigma and discrimination they face on a daily level and to endorse local regulation on promoting and protecting the rights of persons with disabilities. As the result the CSO initiative is becoming an important actor for disability mainstreaming in Indonesia.

According to Warat (2016), the first barrier for people with disabilities in Indonesia often starts at home, where they are commonly kept hidden behind closed doors by their families. This practice leads to further isolation from members of the broader community, who in turn are then not exposed to disabled people, which results in their further stigmatizing disabled people as incapable. The government in turn then lacks awareness and clarity about the challenges PWDs face in both the public and domestic sphere. While a 2013 draft law currently under Indonesia's parliament represents an improvement from the 1997 Law on Persons with Disabilities, its passage does not guarantee rights in practice, as an inclusive societal movement doesn't happen through policy change alone.

6. **The Crucial Issues to be Address**

- The political transformations in Indonesia over the last eighteen years have led to a more supportive environment towards inclusion. The paradigm of 'development for all' that have been stated In August 2009 by President Susilo Bambang Yudhoyono, as outlined in six Fundamental Development Principles and Twenty Years Plan, 2005-20025 are two examples of policy level interventions.
- Even though the policy and fundamental principles has been established, however the models and approaches for civic engagement in inclusive development have not been properly defined in the constitutional and development frameworks.
- At present the implementation of public participation provisions is considered to a large extent tokenism and formality and the extent of true public participation is low. In addition, as the impact of formality and the inappropriateness of the techniques employed in the process have

result in poor quality of engagement. In other words, most civic engagement fail to address the actual issues in the community.

- The process inclusive government is largely driven by local elites, politicians, and bureaucrats and excluded the women and vulnerable group. This has resulted in social inclusion being seen as a 'political stunt' rather than as a strong commitment and rational intervention.

- The issue of inclusion has not been properly mainstreamed and internalised in the strategic framework of national governance. As a result the concept of inclusive governance is not sufficiently understood within by government officials at the local level, due to local government officials are lacked of experience in a decentralized governance approach.

- The influence of the local culture, characterized by the various ethnicities, religions and other local cultures influence political culture and power relations in Indonesia to date. In the New Order era political culture Indonesia is dominated by Javanism which, in terms of the relationship between the ruling elite and the people, is characterized by patron -client relationships. In this sort of relation the leader should be benevolent and the people should be obedient. This traditional political culture seems played a role in the practices of the implementation of the inclusive government.

7. Mainstreaming Quality of Stakeholder Engagement

Working toward democratic government in fostering government accountability and stakeholder engagement in development process is viable and yet remains a challenge in Asia Pacific Countries, including Indonesia. The political transformation in over the decades have led to more supportive environment to local government and local development but not yet encourage the local people, including women and vulnerable group, to participate in development process.

One of the big challenges for the Asia Pacific communities in achieving the Sustainable Development Goals depends on whether or not the entire stakeholder takes part in development process and the people have confidence in their government's institutions accountability. Another challenge is among the Asia Pacific countries holds different views regarding human rights protection and lack shared democratic values. All of those challenges could be an obstacle for Asia Pacific's countries in building vision for further integration and expanding multi stakeholder partnership in order to drive the success of Sustainable Development Goals. Therefore, a higher level of democracy is a basic requirement to increase the chance for citizen to interact with the government among the Asia Pacific counties.

Therefore the Asia Pacific government should more encourage stakeholders to participate in development process, through adequate policy and supporting institutions, and more pay attention to the distinct and varied voices of those most excluded from society to speak and make change. Consequently, stakeholder partnership and sufficient engagement capacity between and among different levels of international development agencies, government, the private sector, civil society, and the local people is a key element to successful development implementation.

Learning from ADB projct, In 2008 ADB has developed the concept of climate investment funds providing support to developing countries to initiate transformational change toward low-carbon and climate-resilient development. The first step in gaining access to funding is the preparation of a country investment plan, i.e., a multiyear proposal identifying how climate investment funds resources together with cofinancing will support the country's existing development strategies. ADB uses has developed approach to examine how stakeholder engagement was carried out in the preparation of investment plans in Cambodia, Indonesia, Nepal, and the Philippines, with reference to the guidance provided by ADB and climate investment funds in stakeholder participation. The general description approach as follows:

- The mission approach to preparing climate investment funds investment plans should include more effective use of consultation plans and communication strategies, in line with multilateral development banks' good practice;
- The roles of multilateral development banks and government should be clarified and shared with stakeholders early in the process, and strategies for addressing barriers to government leadership developed;
- The expected or required minimum level of consultation for the preparation of investment plans should be clearly stated in the relevant climate investment funds documents or a separate specific guidance document on consultation should be prepared for climate investment funds investment plans;
- Guidance should be provided to ensure the inclusivity of consultations, particularly in identifying resource-efficient ways of engaging with stakeholders at the subnational level; and
- Stakeholder analysis and consultation planning should aim to establish the effective and productive involvement of civil society in investment plan preparation from the start.

An attempt to assure the quality of stakeholder management in general, and stakeholder engagement in particular, can be assessed by critically analyzing a series of elements and factors. Strong, Ringer and Taylor (2001) identify three critical management behaviors that lead to stakeholder satisfaction: timeliness of communication, the honesty and completeness of information, and the empathy and equity of treatment by management. The effective dialogue requires the following attributes: symmetrical communication, transparency of benefits and risks, unbiased facilitation, inclusivity, and an early start of the dialogue to facilitate change if needed.

Zadek and Raynard (2002, pp. 11-12) propose three dimensions of quality: procedural quality, responsiveness quality, and the quality of outcomes. Procedural quality refers to the quality of how the engagement was conducted and whether or not it was consistent with the declared purpose. The quality characteristics of procedural quality include existence of formalized procedures, possibility of stakeholders to initiate engagement, assurance of empowering stakeholders to raise issues that they are most concerned about, and the legitimacy of the engagement in the sense that stakeholders the company engages with are selected in an unbiased manner. Responsiveness quality is concerned of how the development agencies deals with and responds to the issues raised by stakeholders.

The quality of responsiveness can be evaluated by analyzing if the development agencies fully understood the stakeholders' concerns and if the issues raised were delegated on to the relevant decision makers in the government. Quality of outcomes refers to the tangible evidence on whether or not the governement adjusted its policies and practices to align them with stakeholder engagement. Evidence of stakeholder satisfaction also indicates a level of quality of outcomes. Quality stakeholder engagement must engage stakeholders in an active and meaningful manner, which can be linked to decision-making.

A standard for stakeholder engagement and principles guiding good quality stakeholder engagement are offered by AccountAbility (2011) in its AA1000 Stakeholder Engagement Standard. The main emphasis of the standard is on the fact that stakeholder engagement must result in outcomes that the involved stakeholders will value and the process of stakeholder engagement must be communicated in a credible way (AccountAbility, 2011).

For the stakeholder engagement process to be successful and to deliver quality and inclusive engagement practice, the government must understand and define why it is engaging (the purpose), what it is engaging on (the scope), and who it needs to involve in the engagement (mandate, ownership, stakeholders). For the stakeholder engagement process itself, AccountAbility includes in its standard the following stages: (1) plan, (2) prepare, (3) implement, and (4) act, review and improve (AccountAbility, 2011). The process is described as cyclical, suggesting that stakeholder

engagement should be ongoing rather than one-off endeavor.

To ensure the quality of stakeholder engagement as the International Standard for Public Participation practice, the International Association for Public Participation (IAP2) Federation has endoresed the Quality Assurance Standard that was developed by IAP2 Australasia Affiliate, in 2015. The Quality Assurance Standard has been designed to respond requirements for evidences for effective community and stakeholder engagement and in particular that it harmonies with the professional communities perspective of quality. The development and adoption of the Standard by professionals operating in this field, provides confidence and certainty for both practitioners and clients of community and stakeholder engagement practice.

It should be noted that the terms public participation and community and/or stakeholder engagement are interchangeable in the context of this Standard. The specific objectives of the Quality Assurance Standard are:

- To better assure the quality of engagement and engagement audit services.
- To improve confidence and certainty in the process of community and stakeholder engagement both for users and clients of the engagement practice.
- To regulate practitioner activity by standardising the process of community and stakeholder engagement.
- To "authorise" practitioners to undertake community and stakeholder engagement in accordance with the agreed standard process.
- To support career, education and practice pathways so that professionalisation in community and stakeholder engagement can be encouraged.
- To validate engagement activity by defining and measuring (rating) a quality public participation process.

IAP2 Federation also has developed the Code of Ethics as is a set of principles which guide the practoners in their practice of enhancing the integrity of the public participation process. As Public Participation practitioners, they hold themselves accountable to these principles and strive to hold all participants to the same standards.

1. Purpose: to support public participation as a process to make better decisions that incorporate the interests and concerns of all affected stakeholders and meet the needs of the decisionmaking body.
2. Role of Practitioner: will enhance the public's participation in the decision-making process and assist decision-makers in being responsive to the public's concerns and suggestions.
3. Trust: will undertake and encourage actions that build trust and credibility for the process and among all the participants.
4. Defining the Public's Role: we will carefully consider and accurately portray the public's role in the decision-making process.
5. Openness: will encourage the disclosure of all information relvant to the public's understanding and evaluation of a decision.
6. Access to the Process: we will ensure that stakeholders have fair and equal access to the public participation process and the opportunity to influence decisions.
7. Respect for Communities: we will avoid strategies that risk polarizing community interest or that appear to 'divide and conquer'.
8. Adovcacy: we will advocate for the public participation process and will not advocate for a particular interest, party or project outcome.
9. Commitments: we will ensure that all commitments made to the public, including those by the decision-maker, are made in good faith.
10. Support of the Practice: we will mentor new practitioners in the field and educate decisionmakers and the public about the value and use of public participation.

As the principles upon which to define quality throughout the process of community and

stakeholder engagement, IAP2 Federation has developed the Core Values. The Core Values are commonly accepted as informing best practice engagement. The Core Values define the expectations and aspirations of the public participation process. Practitioners should adhere to these values for community engagement to be effective and of the highest quality. The extent to which the Core Values can be adhered to is impacted by the level of influence.

1. Public participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process.
2. Public participation includes the promise that the public's contribution will influence the decision.
3. Public participation promotes sustainable decisions by recognising and communicating the needs and interests of all participants, including decision makers.
4. Public participation seeks out and facilitates the participation of those potentially affected by or interested in a decision.
5. Public participation seeks input from participants in designing how they participate.
6. Public participation provides participants with the information they need to participate in a meaningful way.
7. Public participation communicates to participants how their input affected the decision.

As well as adopting the Core Values as the underlying principles for community and stakeholder engagement, a standard process must be undertaken in order to ensure a quality community engagement exercise. Therefore IAP2 Federation has developed Quality Assurance Standard Process for Community and Stakeholder Engagement. The standard below summarises the steps of this process each of which is discussed in more detail to provide the practitioner with guidelines for adoption.

IAP2 Quality Assurance Standard Process for Community and Stakeholder Engagement:

1	Problem Definition
2	Agreement of Purpose/Context & Identification of Negotiables and Non Negotiables
3	Level of Participation
4	Stakeholder identification and relationship development
5	Project requirements
6	Development and approval of engagement plan
7	Execution of Engagement Plan
8	Feedback
9	Evaluation and review
10	Monitoring
11	Documentation of Evidence

Source : IAP2 Federation

8. Recommendations

Asia Pacific countries need to cooperate in fostering Stakeholder Engagement in development. The main objectives of cooperation include:

- To develop scientific knowledge-based tools and innovative strategy options to promote stakeholder engagament in decision-making for sustainable development, for the use of policy makers in the Asia-Pacific region as a common asset in the region.
- To promote regional cooperation and capacity building, so as to enable Asia-Pacific countries to formulate and implement their own policies for stakeholder management and stakeholder engagament that take into account their national circumstances, making use of the developed scientific tools and options, through participation and collaboration in the project deveelopment.
- Assist developing countries, through regional cooperation, to enhance their capacity in their efforts to address issues pertaining to stakeholder engagament including in their formulation and implementation of policies for stakeholder management and stakeholder engament. Including through urgent actions at all levels to Improve their use of science and technology for stakeholder engagement monitoring, assessment models, accurate database and integrated information systems.
- Development of monitoring methodologies and networks that cover stakeholder management and stakeholder engagement, and make full use of digital technologies.
- A set of assessment models to assess stakeholder engagement and subsequent impacts to SDGs implementation.
- A strategic database and innovative strategy options for practical use of policy makers enabling informed decision-making.

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Afandi is an anthropologist and hold a Master Degree of Social Anthropology from University of Indonesia (UI) Jakarta. Afandi has more than 20 years proffesional working experiences that specializes in social research and social sustainability. He worked with ERM Indonesia and several research organizations.

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Aldi has 19 years of professional experience in various fields of sustainable development. He has worked with international development organizations, such as UNDP, national and international consulting firms, such as Townland, Golder Associaties and ERM, and is currently with Medco Energi Internasional, a multi-national energy company from Indonesia.

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