MULTISTAKEHOLDER AI DEVELOPMENT

10 building blocks for inclusive policy design

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Multistakeholder AI Development: 10 building blocks for inclusive policy design

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SHORT SUMMARY

UNESCO AND I4POLICY FOR A COMPREHENSIVE AI DEVELOPMENT

Artificial Intelligence (AI) is a deeply transformational technology: research shows that it could contribute USD 13 trillion to the global economy by 2030, increasing the global GDP by about 1.2 % annually. However, while AI can be used to advance the Sustainable Development Goals, there is a high risk of reinforcing existing socioeconomic and gender inequalities, and violating human rights and freedoms.

As such, along with the fact that it cuts across multiple economic and social domains, AI processes and systems are too important and complex to be decided upon by a single category of stakeholders.

In this joint publication, UNESCO and the Innovation for Policy Foundation (i4Policy) distill ten essential lessons for policymakers to harness the collective intelligence of communities and ensure that the process of developing and implementing public policy is inclusive. A multistakeholder engagement is a vital step to building consensus around a shared set of goals and values, while ensuring that the outcome is relevant and applicable.

AI could contribute **USD 13 trillion** to the global economy by 2030

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> ***Since wars begin in the minds of men and women it is in the minds of men and women that the defences of peace must be constructed***

Multistakeholder AI Development:

10 building blocks for inclusive policy design

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FOREWORD

As applications of Artificial Intelligence (AI) continue to expand, we are beginning to appreciate both its benefits and harmful implications. UNESCO seeks to tap into the opportunities offered by AI to advance sustainable development while maintaining human rights firmly front and center. A challenge of such magnitude can only be meaningfully addressed through collaboration.

UNESCO embraces collaboration by bringing together different stakeholders to improve the quality of resulting decisions. It has adopted this approach into the Organization's fields of competence many years ago, notably through an approach to digital technologies based on human rights, openness, inclusive access, multistakeholderism and gender equality. The same is true of the Innovation for Policy Foundation (i4Policy), which has designed, supported, and applied multistakeholder processes in policy making in fourteen countries to date.

Our experience indicates that AI policy design benefits from a multistakeholder approach, through dialogue and deliberation with diverse stakeholders. This enhances our understanding of the implications of AI in a holistic manner.

Such an approach is especially important as AI policies have a far-reaching impact across sectors undergoing digital transformation - particularly in sectors that are central to societies' wellbeing, such as education, health, and the environment.

Through this report, we hope to guide the adoption of an inclusive, multistakeholder-driven process of AI policymaking, leading to a human rights-based, human-centered and ethical use of AI.

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EXECUTIVE SUMMARY

Artificial Intelligence (AI) technologies and related automated decision-making processes are becoming increasingly embedded in the tissue of digital societies. Their impact cuts across different political, social, economic, cultural, and environmental aspects of our lives. On the one hand, AI can be used to drive economic growth, enable smart and low-carbon cities, and optimize the management of scarce resources such as food, water and energy. On the other hand, AI can also be used in a manner that infringes on human rights and fundamental freedoms, such as freedom of expression and privacy, and risks exacerbating existing socioeconomic and gender inequalities. Furthermore, the implementation of AI systems may lead to values-driven dilemmas and complex problems, often requiring trade-offs that can only be addressed through broad societal consensus.

This guide focuses on the question of how the development of AI policies can be made inclusive. Multistakeholder approaches to policymaking are part of the answer because they create the space for learning, deliberation, and the development of informed solutions. They help decision makers consider diverse viewpoints and expertise, prevent capture by vested interests, and counteract polarization of policy discourse. A multistakeholder approach to AI policy development and the consultation of stakeholders from different backgrounds and expertise are necessary to be able to develop a relevant and applicable policy for the national context.

The objective of this guide is to support policymakers in ministries and parliaments in the design and implementation of inclusive AI policies, while empowering stakeholders including civil society, businesses, technical community, academia, media, and citizens, to participate in and influence these policy processes.

This inclusive, multistakeholder-driven process for AI policymaking is structured around ten building blocks:

1. Raise awareness on the impact of AI on society

Knowledge of AI in society is scarce and many myths exist. Inform citizens by presenting a realistic view of the technology.

2. Agree on a definition of AI and the terminology used during the policy process

There is no universally accepted definition of AI and a lot of jargon is used. To mitigate risks of misunderstandings agree on terminology.

3. Establish an expert group to determine the national AI landscape

An expert group can identify strengths and weaknesses and is a good way to engage experts for reflection and information.

4. Outline the different stages in the multistakeholder AI policy process

Communicating early in the process assures voices being heard and provides room to participants for preparation and organisation.

5. Develop the policy through open and inclusive consultations

Co-creation involves stakeholders in ideating and drafting policies. Consultations and open forums facilitate wider participation.

6. Commit to incorporating participants' feedback

Participation should lead to impact on policies discussed. Transparency is key to show how feedback was taken into account.

7. Make AI policy agile, flexible and responsive to evolving needs

Shift from a planning and control approach to piloting, rapid feedback and iteration for example by using regulatory sandboxes.

8. Develop AI policies based upon Human Rights, Data Protection and Ethics Guidelines

Human rights exist online and offline. Instating effective data protection and guidelines on ethical issues is essential.

9. Combine the AI Strategy with an Action Plan

An AI Strategy provides a way forward. An Action Plan creates ownership and a sense of urgency. Review the action plan periodically.

10. Monitor and evaluate throughout the policy cycle

Monitoring throughout the process informs policy delivery, allows reviewing performance and supports policy iteration.

GLOSSARY

Action Plan	Document that specifies in detail what steps must be taken to achieve a specific goal, identifying what resources are needed, attributing responsibilities over tasks that must be performed, setting a timeline for their implementation, and defining indicators for monitoring progress. The plan refers to: a) specific (community and systems) changes to be sought, and b) the specific action steps necessary to bring about changes in all the relevant sectors, or parts, of the community (University of Kansas).[1]
Agile governance	Adaptive, human-centered, inclusive, and sustainable policymaking, which acknowledges that policy development is no longer limited to governments but rather is an increasingly multistakeholder effort. It is the continual readiness to rapidly navigate change, proactively or reactively embrace change and learn from change, while contributing to actual or perceived end-user value (WEF, 2018).
Artificial Intelligence (AI)	An ensemble of advanced ICTs that enables "machines capable of imitating certain functionalities of human intelligence, including such features as perception, learning, reasoning, problem solving, language interaction, and even producing creative work" (COMEST 2019).
Big data	Datasets that are too large or complex for traditional data processing software to analyze (Andersen, 2018). Most AI systems rely on the collection, processing and sharing of such big data to perform their functions.
Black box	A model that is opaque to its user. Although the model can produce correct results, how these results are produced is unknown. An example of a black box is a neural network. To understand the relationships between inputs and outputs of a black box, sensitivity analysis can be used (Negnevitsky, 2011).
Deep Learning	Technique that enables a machine to independently recognize complex variations. An example is automated scouring and classifying of millions of images picked from the internet that have not been comprehensively labeled by humans. The result of a combination of learning algorithms and formal neural networks and the use of massive amounts of data, deep learning powers AI (UNESCO, 2019b).

1 https://ctb.ku.edu/en/table-of-contents/structure/strategic-planning/vmosa/main

Deliberation	A rational discussion through an exchange of arguments for a collective decision. Deliberation should increase the knowledge of each participant and allow for a better understanding of individual and collective interests. It can alter our initial preferences. It does not necessarily lead to consensus, but rather to the identification of common orientations based on convergences and divergences of opinion and the reasons behind them (Dilhac et al., 2020).
Global governance	Global governance is concerned with issues that have become too complex for a single state to address alone (Jang et al., 2016). The concept of global governance relates to the interaction of myriad collective or individual entities emanating from various societal and professional orientations, which form networks that engage to address issues that threaten local and global communities.
Machine learning	An adaptive mechanism that enables computers to learn from experience, learn by example and learn by analogy. Learning capabilities improve the performance of an intelligent system over time. Machine learning is the basis of systems that can adapt their response continuously (Negnevitsky, 2011).
Policy	The sum of government action, from signals of intent to final outcomes. It can refer to specific 'tools' or 'instruments' (Cairney, 2019). The term AI policy is used to describe the sum of government action, from signals of intent to final outcomes with respect to artificial intelligence. Some of the 'tools' or 'instruments' in this realm include standards, guidelines, voluntary agreements, financial incentives, strategies, and legislation.
Policymakers	Broad term that covers all the people responsible for formulating or amending policy. Examples of policymakers are ministers, their advisors, civil servants, members of parliament and staff of government agencies (National Co-ordinating Centre for Public Engagement).[2]
Strategy	The creation of a unique and valuable position through the deliberate choice of a differentiated set of activities (Porter, 1996). An AI strategy outlines the national objectives with respect to AI development, use and governance. National AI strategies provide a justification for the strategic objectives based on the unique or valuable position that these objectives offer for a country.

2 https://www.publicengagement.ac.uk/do-engagement/understanding-audiences/policy-makers

1 INTRODUCTION

I. INTRODUCTION

Why is this guide needed?

The impact of the use of AI cuts across various political, social, economic, cultural, and environmental aspects of our lives. The use of AI is already pervasive, from smart assistants in mobile phones, to medical diagnostic systems and in financial institutions' credit scoring analyses.

There are three main factors driving the rapid development and deployment of AI systems. First, an expansion in computing power over the past years has made it possible to perform large numbers of calculations rapidly. Second, the amount of available data has increased drastically, an upsurge that goes together with decreasing costs of data storage. Third, several scientific breakthroughs have made possible the development of AI models, such as neural networks, capable of progressively extracting higher-level associations between vast amounts of often unstructured data.

Governments are increasingly recognizing the implications of the uptake of AI and its potential benefits, risks, and ramifications for societies. Since 2017, many countries have published national AI strategies.[3] Given the inherently limited ability to forecast the social effects of technology, a multistakeholder policymaking process based on principles such as openness, transparency and equal participation facilitates foresight and monitoring for developing well-informed policies. Some countries have incorporated multistakeholder processes in the development of AI policies, but only a few have applied multistakeholder approaches at each step of the policy cycle.

Multistakeholder processes are considered superior in terms of the quality of the knowledge base that feeds into policy development (Bijlsma et al, 2011). As more countries move towards instituting their own AI strategies and policies, this guide provides practical steps and good practices for establishment of an inclusive and multistakeholder-driven AI policy cycle. It also addresses certain pitfalls that cause multistakeholder initiatives to miss expectations in practice, such as lack of trust, issues of representation, accountability, and legitimacy, or the amount of time and resources involved in coordination.

Who is the target audience for this guide?

This guide is addressed to policymakers tasked with the development of national AI strategies and policies. The guide is relevant to ministries of ICTs and digital units within governments, but also to ministries or agencies overseeing, for instance, labor market developments, infrastructure, or judicial systems that play a role in AI policy development.

Stakeholders such as civil society, scholars, experts, businesses, or citizens can employ the evidence, recommendations and use cases, hereby presented, to support and inform policy processes in their countries and regions. Section IV can also be of relevance to these actors. This section helps to operationalize the guide and contains questions to evaluate the multistakeholder nature of a policy process. It is important to underline that the recommendations in this guide should be tailored to the local contexts, institutions, and political environments of each country.[4]

3 Many countries are currently drafting strategies, laws and policy documents related to AI. Up-to-date overviews of developments worldwide are published by the Future of Life Institute (https://futureoflife.org/ai-policy/), the OECD.AI Policy Observatory (https://oecd.ai/en/dashboards) and the Globalpolicy.ai initiative.
4 This requires, for example, considering the level of digital literacy, the existence of related policies, the state of the AI business ecosystem, the government's AI readiness, the overall digital transformation process, the diversity of the population, and the phase of policy development (e.g., strategy, road map, legislation, implementation plan) in a particular country.

How was this guide developed?

The work presented is the result of a joint project between UNESCO and the Innovation for Policy Foundation (i4Policy). It builds on the output of workshops, expert interviews, desk research and practical experience with multistakeholder approaches in over a dozen countries.[5]

- **Workshops:** Five virtual workshops were held between September and January 2022 to consult a range of stakeholders (see annex B for the guiding questions that were used), and preliminary findings were presented at the Africa ICT Ministers Forum in November 2021 and the Internet Governance Forum (IGF) in December 2021.[6,7]

  The first two workshops focused on the societal impact of AI. Experts and practitioners from different educational, cultural, and professional backgrounds took part in these workshops. The participants discussed the consequences of the design, creation and use of AI for human rights and fundamental freedoms, such as privacy and personal data protection, the right to non-discrimination, and freedom of expression. The third and fourth workshop focused on examples of policy processes followed in different countries. Participants described their experiences with multistakeholder approaches for AI policy and discussed good practices. The fifth was a validation workshop, aimed at validating the main building blocks and harvesting additional case studies, tools and references.
  The discussion at the Africa ICT Ministers Forum underlined the need to develop an African response to AI and Digital Transformation through cooperation and exchange of knowledge between African countries.

  In the same spirit, participants in the workshop held at the 2021 Internet Governance Forum reiterated the critical importance of multistakeholder approaches for the design of AI policies. Experts present emphasized the importance of an inclusive approach that ensures greater engagement of representatives from low- and middle-income countries, youth, women, and rural communities in discussions on AI.

- **Desk research:** Research consisted of a literature review and an analysis of case studies. The literature review informed both the topics of the workshops and the recommendations of this guide. A database containing over twenty case studies employing multistakeholder approaches at different stages of the policy cycle was compiled. Two case studies are highlighted in this guide, in addition to examples from other cases.[8]

- **Expert interviews:** Interviews carried out with academics and policymakers provided insights on the policy processes in Colombia, Egypt, Rwanda and the United Kingdom of Great Britain and Northern Ireland.

5 i4Policy has designed, supported, and implemented participatory policy processes in Benin, Burkina Faso, Democratic Republic of Congo, Ghana, Ivory Coast, Kenya, Libya, Mali, Mauritania, Nigeria, Rwanda, Senegal, South Africa, Togo and Tanzania. On a global scale, i4Policy has supported the Global Assembly for COP26.
6 https://en.unesco.org/news/ict-ministers-africa-pledge-support-implementation-windhoek30-declaration
7 https://www.intgovforum.org/en/content/igf-2021-ws-137-multi-stakeholder-approaches-for-the-design-of-ai-policies
8 The full list of policies analyzed is included in Annex A.

What does this guide cover?

The remainder of this guide is organized as follows: Section II provides background on multistakeholder approaches to policymaking. Section III presents the ten building blocks for a participatory, deliberative and multistakeholder policy process for the development of AI policies. These building blocks are organized as per different stages in the policy process. Section IV concludes by helping stakeholders to operationalize this guide.

Five special sections, interspersed within this guide, can be read separately and provide additional information on some topics. These special sections are: 1) a list of nine values for successful multistakeholder processes, drawn from experiences in internet governance; 2) and 3) case studies of the AI policy process employed in Chile and India; 4) a case study of the multistakeholder process behind Senegal's Startup Act; and 5) an indicative example of stakeholder groups to include for an inclusive consultation process.

II
MULTISTAKEHOLDER GOVERNANCE OF AI

II. MULTISTAKEHOLDER GOVERNANCE OF AI

Context of multistakeholder governance

The term multistakeholder was coined in the 1990s (Schleifer, 2015), and has since gained significant traction, particularly in the field of global governance. Global multistakeholder approaches (or global 'multistakeholderism'), which convene governmental and non-governmental actors for deliberations on how to handle global risks, have emerged as a complement to multigovernmental cooperation (Scholte, 2020). The global multistakeholder approach fills in the gaps in knowledge and legitimacy that are left if global deliberations are done by representatives of just a single social actor.

Around the same time, a 'deliberative wave' took hold at the national level of policy development. This drive towards deliberative or participatory democracy constitutes a response to the increasing complexity of policymaking and the difficulties faced by current governance systems in finding sustainable solutions to some of the most pressing policy problems (OECD, 2020).

Multistakeholder approaches, at any level, seek to strengthen collaborative policy responses to complex and uncertain problems that affect different actors and agencies. For instance, at the global level, whereas traditional multilateralism is largely based on engagement and agreements between states, multistakeholderism builds on a bottom-up process of global policymaking, which engages the private sector, civil society, academia, and the technical community, among other stakeholders.[9] The key, at any level, is to convene and engage multiple and diverse social actors in the policymaking process.

Theory behind multistakeholder governance

The normative approach to multistakeholder participation is grounded in Habermas' theory of discourse ethics, which posits that morals and norms emerge from a process where all parties who would be affected by adoption of a certain norm or course of action should engage with each other. Hence, when all parties rationally consider each other's arguments, together they should achieve a greater understanding. This in turn leads to parties reassessing their position, a process that continues until all parties involved reach a universally agreeable decision (Habermas, 1989; Martens et al., 2019). Moreover, in reference to Appadurai (2004), Heller and Rao (2015, p. 12) note that deliberation can break the cultural norms that "presume a certain pastness, a lock-in of beliefs, habits, traditions, or norms that in effect reproduce the status quo" and Gauri et al. (2013) add that it can result in changes in the constitutive meanings that guide action and inform preferences – or at a minimum lead to greater intersubjective understanding.

While all participatory processes create space for learning, deliberation and the development of informed recommendations, based on a better understanding of the concerns and interests of various stakeholders (Faysse, 2006), multistakeholder approaches are by definition more inclusive because they empower a broader range of actors, including from civil society and grassroots organizations, such as women's groups, youth organizations, cooperatives (Adam et al., 2007), and the technical community.

9 For further reading on the development of multistakeholder governance see Dingwerth (2008), Brockmyer and Fox (2015) and Gleckman (2018).

The expected result of adding greater expertise and more diversity into decision-making processes, and of encouraging consensus-building, is that it would lead to a higher quality of decision-making (Souter, 2017).

While some think multistakeholderism is a panacea, several scholars show that multistakeholder initiatives do not always meet expectations in practice, pointing to a lack of trust (Sloan and Oliver, 2013); issues of representation, accountability, and legitimacy (Bäckstrand, 2006); or the amount of time and resources involved in coordination (Moog et al., 2014). Additionally, power asymmetries can be reinforced or arise when parties are not able to contribute equally in terms of knowledge, finances, and access to information (Fransen and Kolk, 2007). Also, the impact of multistakeholder processes on decision-making may be limited when these processes are short-term or when the links to formalized decision-making tend to be unclear (Faysse, 2006).

Therefore, an effective multistakeholder approach requires several preconditions. Special section one discusses nine values that inform multistakeholder approaches. These values are: 1) inclusive; 2) diverse; 3) collaborative; 4) transparent; 5) equal; 6) flexible and relevant; 7) safe and private; 8) accountable and legitimate; and 9) responsive. This guide proposes these values as an important fundamental basis for effective multistakeholder participation in AI policymaking.

Why is a multistakeholder approach essential for AI policymaking?

AI's applicability to a vast range of domains makes policymaking around it complex, as it is difficult to understand AI's impact on societies.[10] This challenge is termed as the Collingridge dilemma, where it is difficult to regulate a technology, because until a technology has been extensively developed and widely used, its full impact on society is difficult to predict. However, once it is deeply entrenched and its effect on society is better understood, it becomes more challenging to regulate the technology (Collingridge, 1981).

Given the inherently limited ability to forecast the entire scope of social effects of technology, policymakers must make decisions with limited information, whether under uncertainty or ignorance.[11] Unlike traditional policymaking processes, multistakeholder practices based on principles such as openness, transparency, broad-based collaboration and equal participation facilitate foresight and monitoring for developing well-informed policies. Hence, to mitigate risks of decision-making with limited information about future effects, it is crucial to have an inclusive multistakeholder participation or cooperation process in place (UNESCO, 2019b).

Furthermore, when the topic at hand contains values-driven dilemmas, complex problems that require trade-offs, and long-term issues that go beyond the short-term incentives of electoral cycles, deliberative processes are best suited to guide the development of policy solutions. This is because these processes encourage active listening, critical thinking, and respect; provide time to learn and reflect; and mitigate the motivated interests of political parties including during elections (OECD, 2020).

An example is the complex issue of online hate speech. AI systems are currently the primary method employed by tech companies to find, categorize, and remove online harms at scale (see e.g., Gorwa et al., 2020). However, in practice they are beset with methodological, technical, resourcing, and ethical challenges. In many cases, they are used in scenarios where the decision requires ensuring freedom of speech and protecting users from harm while

10 WRR (2021) has coined the term 'system technology' for AI to emphasize the systemic nature of its impact on society. Other examples of system technologies are the steam engine, electricity, the combustion engine, and the computer.

11 An analysis of the impact of AI on the Sustainable Development Goals demonstrates the complexity involved in understanding the impact of AI on the social, economic, environmental, and cultural aspects of societies. On the one hand, AI is seen as an enabling force for the achievement of 134 targets across all 169. For example, it can improve societal outcomes by supporting the provision of food, health, water and energy services and could enhance the transition towards carbon neutrality by increasing the efficiency of our resource consumption. On the other hand, AI can play an inhibiting role in the achievement of 59 targets (Vinuesa et al., 2020).

simultaneously safeguarding users' right to privacy. In addition to these challenges, tech companies also need to be able to explain the rationale for decisions made by these AI systems (Llánso et al., 2020).

Another consideration is the opaqueness and lack of accountability of AI systems, which require the 'epistemic power' of deliberation to improve knowledge and feedback through self-correcting learning processes among empowered actors (Buhmann and Fieseler, 2021). It is important for civil society actors and users to have a general understanding of the systems they engage with to foresee their consequences, to identify room for improvement, to engage in debate and to potentially challenge outcomes when users are being adversely affected. Deliberative processes, bringing together public and private interest, contribute to the process of learning and simultaneously generate feedback regarding the working of AI systems.

The design and use of AI systems has a vast and long-term impact on societies and creates moral dilemmas and trade-offs regarding human rights and fundamental freedoms. Continued learning and deliberation are needed to improve transparency and accountability. Therefore, the remainder of this guide will provide building blocks which, put all together, lead to an overarching multistakeholder process for the development of AI policies.

SPECIAL SECTION 1. NINE VALUES FOR OF A SUCCESSFUL MULTISTAKEHOLDER APPROACH

Multistakeholder approaches have gained prominence in the domain of internet governance since the early 2000s. The principle of multistakeholder governance in this context was first defined in the Tunis Agenda. The Tunis Agenda called for multistakeholder policy dialogue on the observation that internet governance includes 'many cross-cutting international public policy issues that require attention and are not adequately addressed by current mechanisms' (WSIS, 2005, p. 10). According to Malcolm (2008), before the establishment of the Internet Governance Forum (IGF) public policy issues tended to be addressed either relatively ineffectively or illegitimately as the private sector, civil society actors and governments often acted on their own accord.

An overview of the evolution of multistakeholder participation in internet governance is provided by UNESCO (2017). Based on an analysis of the theory behind multistakeholder approaches and practical experiences in internet governance, UNESCO identified nine values that effective multistakeholder approaches need to exhibit to be effective:

- **Inclusive:** Participation needs to be accessible, and sufficient funding and capacity building efforts should be dedicated to promoting inclusion of a diverse set of stakeholders. Active effort is required to engage and include stakeholders that tend to be underfunded and underrepresented, such as marginalized communities, women, youth, small business entities, and civil society participants from developing countries.
- **Diverse:** Different viewpoints need to be included when addressing complex and diverse stakeholder concerns inherent in the challenges posed by the issues brought about by digital technology. Diversity in this regard relates not only to more traditional stakeholder groups, but also to the interests that various actors may represent and the different perspectives they may hold, along with the need for geographical, gender, and linguistic diversity.
- **Collaborative:** Stakeholders should agree on common norms to guide working methods, including the extent of transparency, flexibility, ways of making decisions, and means to promote and protect participants' safety and rights.
- **Transparent:** Stakeholders need to be clear about their interests and affiliations.
- **Equal:** Participation should be on an equal footing, even if rules, roles and responsibilities differ about ultimate decision-taking.
- **Flexible and Relevant:** Participation needs to be flexible enough to ensure the process can adapt to the changing nature of digital technologies, and it should be customized to be relevant to local, regional, national and global instances of multistakeholder collaboration.
- **Safe and Private:** Participants' safety and privacy needs should be met as far as is reasonably possible.
- **Accountable and Legitimate:** Multistakeholder mechanisms should regularly evaluate processes, outcomes, and goals to ensure that they remain legitimate, relevant, and transparently on track.
- **Responsive:** This entails transparency regarding the inclusion or rejection of contributions to the process, as well as information on the availability of appeal or redress opportunities for those who feel insufficiently heard.

III
10 BUILDING BLOCKS FOR AN INCLUSIVE MULTISTAKEHOLDER PROCESS FOR AI POLICY

III. 10 BUILDING BLOCKS FOR AN INCLUSIVE MULTISTAKEHOLDER PROCESS FOR AI POLICY

This section presents ten building blocks for an inclusive multistakeholder process for the design and implementation of AI policies. The building blocks should be considered in addition to the nine values for a successful multistakeholder approach, presented above.

The building blocks offer policymakers action-oriented information, good practices, and resources that they can apply to their respective context. The building blocks are presented in the order of their stage in the policy cycle. A policy cycle-based approach is adopted which considers policymaking to be a continuous process instead of an event with a clear start and end (Cairney, 2016). In this sense, policymaking is seen as a fluid and iterative process, where policymakers continue to make choices on policy design and implementation based on the impact of previous decisions. An example of such a policy cycle in practice is the Innovation for Policy Process that outlines three main phases and eleven action stages of a policy process.[12]

This guide distinguishes between the following three phases of the policy process:

1. Agenda-setting

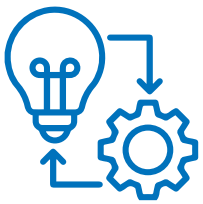
The focus of the agenda-setting phase is to gather knowledge and information and to map the needs, constraints, and influence of stakeholders. The first step is to examine the scope of the national AI landscape and to determine its strengths and weaknesses.

This is followed by building a unifying common interest among stakeholders on the objectives of the AI policy and assessing the risks associated with the different policy options. Reaching a consensus ensures that all stakeholders and their resources (time, knowledge, contacts, budgets) can be mobilized to cooperate on the policy design.

2. Drafting

The focus of the second phase is to explore potential solutions and develop these into draft proposals. The objectives that were agreed on in the agenda-setting phase serve as a starting point. From there on an iterative process commences, of brainstorming, designing draft policy measures, reviewing, and fine-tuning them with the help of experts and consulting stakeholders. This phase ends with the draft AI policy, which is sufficiently developed and put forward for public consultation.

3. Implementation and Evaluation



The third and last phase of the policy process considers the implementation of the AI policy and evaluation of its effectiveness. This phase starts by putting forward the final AI policy for political adoption (through the appropriate national rule-making process). It also entails drafting a related action plan and mapping the responsibilities of public, private and other actors. This makes clear who oversees which element of the AI policy, such as implementation and monitoring after it is enacted, ensures that evaluations are carried out properly, and that the policy can be adjusted when necessary.

12 See for more information on the Innovation for Policy Process: https://participedia.net/method/6426. Participedia is a platform that catalogues and reviews participatory processes around the world.

Structure of each building block

The remainder of this section presents ten building blocks for an inclusive multistakeholder process for AI policy. Each building block consists of the following four elements:

1. **Phase of the policy process**
   For each building block it is indicated to which phase of the policy process it applies. The building blocks are also presented in the order of the policy cycle.

2. **Explanation**
   An explanation of the issue at hand is provided for each building block. The topic of the building block is explained, the issue is discussed and references supporting the importance of the topic are provided. The explanation concludes by indicating how the building block can be included in a policy process.

3. **Resources**
   Additional knowledge resources and tools are provided here to help policymakers incorporate the building block in the design of their policy process. Each resource is classified as one of the following:

   
   Report: this category contains reports and (scientific) publications. These resources function as further reading and contain the evidence base for the inclusion of the building block.

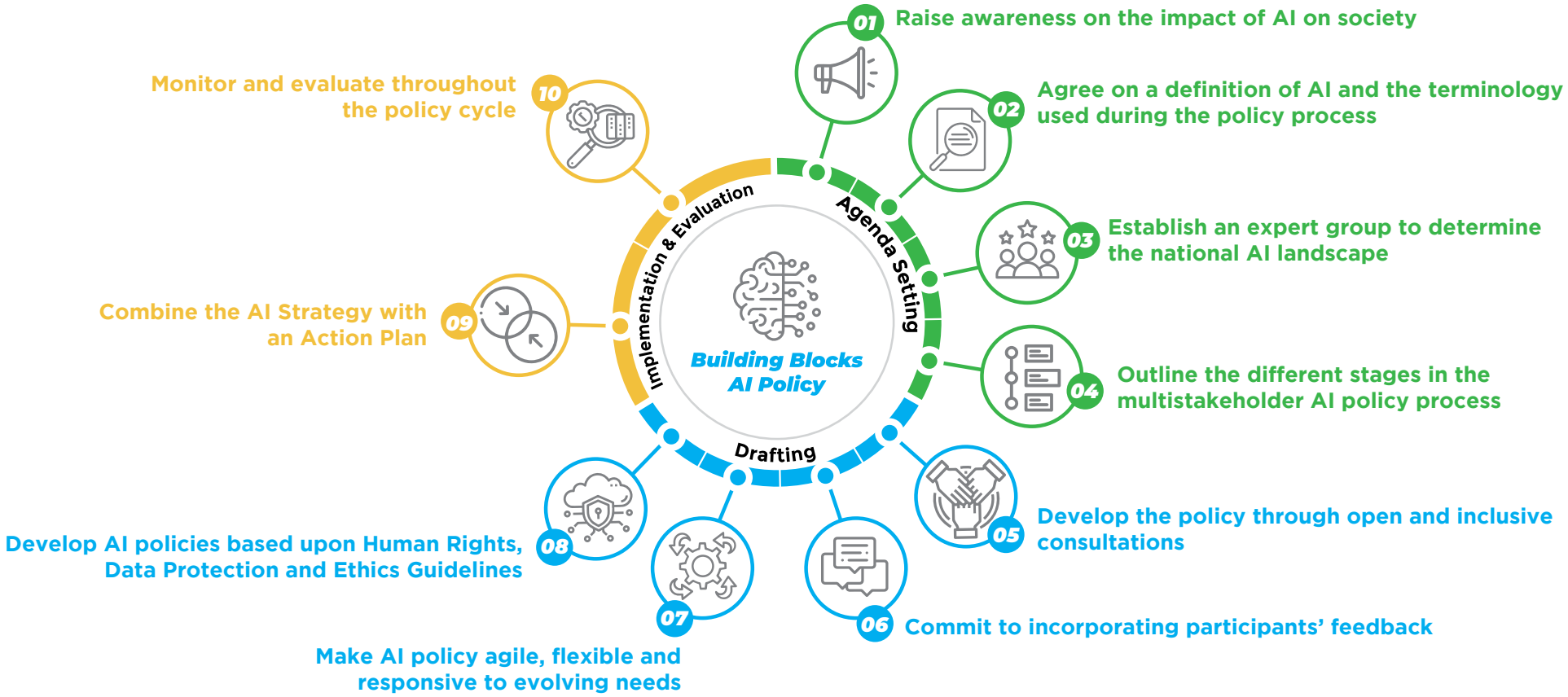
   
   Guide: this category contains guides and guidelines. These are documents that offer concise information, helpful tips and clear instructions and examples.

   Website: this category contains links to websites. These can range from examples of AI workgroups and communities to online knowledge repositories about AI.

4. **Country Examples**
   Examples from case studies are the last element provided in each building block. These examples illustrate the implementation of the building block in a given country and highlight specific instruments or tools that can be used to do so. Note that all AI policies and strategies that were analyzed for the elaboration of this guide are provided in Annex A.

10 BUILDING BLOCKS FOR AN INCLUSIVE MULTISTAKEHOLDER PROCESS FOR AI POLICY



RAISE AWARENESS ON THE IMPACT OF AI ON SOCIETY

Phase in Policy Process Agenda Setting

Knowledge and understanding of AI is scarce among non-experts. Reliable information on the topic is often limited to developers and academics. As a result, several myths exist about AI, and public sentiment is mixed. For example, most individuals surveyed in the Asia-Pacific region see AI as having a positive effect on society, while views in countries in Europe and North America are divided on this issue, citing concerns on job automation, accountability, and discrimination (Pew Research Center, 2020). Similarly, support for developing AI varies greatly within demographic characteristics, such as gender, level of education, income and work experience influencing one's view on AI (Zhang and Dafoe, 2019).

While technical knowledge on AI is not a necessity, understanding its potential impact on society is. This holds for both the public and for policymakers. A lack of understanding is an impediment for informed decision-making. It hinders adoption of AI-based services and tools and can distract from real issues that are at stake, such as the protection of human rights and fundamental freedoms.[13]

General public

A lack of knowledge and misunderstandings about AI contribute to its opacity, making AI systems seemingly mysterious and inaccessible for the public. This impedes the process of the uptake of AI in society and limits the potential of deliberation, since the process of deliberation requires a baseline level of knowledge of AI and its societal impacts (see also building block 2). Raising awareness on the impact of AI on society by presenting a realistic view of the technology is therefore highly necessary.

Instruments that can be utilized to increase awareness among the public are, for example, webinars, meetups, education curricula, courses, training, and information campaigns.[14] Moreover, education is key to prepare youth for the role that AI will play in their lives. Since girls and women are consistently underrepresented in science, technology, engineering, and mathematics fields of study and careers, the development of AI again underlines that specific attention is needed to support them to pursue studies and a career in these fields (UNICEF and ITU, 2020), including raising their awareness of AI technologies and their impacts.

Policymakers

A lack of understanding about AI on the part of policymakers will lead to suboptimal policy outcomes. Ill-informed policies will either insufficiently curb AI's inhibiting effects on societal development or excessively limit its potential to positively contribute to desired outcomes. Policymakers responsible for the development of AI policy should therefore not only focus on informing the public about AI, but also devote time and resources to informing themselves, as well as presenting a realistic view of the technology and of relevant policy considerations to their colleagues and peers. This will broaden interest in the topic and create buy-in on the part of other relevant governmental organizations and of politicians.

13 See "Artificial Intelligence Needs Assessment Survey in Africa (UNESCO, 2021b)". One of the findings in this report is: "more efforts are needed to advance on AI education, research and training".
14 See also the resources listed under building block 4 for specific guidelines on accessible communication.

Resources

Responsible AI: a guide for deliberation (Dilhac et al ., 2020): link
This guide equips participants for public deliberations on AI. It explains the basic concepts surrounding AI, introduces deliberation on the ethics of AI and aims to equip communities to organize their own deliberations on AI.

Towards an equal future: Reimagining girls' education through STEM (UNICEF and ITU, 2020): link
Specific attention to the gender digital divide is necessary when raising awareness about AI in order to balance the scales for the future. This report highlights key actions that can accelerate girls' transition from education to technical expert jobs in STEM industries.

Debunking AI Myths: link
Advances in the field of AI are accompanied by a parallel increase in hype, myths, misconceptions, and inaccuracies. This website aims to disentangle and debunk some of the most prominent.

Better Images of AI: link
Abstract, futuristic or science-fiction-inspired images of AI hinder the understanding of its societal and environmental impact. By providing 'Better Images of AI' this website aims to increase public understanding and enable more meaningful conversation.

Ai Kenya: link
Ai Kenya is an Artificial Intelligence community in East Africa that aims to make AI accessible to everyone by bringing together stakeholders to share and collaborate on AI and by providing learning tracks for anyone interested in learning more about AI.

Country Examples

India: 'AI for All' is a self-learning online program designed to raise public awareness about AI that is available in 11 languages spoken in India and is compatible with various talkback applications (link). It aims to demystify AI for people from all walks of life interested in getting acquainted with AI. The program is divided into two sections - AI Aware and AI Appreciate - and can be completed in about four hours. Each section explains AI related concepts through activities and quizzes.

Chile: 15 online webinars were held in 2020 to bring AI topics closer to the public (available here, ES). These webinars discussed a wide body of AI-related topics, ranging from AI in healthcare and public services to AI and science fiction. In total the webinars reached 6,600 people. In the same period a series of roundtables was held in which the public could deliberate on AI and provide inputs to the expert group tasked with the design of the AI strategy (see special section 2 for a detailed description of the Chilean policy process).

2 AGREE ON A DEFINITION OF AI AND THE TERMINOLOGY USED DURING THE POLICY PROCESS

Phase in Policy Process Agenda Setting

There is no universally accepted definition of AI. This guide defines AI as a combination of technologies that enable "machines capable of imitating certain functionalities of human intelligence, including such features as perception, learning, reasoning, problem solving, language interaction, and even producing creative work" (COMEST, 2019). Several other definitions are used in literature and legislation, as illustrated in the case studies.

Further, conversations on AI often reference a lot of vague terminology and technical jargon. Common examples of this are 'black box', 'machine learning', 'deep learning' and 'big data' (see glossary). Without properly defining these terms, stakeholders will likely have a different understanding of them. This can lead to misunderstandings when debating the topic of AI and ultimately even adversely affect policy. For example, perception of all AI systems as 'black boxes' or opaque decision-making systems could engender mistrust in the use of AI, depriving society of its beneficial uses. However, several options exist to explain the working of these models or, alternatively, to build them in an interpretable way (Rudin, 2019).

This building block calls for stakeholders to agree on a definition of AI and associated terms, and to use these consistently throughout the policy process. This mitigates the risk of misunderstandings. A good practice in this regard is to develop a glossary of terms, and to ensure that all participants make consistent use of this document.[15]

Resources

A Definition of AI: Main Capabilities and Disciplines (High-Level Expert Group on Artificial Intelligence, 2019): link
This report elaborates on the definition of AI used by the European Commission. It clarifies aspects of AI as a scientific discipline and as a technology to achieve a shared common knowledge of AI that can also be used by non-experts.

Guidelines and Regulations to Provide Insights on Public Policies to Ensure Artificial Intelligence's Beneficial Use as a Professional Tool (International Bar Association, 2021): link
This guide looks at existing AI guidelines, recommendations and regulations through a legal lens. It discusses the approach taken by multilateral organizations and includes 16 country-specific chapters, listing the legal definition of AI employed for every instance.

Country Examples

Australia: The AI Action Plan of the Australian government defines AI as "a collection of interrelated technologies that can be used to solve problems autonomously, and perform tasks to achieve defined objectives, in some cases without explicit guidance from a human being" (Hajkowicz et al., 2019).

Brazil: The Brazilian AI Strategy (EBIA) includes the following definition of an AI system: "a system based on a computational process that can, for a given set of objectives defined by man, make predictions, recommendations or decisions that influence real or virtual environments."[16]

15 See High-Level Expert Group on Artificial Intelligence (2019). Before starting its process, the EU established a group of experts to define AI and the EU is now consistently using these definitions as part of its communication and legislation on the topic.
16 Translated from Portuguese by Boccuzi & dos Santos Oliveira in International Bar Association (2021, p.35).

Establish an expert group to determine the national AI landscape

Phase in Policy Process Agenda Setting

Establishing an expert group that is representative and interdisciplinary is the third building block for an inclusive multistakeholder process for AI. It provides a way to gather knowledge on the AI landscape. Establishment of an expert group is a common element in the AI policies analyzed for this report (see Annex A). Expert groups analyze the current state of AI, identify strategic priorities, and examine the overall potential of AI development and use through the lens of competitive advantages in research, talent, resources among other criteria. Comparative analysis and peer exchange are important elements of these analyses and can spur participation of international experts and peer learning from other countries. The AI Blueprint developed by Smart Africa (2021) and the Africa-Asia Policy Maker Network are notable examples of this.[17]

Establishing a Multistakeholder Expert Group

A Multistakeholder Expert Group (MEG) composed of a wider group of independent experts from different areas of expertise and interest can be created for the process of developing a national AI Policy. The details on the composition and the role of the MEG are inspired by the process followed for the Internet Universality National Assessments based on UNESCO's Internet Universality Indicators. The role of the group would be to reinforce the quality, legitimacy, and transparency of national consultation processes.

Composition of the Multistakeholder Expert Group

The MEG may involve policy and regulation authorities in ICT or digital economy as well as National Statistical offices and the AI and digital transformation related stakeholders in an inclusive and transparent manner. The MEG should preferably be composed of leading experts from various stakeholders including governments (regulatory and policymaking bodies), academic, technical community, private sector, journalists and media organizations, civil society, individual users of AI based products and services, and any relevant intergovernmental groups to facilitate exchange of ideas with other governments. If there is already an active AI ecosystem in the country, maybe there is an existing expert group, and it could be appropriate to extend the existing group rather than starting a group from scratch.

The MEG should have geographical and gender balance, engage youth, and particularly include experts in gender and children/youth issues. Between 8 and 18 members is likely to be manageable. Members should support the project in their expert capacity, not as representatives of any entity. What is important is that they should be credible persons and capable of adding value as well as bring perspectives from the communities they come from. The identified independent experts should reflect the demographic diversity of the country concerned, including gender, different age groups, ethnicity and regionality. Members should include both AI insiders and those whose expertise do not lie with the AI sector, but who are primarily concerned with its impact on economy, society and culture. They should include different perspectives on AI and its role within society and represent a mix of duty bearers and rights holders.

Special efforts should also be made in the data-collection and analysis to reflect not just the perspectives and experiences of AI experts, but also of different communities. The expert group should be sensitive to perspectives of women, children, people in different age groups,

17 https://digicenter.rw/how-rwandas-ai-policy-helps-to-shape-the-evolving-ai-ecosystem/

migrants and refugees, people with disabilities, sexual minorities, and people from different language groups (see also special section 5 for examples of stylized groups to include in an inclusive multistakeholder process).

In addition to an open and inclusive consultation process, capacity building support needs to be offered for stakeholders who are relevant but may not be familiar with the topic of AI. While highlighting benefits for stakeholders to participate in the consultation process, it is also necessary to be clear on expectations and obligations of taking part in the process. It is important to clearly define and delegate tasks and responsibilities to members. A roadmap with objectives / outputs and a timeline with milestones will help to structure the process.

Resources

OECD Network of Experts on AI: link
This multistakeholder and multidisciplinary group of AI experts (ONE AI) provides AI-specific advice to the OECD, serves as a platform to share information, and raises awareness about trustworthy AI. Members are listed individually in the database.

Best Practices in Equity, Diversity and Inclusion (Canada): link
The Government of Canada lists several equity, diversity and inclusion requirements for national research fund competitions that can also be utilized for the selection procedure of an AI expert group.

From Bias to Feminist AI: link
This resource by the <A+> Alliance elaborates on gender biases and offers tangible actions to combat these, such as principles in AI design and requirements for public procurement of AI systems.

Artificial Intelligence for Africa Blueprint (Smart Africa, 2021): link
Smart Africa created an AI working group with experts from Member States, the private sector, international organizations, academia and entrepreneurs, to guide the development of an AI blueprint for Africa.

Guidelines for Multistakeholder Consultations in the SE4All Country Action Process (SE4All, 2016): link
Sustainable Energy for All notes that the development of country action agendas and investment prospectuses in its field is often accompanied by a range of multistakeholder consultations. This resource sets out 11 guidelines to ensure that appropriately participatory processes are undertaken to capture the inputs of key stakeholders.

URBACT Guidance – Setting up and running a multi-stakeholder group (URBACT, 2019): link
URBACT enables European cities to develop solutions to urban challenges, building on an integrated approach and a participative approach (aiming at the development of strong partnerships with all stakeholders, especially citizens). This report, part 2 in the URBACT Toolbox, provides guidance on how to set up and run a multistakeholder group.

Country Examples

Kenya: The Kenyan government launched the 'Distributed Ledgers Technology and Artificial Intelligence Task Force' in February 2018. It was tasked with drafting a roadmap to contextualize the application of Blockchain and AI in Kenya. They presented their findings in 2019 arguing that the use of Blockchain and AI technologies could be transformative across several key sectors in Kenya, including healthcare, agriculture, education, and government services.

Estonia: An expert group was founded in Estonia in 2018 to prepare draft legislation to ensure clarity on AI in the judicial area, develop the Estonian AI action plan and notify the public about the implementation of "kratt" (= practical applications based on artificial intelligence technologies). The expert group comprised representatives of state authorities, the private sector, universities, and sectoral experts.

4 Outline the different stages in the multistakeholder AI policy process

Phase in Policy Process Agenda Setting

The last building block in the agenda-setting phase is providing clarity to stakeholders on how and when their voices will be heard, and their inputs incorporated (see also building block 6 for the last aspect). This implies communicating the design of the multistakeholder policy process to the public at the beginning of the process.

Outlining the different stages of the multistakeholder process gives a degree of certainty to stakeholders that their voices, concerns, and needs will be considered in the formulation of the policy and allows stakeholders to prepare in advance for engagement and for the provision of inputs, including, for example, consulting their own constituencies. This is particularly relevant in the case of AI, as public sentiment is mixed, and serious concerns exist about AI's societal impacts. Announcing the development of AI policy and indicating preliminary considerations can serve as a first step to raise awareness (see also building block 1). Additionally, communicating the structure of the process acts as a commitment device: it safeguards the multistakeholder element, as backtracking will lead to valid questions from affected stakeholders, and helps participants to identify key milestones and to prepare and organize themselves before contributing to the policy debate.

Communicating about policy development is important for sustainable development and digital inclusion, as well as for a supportive and conducive investment climate. This is relevant for AI as harnessing its economic benefits is among the prime reasons for many governments to develop AI policy. Informing (local) entrepreneurs and investors about policy developments allows them to indicate their concerns and needs to boost the national landscape on AI in a sustainable way.

When incorporating this building block, specific attention should be paid to diversifying the communication channels used, to ensure effective communication with different stakeholders. The resources listed below contain helpful material on how to facilitate inclusion and how to ensure that communication is accessible to targeted groups.

Resources

Diverse Voices: a how-to guide for facilitating inclusiveness in tech policy (Magassa et al., 2021): link
The Diverse Voices method uses short, targeted conversations about emerging technology with "experiential experts" from underrepresented groups to provide feedback on draft tech policy documents. It aims to ensure that the language in policy documents addresses the perspectives and circumstances of broader groups of people.

Disability-Inclusive Communications Guidelines (UN, 2021): link
The purpose of these guidelines is for UN communications to be disability-inclusive and accessible. These guidelines are a useful source of inspiration for the design of disability-inclusive communication for policymakers in all their communications.

Inclusive Communication Manual for Youth (ESN, 2020): link
This manual by the Erasmus Student Network covers general principles of inclusive communication on how to communicate with international youth.

Engaging Young People in Open Government: A Communication Guide (OECD, 2017): link
This guide provides ideas and approaches how to effectively communicate with youth in order to engage them in open government strategies and reforms. The guide was developed under the flag of the Middle East Partnership Initiative.

Women Leading in AI: 10 Principles for Responsible AI: link
This network of female AI thinkers, scientists, coders, privacy experts, politicians and academics developed 10 Principles for Responsible AI.

Web Content Accessibility Guidelines: link
This page introduces the Web Content Accessibility Guidelines (WCAG) international standard. WCAG documents explain how to make web content more accessible to people with disabilities.

Country Example

Chile: The Chilean government launched a multistakeholder process to develop its national AI policy (see also special section 2). The Government released a press statement detailing that an open process would be followed to collect the vision, perceptions, opinions and concerns of people and organizations regarding the use and development of Artificial Intelligence in Chile. (link)

SPECIAL SECTION 2. CASE STUDY CHILE

Chile started developing its AI Strategy in 2019. After a two-stage process of stakeholder participation the strategy was finalized and published in October 2021. The strategy is structured around three axes (i. enabling factors; ii. development and adoption of AI; and iii. ethical, regulatory, and socioeconomic aspects) and calls for the development and use of human-centered AI, which is safe, inclusive, globalized and at the service of society. An illustration of this approach is the inclusion of a paragraph on gender equality. The final publication includes 70 priority actions for the short-term (action plan, see building block 9) and 180 initiatives to be developed over the period 2021-2030 (AI strategy).

The Chilean approach is an example of a multistakeholder process. To start, in the agenda-setting phase, policymakers carried out a comparative analysis of AI strategies and policies of other countries. The results of this analysis were presented to the President of Chile in August 2019. The President mandated the Ministry of Science, Technology, Knowledge, and Innovation (MSTKI) to develop a national AI strategy, guided by a committee of experts and representatives from various ministries (see building block 3). They were tasked with creating a draft strategy to be published for input from the public.

At the end of 2019, experts and policymakers modified their initially linear, top-down approach to a bottom-up, multistakeholder one. The experts compiled a list of relevant AI policy topics that guided the first phase of the multistakeholder process, launched in February 2020. This phase consisted of three elements: an open call for self-convocated roundtables (including a blank online feedback form), the organization of regional roundtables by the ministry and online webinars held by experts to raise awareness and build capacity. The process was facilitated by a public participation manual, with civil servants offering presentations at roundtables when required and with public sponsorship of these roundtables (in line with building blocks 1, 4 and 5).

The unique nature of the multistakeholder process becomes apparent when the number of stakeholders involved is considered. During a period of six months over 1,300 persons and organizations self-convened roundtables and provided input online and a total of 69 regional roundtables with 400 participants were organized. 6,600 persons were reached through the webinars, half

of which were hosted by male and half by female experts. Participation in the process was also diverse: 36% of the responses online for example originated from civil society and several participants indicated that they had not contributed to policy development before.

Based on these inputs experts and policymakers developed a first draft of the strategy. A second phase of participation started in December 2020, when the public-input draft was published online for public consultation. In this process participants provided new questions and comments and weighed their level of agreement with the objectives and specific aspects of the AI Policy. The consultation process indicated an average acceptance with the objective of the draft of over 80%. Qualitative feedback showed that participants valued both the bottom-up process and the educational benefits it provided (see building block 6). After processing these inputs, the drafting stage was completed in June 2021 and the phase of political adoption commenced. Five months later the Chilean AI strategy and action plan (see building block 9) were published on October 28th.

References:

- English press statement "Chile presents National Policy on Artificial Intelligence": link
- Política Nacional de Intelligencia Artificial (Ministerio de Ciencia, Tecnología, Conocimiento e Innovacíon, 2021b)
- Consulta Pública de Inteligencia Artificial (Ministerio de Ciencia, Tecnología, Conocimiento e Innovacíon, 2021a)

Develop the policy through open and inclusive consultations

Phase in Policy Process Drafting

The objectives set during the agenda-setting phase are translated into policy proposals in the drafting phase. This involves gathering up-to-date evidence, research and insights. This building block advises policymakers to open the drafting process and co-create AI policy. Co-creation is, in essence, a non-linear process that involves multiple actors in ideating, drafting, implementing, and reviewing policies. It allows resources and capabilities of actors to be pooled and geared towards the same goal and ensures that the policy is based on a shared set of goals, values, and rigorous evidence.

A less resource-intensive way to incorporate this building block is to host an open consultation to collect feedback from stakeholders and the public around key dimensions of the policy agenda. This would inform the final policy with the particular intention of minimizing harms to vulnerable groups. In such an approach, it can be efficient to work with an expert group and smaller focus groups on the issues at hand to prepare the draft policy proposal and enrich it with large-scale consultations through requests for written feedback and open forums online and offline to facilitate wider participation. Such consultations should be accessible to everyone. This is relevant because, in practice, consultations can be overly focused on, or dominated by, a single stakeholder (policy capture) and public online consultations sometimes leave little time for citizens to respond.

Questions for further reflection while organizing multistakeholder consultations

One of the most difficult elements in multistakeholderism is to define who is to sit around the table. Questions policymakers will need to ask themselves when organizing an open and inclusive consultation are:

- Is an open call for participation sufficient in order to identify stakeholder groups and what other processes can be followed?
- Can individual participation be counted as representation of a group? For example, if one woman participates, can this be counted as representing women in the consultation process?
- Should there be parity in relation to participants per stakeholder group?

While it is not possible to answer all questions completely - as the answers also depend on national contexts - special section 5 of this publication equips policymakers with stylized examples of groups to involve for an inclusive process.

With the case studies listed in this publication, policymakers will get an overview on how national governments in the past have understood and implemented multistakeholder approaches to AI policymaking and open and inclusive consultations. In the example of Chile, the process consisted of an open call for self-convocated roundtables (including a blank online feedback form), the organization of regional roundtables by the ministry and online webinars held by experts to raise awareness and build capacity. This led to the development of a first draft of the strategy, which was published online for public consultation. In India, an AI Task Force was set up and a think tank mandated to draft a first version of the National AI strategy, which was the entry point for extensive consultation with experts, civil society, the private sector and AI ethics experts.

Resources

Citizenlab.co: consultation tool: link
Citizenlab is an online community engagement platform that facilitates governments to engage with the public.

Policy Hackathon in West-Africa: link
This website shows how public consultation was solicited for the Nigeria Startup Bill project. A collaborative 'Big Tent' approach was employed, meaning that the bill was owned and developed by the ecosystem of stakeholders.

Challenges on Online Citizen Engagement (OECD, 2003): link
This publication highlights policy lessons on online consultation of policy documents and suggests ten guiding principles.

Code of Practice on Consultation (Department for Business, Enterprise and Regulatory Reform, 2008): link
This Code sets out the approach the UK Government will take when it runs a formal, written, public consultation exercise. It lists seven consultation criteria.

Declaration on Youth Participation in AI Governance (Council of Europe, 2020): link
This declaration explores issues, challenges and roles that stakeholders can play to secure and enable the participation of young people in AI governance.

Policy Brief on Co-Creation of Public Services (Mureddu and Osimo, 2019): link
This policy brief proposes a ten-step roadmap to delivering user-centric digital government, arguing that it is time to put co-creation at the core of government functioning. These ten steps can inform a co-creative AI policy process.

OGP Participation and Co-Creation Standards: link[18]
The Participation and Co-Creation Standards are intended to support the collaboration between government, civil society and other stakeholders.

Country Examples

Canada: The Canadian government organized an inclusive online consultation process that considered all feedback, comments, or resources that the public provided. The submissions were received and handled by the Office of the Privacy Commissioner of Canada (OPC), based on predetermined guidelines (link). The process also included a series of virtual workshops and roundtables under the Open Dialogue on Artificial Intelligence initiative which aimed to gather information from representatives of all the regions of Canada, paying special attention to the representation from indigenous and youth segments of the population.

Rwanda: It is important to hear everyone's voice, also those with limited access to the internet. As a local event during the Internet Governance Forum 2020, Rwanda organized hybrid meetings to include youth in the development of national policies, including the national Artificial Intelligence Policy. Trained facilitators (13 female, 11 male) convened a group of five participants for small-group conversations at different locations across the country. These facilitators brought a laptop and a mobile internet connection so that these decentralized meetups could connect to a common plenary online conversation. 105 participants, of which 62 women, participated in these meetups (link).

18 Note: an updated Co-Creation Toolkit is forthcoming in 2022.

6 Commit to incorporating participants' feedback

Phase in Policy Process Drafting

Participation should lead to impact on policies that are openly discussed in an inclusive and meaningful manner. Multistakeholder approaches are ineffective when decisions are made disregarding the input from different stakeholders. A deliberative process requires that participants sustain an open mindset and approach. Such a process cannot be limited to acknowledging each other's views. Critical reflection and potentially changing one's mind is necessary for deliberation to further the debate. Policymakers should be responsive to all participants' feedback and suggestions. They should avoid cherry picking policy proposals and reducing the consultation process to a mere box-ticking exercise by only considering proposals that fit with the existing agenda or preferences.

The impact of a participatory approach is difficult to measure (OECD, 2020). It is, however, possible to ensure transparency whereby the comments received, proposals made, and discussions held are published and summarized in consultation reports. A step further would be to include a section in the final policy on how and why (not) the contributions have found a place in the final document, and to provide regular public updates about the implementation of recommendations. This offers a visible acknowledgment to participants that their comments were considered, and incentivizes policymakers to give stakeholder inputs proper consideration.

Resources

Meaningful Stakeholder Engagement: A joint publication of the Multilateral Financial Institutions Group on Environmental and Social Standards (Kvam, 2017): link
This resource describes principles and content that should be present for a consultation process to be considered meaningful. Among other things it discusses transparency in decision-making through documentation, public disclosure, and feedback to stakeholders.

Reimagining democratic institutions: why and how to embed public deliberation, in Innovative Citizen Participation and New Democratic Institutions: Catching the Deliberative Wave (OECD, 2020): link
This resource discusses why institutionalizing deliberative processes into policy-making cycles can make it possible to take more hard decisions, enhance public trust and enrich democracy by expanding meaningful citizen participation.

Country Examples

United Kingdom: To understand how to provide the best environment to develop and use AI in the field of intellectual property, the Intellectual Property Office (UK IPO) published a call for views, which ran for two months in 2020. After publishing and reviewing the responses, UK IPO published the online consultation report, summarizing responses and outlining next steps and actions (link).

Australia: As part of its AI Roadmap, the Australian government opened a consultation process to the public with the publication of a discussion paper that clarified the purpose of the National AI strategy. The paper included detailed and easy to understand terminology that helped individuals who were not familiar with AI understand its concept and walked them through the benefits of technological advancement. In the paper, the government made it clear that no AI applications and policy would be implemented without the general public's support.

7 Make AI policy agile, flexible, and responsive to evolving needs

Phase in Policy Process Drafting

One of the biggest challenges of governing a technology like AI is determining when to implement policy and in which way. Risk-based approaches provide one solution to designing regulatory or policy measures that are proportionate to the risks to human rights associated with the use of AI systems. An agile and flexible approach to policy development is a way to cope with this dilemma. This implies acknowledging that policy development increasingly is a multistakeholder effort and entails a continual readiness to rapidly navigate change, proactively or reactively embrace change and learn from it. An agile approach underlines the need for close collaboration with innovators and communities and calls for a shift from a planning and control approach to piloting, rapid feedback, and iteration (WEF, 2018).

In the context of AI, regulatory sandboxes are a mechanism that supports agile policymaking. These sandboxes facilitate small-scale, live testing of innovations that are not fully compliant with current rules and regulations, by providing temporary suspension of certain mandatory provisions or requirements for those who participate in the sandbox (Inter-American Development Bank, 2020). In the case of AI, a sandboxing approach could hence allow developers and the private sector to test their applications under the supervision of regulators and provide a way for regulators to learn about AI and to inform businesses about regulatory requirements.

A multistakeholder approach can be applied, inviting other social actors to participate in the sandbox, to provide inputs and feedback that can inform AI development. At the same time, cases where adaptation and adoption of AI technologies developed elsewhere or for different purposes need to be considered. In such circumstances, a multistakeholder approach to contextualization and adaptation becomes even more important with local stakeholders providing feedback on potential issues and on mechanisms needed to ensure maximum benefits and minimal harms.

It is important to reiterate that every AI policy, also an experimental approach, needs to protect and respect human rights, also including effective accountability mechanisms. Aiming for agility and flexibility cannot be a reason to exclude groups from the conversation or to experiment at the cost of violating human rights.

Resources

Agile Governance: Reimagining Policymaking in the Fourth Industrial Revolution (WEF, 2018): link
This white paper by the World Economic Forum defines agile governance and lists methods and tools for policymakers to enable agility in governance.

Regulatory Sandboxes and Innovation Testbeds: a look at International Experience and Lessons for Latin America and the Caribbean (Inter-American Development Bank, 2020): link
This report describes seven regulatory sandboxes and innovation testbeds and draws lessons for Latin America and the Caribbean innovation policy mix.

Regulatory Sandboxes in Africa: link
Empower Africa details seven examples of regulatory sandboxes in practice in Africa, specifically in Sierra Leone, Kenya, Rwanda, Mauritius, Mozambique, Ghana and Nigeria.

European Commission: A European approach to artificial intelligence: link
The EU's approach to artificial intelligence centers on excellence and trust, aiming to boost research and industrial capacity and ensure fundamental rights.

Making space for innovation: handbook for regulatory sandboxes (BMWi, 2019): link
This handbook from the German Federal Ministry for Economic Affairs and Energy shows the variety of ways in which regulatory sandboxes are used. It provides recommendations and practical examples.

Sandbox on privacy by design and by default in AI projects (Superintendence of Industry and Commerce, 2021): link
This resource shows the approach taken by the Colombian data protection authority (SIC). It launched a regulatory sandbox that seeks to be a preventive and experimentation space.

Country Examples

Singapore: The National AI policy of Singapore aims to create room for innovators and entrepreneurs to test their ideas and projects before fully implementing them. This allows for detection of any breaches of privacy or infringements on human rights and action to be taken to rectify them. This happens under the financial regulatory sandbox that the Monetary Authority of Singapore (MAS) adopted (link).

Canada: The Canadian government is actively monitoring the development of AI with regards to its different areas of application. For example, in 2021 it launched a consultation on a Modern Copyright Framework for AI and the Internet of Things to make sure that the already established copyrights framework responds to any challenges possibly imposed by the proliferation of AI (link).

8 Develop AI policies based upon Human Rights, Data Protection and Ethics Guidelines

Phase in Policy Process Drafting

This building block ensures that AI policies are anchored in the respect, protection and promotion of Human Rights and ethics. Data, being the mainstay of AI systems, call for AI policies to be informed by robust data protection frameworks. When Data Protection Law and AI ethics guidelines are not in place, policymakers should strive for their development in parallel to (or incorporated in) the AI policy process or push for adherence to existing international standards on data protection. The UNESCO Recommendation on the Ethics of AI can guide the development of national AI ethics guidelines (UNESCO, 2021c). It is essential to recognize that human rights should be equally respected both offline and online.

Human Rights

AI systems and applications have human rights implications, including regarding the rights to freedom of expression and access to information, privacy, equality, and participation in public life. International Human Rights Law offers politically agreed upon and legally binding frameworks to address the implications of AI. Countries have the legal obligation to uphold these frameworks, and ensure the protection of human rights, including through efforts to engage all AI stakeholders in respecting human rights, through all stages of design, development, and delivery of AI-enabled digital services. The active participation of multiple stakeholders, for example citizens and civil society groups, in policy dialogues helps to ensure that AI use does not infringe on human rights (UNESCO, 2019c).

Data Protection Law

Data is used to both train AI algorithms and as input for its decision-making base. Data protection laws ensure that privacy principles govern the development of AI. The OECD's Guidelines Governing the Protection of Privacy and Transborder Flows of Personal Data (the "Privacy Guidelines") provide eight privacy principles including purpose specification, use limitation and security safeguards (OECD, 2013).[19,20]

Ethics Guidelines

The development and uptake of AI applications raises ethical issues around, amongst others, gender equality (and more specifically, the demonstrated risks of AI exacerbating or creating gender-based bias and discrimination), environment and ecosystems, culture, education and research, economy, and labor (UNESCO, 2021c). These ethical challenges are also created by the potential of AI applications to reproduce and reinforce existing biases that can severely interfere with the exercise and enjoyment of our human and digital rights. UNESCO (2021c), through its Recommendation on the Ethics of AI, provides a comprehensive normative framework to guide the development of national AI ethics guidelines and practices based on the values of 1) Respect, protection and promotion of human rights and fundamental freedoms and human dignity; 2) Environment and ecosystem flourishing; 3) Ensuring diversity and inclusiveness; and 4) Living in peaceful, just and interconnected societies.

19 The remaining five privacy principles of the OECD Privacy Guidelines concern collection limitation, data quality, openness, individual participation and accountability.
20 For an analysis of different privacy and data protection frameworks, see Phillips (2018).

Resources

Human Rights

Policy guidance on AI for children (UNICEF, 2021): link
This resource aims to promote children's rights in AI policies and practices and to raise awareness of how AI systems can affect these rights. Drawing on the Convention on the Rights of the Child, the guide defines nine requirements for child-centered AI.

The Universal Declaration of Digital Rights: link
A multistakeholder initiative promoted by The IO Foundation aims to obtain the proclamation of a Universal Declaration of Digital Rights.

Data Protection

Personal Data Protection Guidelines for Africa (African Union, 2018): link
This resource contains 18 Personal Data Protection Guidelines for Africa. They were developed by the Internet Society and the Commission of the African Union.

Guidelines Governing the Protection of Privacy and Transborder Flows of Personal Data (the "Privacy Guidelines") (OECD, 2013): link
The OECD's Privacy Guidelines were launched in 1980 and revised in 2013. They provide a solid foundation for building effective protection and trust for individuals, but also for developing common international approaches to transborder data flows.

Open-Access Portal Data Protection Africa: link
This open-access portal provides information on data protection laws and access to data protection authorities in Africa.

Ethics

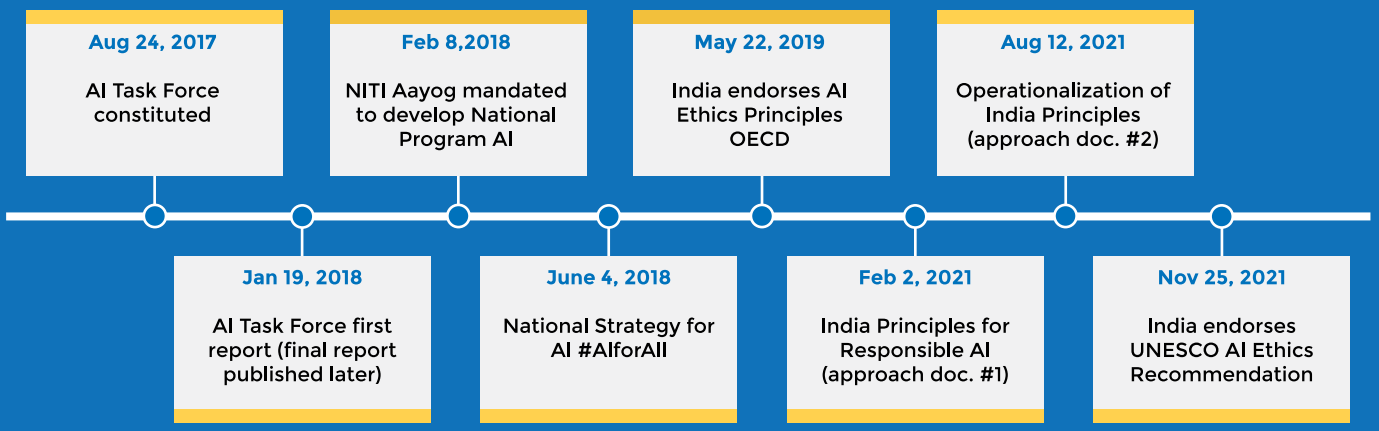
Recommendation on the Ethics of Artificial Intelligence (UNESCO, 2021c): link
UNESCO's Recommendation on the Ethics of Artificial Intelligence was adopted in November 2021 and is the first ever global standard on the ethics of AI. It defines common values and principles that will guide the construction of legal infrastructure to ensure the healthy development of AI.

Country Examples

Peru: The Peruvian AI policy aims to learn from the collective experiences of the international community in AI and to come up with solutions to not only the foreseeable issues that could arise on the national level, but also unexpected ones that would normally not be accounted for. In other words, the Peruvian approach tries to take into consideration any ethical dilemma that might occur.

Colombia: Colombia's AI ethics framework is one of the first to recognize the eminent role youth should play in shaping national AI policy. The current framework establishes a series of principles for designing, developing, implementing, and deploying AI systems around privacy and transparency by providing a clear guide on measurement and implementation (link). This has allowed regulators to have a crucial understanding of AI when deciding whether a new technology meets the ethical standards or not, thereby building a foundation that enables fair and responsible innovation while advancing the public good.

SPECIAL SECTION 3. CASE STUDY INDIA



The policy process in India started with the constitution of an AI Task Force. Following the report of this task force, the public policy think tank NITI Aayog was mandated to draft a National AI Strategy. The strategy was published in the summer of 2018 and brands the strategy of India #AIforAll: aiming for inclusive technology leadership (NITI Aayog, 2018). Since 2018 discussions on the way to transform the strategy into public policy have been ongoing. After extensive consultations with experts, civil society and the private sector, NITI Aayog recently released two approach documents (NITI Aayog 2021a; NITI Aayog 2021b). Working versions of the documents were published for written feedback in 2020 and their contents were presented at a consultation with AI ethics experts before their release to the public (see building block 5).[21] The approach documents serve as a roadmap for the development of the AI ecosystem in India and contain the latest information on the policy process.

This subsection highlights four elements of the policy process in India that link well to the building blocks, as opposed to describing the full process in detail. The first element is the AI task force in India (see building block 3). It was tasked with analyzing the state of AI and providing recommendations on the role of the government. The task force presented its findings in January 2018 (Kamakoti, 2018). The task force comprised 18 members from different disciplines: members from the field of AI technology, civil services, healthcare, law, and finance. As noted in building block 3, diverse subject matter expertise and experience in an AI Task Force is crucial. The second noteworthy aspect is the launch of a website to solicit public opinion.[22] The public was invited to give their opinions and suggestions on any aspect related to AI across 15 domains, including manufacturing, healthcare, and education. Moreover, the invitation emphasized that all the input provided by the public would be tabled at the meetings of the task force. Especially in the agenda-setting phase of the policy process, soliciting public opinion is a good practice. Engaging with the public early in the policy process provides context on the state of the AI landscape in addition to valuable information on the perception of AI in civil society, which is crucial to determine the potential of AI in terms of uptake and use of the technology (see building blocks 1, 4 and 5).

21 https://www.weforum.org/agenda/2020/08/towards-responsible-aiforall-in-india-artificial-intelligence-ethics/
22 https://www.aitf.org.in/

The second element is the launch of the National AI portal INDIAai in 2020.[23] This portal aims to provide stakeholders with one place to find all information related to AI and to strengthen the AI ecosystem in India (see building block 1). It is financed jointly by the government and the private sector and has started several noteworthy initiatives. Examples are education programs for youth, the launch of an AI chatbot to combat misinformation about COVID-19 and a National Mission on Language Translation. The latter project aims to address the language barriers. This is particularly relevant as India has 22 official languages and at least a thousand more unofficial languages and dialects (Census of India, 2018).

The third element relates to the way information is targeted to stakeholders. The Indian AI development community and AI startup scene were specifically targeted through the publication of a handbook providing information on data protection and privacy (Deutsche Gesellschaft fuer Internationale Zusammenarbeit (GIZ), 2021) and on mitigating bias in AI for startups (INDIAai, 2021). The handbooks contain practical tips and guidance for developers and entrepreneurs based on academic research, globally recognized ethical principles and the regulatory landscape in India. The first handbook is of specific interest because of its focus on data protection (see building block 8). It was informed by the Data Security Council of India (DSCI) and discusses the topic from the perspective of a draft bill, titled Personal Data Protection Bill, 2019 (PDP).

The fourth is India's Global AI Summit 'RAISE' (Responsible AI for Social Empowerment). This virtual summit, held in 2020, brought together a wide range of stakeholders consisting of policymakers, AI experts, thinkers, influencers, and practitioners from India and abroad. The Indian government organized the summit to underline its commitment towards responsibly embracing artificial intelligence and to engage with the international AI community (see building block 5).

References:

- Report of the AI Task Force (Kamakoti, 2018)
- Census of India 2011: Language (Census of India, 2018)
- National Strategy for Artificial Intelligence #AIforall (NITI Aayog, 2018)
- Principles for Responsible AI (NITI Aayog, 2021a)
- Operationalizing Principles for Responsible AI (NITI Aayog, 2021b)
- Handbook on Data Protection and Privacy for Developers of Artificial Intelligence in India (Deutsche Gesellschaft fuer Internationale Zusammenarbeit (GIZ), 2021)
- Mitigating Bias in AI: A handbook for startups (INDIAai, 2021)

23 https://indiaai.gov.in/

9 Combine the AI Strategy with an Action Plan

Phase in Policy Process Implementation and evaluation

AI policies aim to govern the development and use of AI. They can be defined as the sum of government action, from signals of intent to final outcomes. Some of the 'tools' or 'instruments' in the context of AI include technical standards, ethics guidelines, research subsidies, AI strategies or the introduction of specific legislation.

Many countries are working on AI strategies. These strategies outline national objectives with respect to the development, use and governance of AI and provide a justification for the strategic objectives based on the unique or valuable position that they offer for the country.

Achieving the objectives set out in a strategy requires concrete actions. These actions are generally not included in the AI strategy. This building block underlines the need for a short-term action plan. Such an action plan goes into the details of how the strategic objectives will be achieved. It creates ownership and a sense of urgency as it requires stakeholders to define concrete actions, allocate budgets and agree on the distribution of responsibilities. Short-term actions help to keep stakeholders engaged and to present tangible progress to decision makers, politicians, and civil society.

Policymakers can strive for a short-term action plan that matches the agile approach proposed in building block 7. This implies an action plan that is periodically reviewed (e.g., annually) based on new data and evidence. This ensures that actions remain relevant considering the continuous development of AI. Note that a short-term action plan does not conflict with the achievement of medium- or long-term goals. Instead, it emphasizes the need to design a pathway of short-term steps toward achieving those objectives.

Resources

Community Toolbox: Developing an Action Plan: link
The Community Tool Box (University of Kansas) provides many helpful tools for taking action, teaching, and training people for community development. This specific page elaborates on the design of an Action Plan.

The Blueprint: How to Create an Action Plan: link
This straightforward step-by-step guide illustrates how to draft and implement an action plan. It is aimed primarily at businesses, but the principles can be applied universally.

Country Examples

The Netherlands: The Dutch Strategic Action plan for AI was drafted in close cooperation with the Dutch AI Coalition, in which companies, government agencies, knowledge institutions and educational institutions join forces. The action plan contains actions to be undertaken by ministries, agencies, regulators, businesses, academia, and other research institutes.

Estonia: The Estonian 2019-2021 AI strategy consists of a list of actions that the Estonian government aimed to undertake to advance the uptake of AI in the private and public sector, to increase relevant skills and research and development (R&D) as well as to develop the legal environment. For every action it presents existing measures, the responsible agency, a deadline, and information on the allocated budget.

Monitor and evaluate throughout the policy cycle

Phase in Policy Process Implementation and evaluation

The final building block for an inclusive multistakeholder approach for the design of AI policy prescribes continuous monitoring and evaluation. Monitoring the impact of the AI policy on the strategic objectives and the expected outcomes outlined in the action plan throughout its implementation informs policy delivery, allows reviewing its performance against its goals and supports policy iteration.

The wide-ranging impact of AI and the associated policy response make thorough evaluations and impact assessments inherently difficult. Defining a counterfactual (i.e., what would have happened in the baseline scenario when the policy was not implemented) is complicated with a technological development that potentially affects every citizen in the country. Focusing on monitoring is therefore a viable option for many policymakers. This entails, at a minimum, defining outcome variables that will be measured throughout the implementation. It also entails setting predetermined moments in time to review the developments together with stakeholders and draft recommendations accordingly.

Keeping stakeholders engaged in this phase of the policy process can be difficult as priorities tend to shift. In addition to a short-term action plan (see building block 9), several other mechanisms can help ensure that a baseline level of participation remains, and policies are monitored and evaluated regularly. A first suggestion is to include a clause in the policy that prescribes periodical reviews. This creates regular intervals (e.g., yearly) in which information needs to be gathered and policy iteration takes place. An even stronger incentive is incorporating a sunset clause that prompts re-examination of the regulation (Maas, 2021). A second suggestion is establishing and tasking an external group of experts or a government agency with monitoring and regular reporting. A third suggestion is to publicly publish progress on government and private sector AI projects on a dashboard. This allows stakeholders to inform themselves about ongoing developments. Finally, participatory monitoring techniques may be employed. This involves stakeholders themselves defining meaningful monitoring indicators and processes and participation in the drafting of monitoring reports and recommendations (UNDP, 2020).

Resources

Better Evaluation resource database: link
The Better Evaluation Resource Database is the result of international collaboration to improve the practice and theory of evaluation. It contains information on choosing and using evaluation methods and processes, including managing evaluations and strengthening evaluation capacity.

Why and How Governments should Monitor AI Development (Whittlestone and Clark, 2021): link
This publication contains a proposal to improve the governance of AI. The authors propose that governments invest in initiatives to measure and monitor various aspects of AI research, deployment, and impacts to improve their ability to understand AI and its impacts, while also helping to create tools to intervene earlier.

Country Example

Colombia: The Colombian government introduced an online dashboard to monitor the implementation of the Ethical Framework for Artificial Intelligence. It is a public access tool that presents information to citizens about the use of AI systems by the government. Each project listed contains a description, information on its scope, the resources involved, its status and a point of contact. The dashboard informs Colombians about the implementation of the ethical principles of artificial intelligence in AI projects (link).

SPECIAL SECTION 4. DEVELOPING SENEGAL'S STARTUP ACT: A MULTISTAKEHOLDER APPROACH

For the design of inclusive AI policies lessons can be drawn from other policy domains where inclusive processes are observed. For example, innovative multistakeholder approaches are gaining traction in the field of entrepreneurship policy in Africa. Governments are seeking to harness digital technologies and entrepreneurship to transform their societies and job markets. In recent years inclusive processes have been observed in Tunisia,[24] where a bottom-up initiative formulated a draft Startup Act law, in Nigeria where a 'big tent approach',[25] (an inclusive and collaborative process involving almost 300 stakeholders) has been used to develop the Nigeria Startup Bill, in Senegal where a policy hackathon brought together startup founders, policymakers, developers, students and investors,[26] and in Côte d'Ivoire where an open online consultation, inviting everyone to read and comment on the text, was held before submitting the startup bill.[27] The policy hackathon in Senegal is highlighted in more detail below as it demonstrates that participation is possible in every phase of the policy process.

Senegal's National Assembly adopted the Startup Act in 2020.[28] This law was the result of 19 months of policy co-creation that included public deliberation, direct participation, and expert reviews. This process was launched by the Senegalese entrepreneurship community to generate a zero-draft of the law compiling the ecosystem's priorities for policy reform. The policy co-creation process unfolded as follows:

Agenda Setting

- The President of the Republic of Senegal affirmed his support to assist entrepreneurs during the country's first Digital Forum in March 2018. To seize this opportunity, the first step in the process was to understand everyone's needs and perspectives and collaboratively establish a baseline reform pathway. This "journey mapping" approach was modeled on the user-experience journey analysis applied in software development.
- The second step involved convening a multistakeholder roundtable at a dedicated public event, triggering a discussion between the main public and private stakeholders involved in promoting entrepreneurship in Senegal: The Rapid Entrepreneurship Delegation (DER), the Small- and Medium Sized Enterprise Agency, the World Bank, several incubators, and investors, as well as some of the most renowned digital entrepreneurs of the country. Together with the audience, they established a common vision and commitment to collaboratively develop a comprehensive legislation to support startups.
- Multiple agenda-setting sessions followed, organized by the entrepreneurship community leaders, and facilitated by the World Bank, with the representatives of the DER, the Ministry of Digital Economy, the Ministry of Finance, and the Taxation Office.

24 https://carnegieendowment.org/sada/76685 As Carnegie frames it: "The legislative process for passing the Startup Act is groundbreaking for its unusually participatory nature"
25 https://startupbill.ng/#faq and https://africabusinesscommunities.com/news/nigeria-startup-bill-poised-to-unlock-digital-potential/
26 https://disrupt-africa.com/2018/08/15/stakeholders-come-together-to-draft-senegal-startup-act/
27 https://startupactcotedivoire.com/
28 Loi N° 2020-01 du 6 janvier 2020, relative à la création et à la promotion de la Startup au Sénégal. http://www.numerique.gouv.sn/mediatheque/documentation/loi-relative-à-la-création-et-à-la-promotion-de-la-startup-au-sénégal

Drafting and reviewing

- The third public intervention involved convening the key "policy users", to host a problem-solving Policy Hackathon. The event was organized, hosted, and facilitated by the leaders of the entrepreneurship community, which brought together over sixty participants representing a mix of students, entrepreneurs, investors, and business support professionals. During the Policy Hackathon, participants identified the key challenges facing entrepreneurs and co-created potential policy and regulatory solutions. As the policy recommendations were collected, broad themes emerged around tax relief, startup funding, procurement, education, and R&D.
- Facilitators then collaboratively drafted a startup promotion law drawing on the inputs co-created during the Policy Hackathon and presented their first draft law to the Government and most relevant agencies involved.
- Following an expert review by the Government agencies, a second draft of the Startup Act was developed and shared for an online, open, and inclusive public consultation. It received comments from about 500 entrepreneurs across Senegal and abroad.
- After the online consultation, the DER convened a co-creation drafting committee that brought together entrepreneurship community leaders, the World Bank, and several public sector representatives. The committee met weekly for about one year to iterate on the law and discuss important questions. Additionally, ad hoc co-creation sessions were held to address specific issues with public sector stakeholders. For example, questions on exports were discussed with the Customs Office and the Exports Regulator.

Implementation and Evaluation

- Based on policy co-creation that included public deliberation, direct participation, and expert review for about 19 months, the Startup Act was approved by Senegal's Council of Ministers and then submitted to the National Assembly, where it was adopted after deliberations between lawmakers.
- Since then, the co-creation committee has started convening workshops to conduct the next phase of the process: the implementation. The first meeting was held early March 2020, when an action plan was defined with the relevant ministries, agencies, and the entrepreneurship community leaders, to engage other key public actors in co-creating the implementing decrees and monitoring the implementation of the act.

IV
OPERATIONALIZING THE GUIDE

IV. OPERATIONALIZING THE GUIDE

This guide has outlined why a multistakeholder approach is vital for developing AI policies. It has shared nine values for a successful multistakeholder strategy and has presented ten building blocks for a multistakeholder process, from the agenda-setting to the implementation stages of AI policymaking. The case studies and reading resources included under each building block provided additional guidance and tools to strengthen the implementation of a multistakeholder AI policymaking process.

To help stakeholders operationalize the guide and evaluate existing multistakeholder approaches for areas of further improvement, the section below offers a set of questions inspired from UNESCO's ROAM-principles for Internet Universality that are accompanied by the ROAM-X Indicators framework (UNESCO, 2019d). This framework is a set of 303 indicators developed in 2018, that aim to assess how well national stakeholders, including governments, companies, and civil society perform in adhering to the ROAM principles of Rights, Openness, Accessibility, and Multistakeholder participation. It also includes 79 cross-cutting Indicators (category X) concerning gender and the needs of children and young people, sustainable development, trust and security, and legal and ethical aspects of the Internet.

The list of questions below can be applied specifically to design or evaluate the multistakeholder approach employed for the development of AI policy. The questions can be used by stakeholders in conversations with policymakers but also by policymakers themselves to evaluate whether the design of their policy process paid attention to all the aspects listed below.

Questions for design of a multistakeholder AI policy process

- Raise awareness on the impact of AI on society
    1. Is there a program in place to raise awareness and build capacity on the benefits and risks of AI for society?
    2. What kind of instruments are used to raise awareness?
    3. How is the information being targeted and to which groups?
    4. Is the communication open and accessible to everyone? (In terms of language, vocabulary and format)

- Agree on a definition of AI and the terminology used during the policy process
    1. Does the AI Policy contain a clear definition of AI? If so, is this definition agreed on together withstakeholders?
    2. Does the AI Policy contain jargon-heavy language? If so, does the policy explain what is meant by the terms used?

- Establish an expert group to determine the national AI landscape
    1. Is an expert group established?
    2. Who is part of the selection committee?
    3. What criteria are used for the selection of experts?
    4. Do the expert group members have an interdisciplinary educational background?
    5. Does the selection of experts ensure inclusive representation, for example with respect to gender and minority groups?
    6. Does the expert group engage with actors that are not represented?

- Outline the different stages in the multistakeholder AI policy process
    1. Is the start of policy development announced?
    2. Is the design of the participative process communicated early on?
    3. Which communication channels are used?
    4. Is the communication open and accessible to everyone? (In terms of language, vocabulary, and format)

- Develop the policy through open and inclusive consultations
    1. Are stakeholders consulted during the drafting phase of the policy process?
    2. Do stakeholders participate in ideating, drafting, and reviewing of draft versions of the policy?
    3. Is the final draft consulted publicly before enactment?

- Commit to incorporating participants' feedback
    1. Does the participative process have a concrete impact on the final policy?
    2. Does the policy reflect needs, concerns and requests raised by actors?
    3. How are issues addressed that could not be incorporated in the policy?
    4. Does the policy document contain a section detailing how the input from stakeholders was taken into account?

- Make AI policy agile, flexible and responsive to evolving needs
    1. In what way does the AI policy cope with the continuous development of AI?
    2. How long would it take to adjust the AI Policy if necessary? Which formalized steps in the democratic process does this require?
    3. Is an experimental approach adopted? If so, which instruments are chosen and for which sector are they applied?
    4. Does the AI Policy include a clause that prescribes evaluation of the policy at predetermined moments in time?

- Develop AI policies based upon Human Rights, Data Protection and Ethics Guidelines
    1. Are there effective and applicable data protection laws in place?
    2. Are there ethics guidelines on AI in place?
    3. Are the ethics guidelines tailored to the local, cultural context?

- Combine the AI Strategy with an Action Plan
    1. Is there an action/implementation plan?
    2. Does the action plan contain concrete actions and allocate budgets?
    3. Which timespan does the action plan contain?
    4. Which actors are assigned responsibilities in the action plan? Are non-governmental actors involved?
    5. Who is responsible for monitoring the implementation of the actions?
    6. How is the follow-up on the action plan envisaged?

- Monitor and evaluate throughout the policy cycle
    1. Is there a monitoring system in place for the AI Policy?
    2. Are specific outcome variables defined and are they being monitored?
    3. Is the information publicly available?
    4. Do stakeholders have access to the monitoring information?

General questions for evaluation of a multistakeholder AI policy process

1. Is a multistakeholder participatory approach employed for the design of AI Policy?
2. Which stakeholders participate in the design of the AI Policy?
3. Does the government actively engage stakeholders to participate in the conversation on AI? If so, which groups were invited to participate?
4. Is active effort (time, resources) spent targeting specific groups (e.g., women, gender minorities, youth, people with a disability, rural communities etc.)? Are these groups empowered to participate, for example through incentivizing their participation and offering training to ensure that they feel safe and comfortable to speak up?
5. In which phases of the policy process do stakeholders participate and in which way?
6. Are there active associations of AI professionals, consumers, and other stakeholder communities?
7. Do the government and stakeholder communities participate in international and regional fora concerned with AI governance?
8. Are there regional fora concerned with AI that have regular meetings?
9. Does the government cooperate with neighboring countries on AI policy?

SPECIAL SECTION 5. STYLIZED EXAMPLES OF GROUPS TO INVOLVE IN AN INCLUSIVE PROCESS

An inclusive multistakeholder approach requires considering a wide variety of perspectives. Based on the case studies analyzed, findings indicate that, for AI policy, it is relatively common to consult and include government branches, politicians, academics with expertise in computer science, law and ethics and private sector representatives in the conversation. However, since AI has a wide-ranging impact, this guide stresses that policy processes on AI benefit from the inclusion of a wider array of stakeholders. This points to an urgent need for policymakers to invest time and resources in identifying, approaching, and including additional stakeholders that are affected by AI throughout the policy process.

This special section illustrates this point by presenting eight stylized stakeholder groups. These groups serve as inspiration for policymakers to think outside the box. Each group can provide valuable and constructive input for an AI policy process from a different primary point of view than aforementioned stakeholders. It is likely that some of the issues represented by these stylized groups will also be indicated or supported by other stakeholders; raising gender, human rights or ecological concerns and representing the private or public sector are not mutually exclusive. This further underlines the need to pay due consideration to the issues raised and include experts on the issue in the policy process.

Since these stylized groups serve as a source of inspiration, they should not be seen as an exhaustive list. Moreover, it should be noted that the voice of an individual cannot be representative of a whole group. Symbolic efforts, often referred to as tokenism, do not promote inclusion.

Group 1: Human Rights Activists

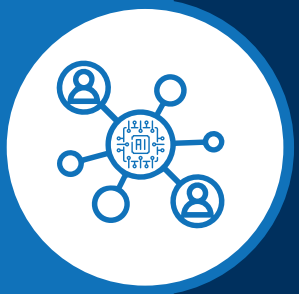
"I am worried about the impact of AI on our right to privacy and its potential use to monitor, track and single out protestors and activists."

Human rights activists advocate, protect and promote fundamental human rights and freedoms. They will emphasize the importance of human centered development of AI and elaborate the risks that the development and uptake of AI poses.

Group 2: Youth Organizations

"We are connected to each other like never before. AI will shape our future more than any other generation. Our voice needs to be included in the decision-making process."

Empowering and including young people adds an intergenerational perspective and enhances trust in public and private institutions. Young people are front-runners in the adoption of new technology and bring fresh ideas to the table. Being part of the debate allows youth to get acquainted with the trade-offs and dilemmas faced by policymakers.



Group 3: AI Development Community

"I build scalable solutions that allow for safe, secure and open AI enabled web services."

AI developers work towards developing novel applications of AI and are knowledgeable about the opportunities and limitations of technology. Connecting the developer community to other stakeholders and users will bridge the knowledge gap between the technical and the policy communities, enabling each side to better understand respective incentives, aims and concerns

Group 4: Front-runners

"We have access to large amounts of data on citizens and businesses in the country. New technological developments will allow us to provide better products and services."

Front-runners are prime candidates for experimenting with AI services. Including them in the deliberative process is crucial as it allows the debate to become more concrete and illustrates the importance of data protection. Examples of potential front-runners are multinationals and big tech companies, but also telecom operators and health agencies as all work with large amounts of (personal) data. These front-runners are mostly used to cooperating with the government and are generally open to participating in a sandboxing approach.

Group 5: Community Leaders

"Rumor mongering, misinformation and hate speech are some of the social inequities in everyday life that are affected by algorithmic decision making."

Community leaders can guide the process of deliberation and represent their communities in the policy process. They can communicate the needs and concerns of their communities; help raise awareness and build capacities. Community leaders can inspire and empower citizens to participate in the conversation on AI to ensure a human-centered implementation of AI services in society.

Group 6: Small and medium-sized enterprises (SME)

"We provide products and services to local organizations and citizens. Our businesses are increasingly impacted by technological developments such as AI."

SMEs provide localized solutions considering the social and cultural context. Their business model is affected by the uptake of AI, for example because of productivity gains, the possibility to provide new services and the efforts of competitors. SME representatives can bring across potential concerns and simultaneously explain the needs of entrepreneurs in terms of capacity building and what actions the government can take to smoothen the transition to an economy driven by AI.

Group 7: Gender Equality Advocates

"People should be treated equally, regardless of gender. Effects of technological developments on gender equality should be reflected in the policy response."

Gender biases are present across societies and are further exacerbated by and encoded into technological systems. A prevalent example is biased training data for AI which can amplify stigmatization, discrimination and marginalization of women and gender minorities. Existing stereotypes may have an impact on how women and gender minorities access opportunities related to digital skills or AI-related jobs, but more importantly, on their possibilities and human rights in society at large. Acknowledging gender equality as a goal of public policy and carefully considering negative impacts of Digital Policy Development on gender equality are key to fostering equal access and participation of women and gender minorities in a society coined by digital transformation. Involving a gender equality advocate can help to understand the barriers to access and to have the tools to promote more inclusive public policy to ensure equal, affordable, and meaningful access. Gender-transformative actions should be privileged in developing any AI strategy, to harness the potential of new technologies to accelerate progress towards meaningful and measurable gender equality in society.

Group 8: Climate/Environmental Auditors

''All AI actors/practitioners should actively promote ethical data, energy and resource-efficient methods that will ensure AI becoming a more prominent tool in tackling key environmental issues and climate change.''

AI is a powerful multipurpose tool that has the potential to speed up the global climate adaption response exponentially and significantly reduce large-scale emissions. However, the energy consumption of global data centers and training algorithms are a growing concern.

It is, therefore, crucial for climate auditors to develop practical tools and frameworks for quantitatively assessing the negative impacts of AI on greenhouse gas emissions, ecological scenarios, and decarbonization. Understanding the dynamics and trends for how these impacts will develop is vital in shaping and regulating the overall use of AI technologies and applications in a way that is mindful of climate-related mitigation efforts.

UNESCO'S WORK ON AI

UNESCO'S WORK ON AI

Artificial Intelligence (AI) applications continue to expand opportunities for human progress and for the achievement of the Sustainable Development Goals. Research by McKinsey (2018) shows that AI could contribute USD 13 trillion to the global economy by 2030. UNESCO is working to harness these opportunities in education, sciences, social and human sciences, culture and communication and information, and is leading reflections, from a human rights and ethics perspective, on pressing concerns related to the rapid development of AI. These concerns range from AI's role in the future of education to the omnipresent challenges of disinformation and hate speech online and combatting algorithmic bias.

UNESCO's study "Steering AI and Advanced ICTs for Knowledge Societies" applies the ROAM-X framework - Human Rights, Openness, Accessibility and Multistakeholder governance, gender equality - to the design, application, and governance of AI. These principles underpin the concept, endorsed by UNESCO Member States in 2015, of the universality of digital ecosystems, and as such are well positioned to also guide the "ensemble of values, norms, policies, regulations, codes and ethics that govern the development and use of AI" (UNESCO, 2019c, p. 1).

UNESCO also mainstreams its two global priorities – gender equality and Africa - in its work related to AI. In 2022, UNESCO, in cooperation with the Inter-American Development Bank (IDB) and the Organization for Economic Co-operation and Development (OECD) launched a report titled "The Effects of AI on the Working Lives of Women" (UNESCO et al., 2022). The report examines the impacts of AI technologies on the skills that employers require today and, in the future, how they affect women's job searches and recruitment, and how their jobs are structured through AI automated monitoring and oversight. In 2021, UNESCO launched the findings of the "Artificial Intelligence Needs Assessment Survey in Africa" (UNESCO, 2021b). The results of the survey highlight that while there are encouraging signs of AI innovation and development across Africa, policy initiatives need strengthening across the continent.

To support a normative consensus on addressing the ethical challenges related to the development and use of AI, UNESCO Member States adopted the Recommendation on the Ethics of Artificial Intelligence in 2021 (UNESCO, 2021c). The Recommendation outlines values, principles and policy areas for action.

Publications

- UNESCO forthcoming: Artificial intelligence needs assessment survey in SIDS
- UNESCO forthcoming: Uncovered Grounds in AI Governance (in cooperation with Mila)
- UNESCO forthcoming: Inside AI – An Algorithmic Adventure
- UNESCO et al. (2022): The Effects of AI on the Working Lives of Women
- UNESCO (2021a). AI and Education: Guidance for Policymakers
- UNESCO (2021b). Artificial Intelligence Needs Assessment Survey in Africa
- UNESCO (2021c). Recommendation on the Ethics of Artificial Intelligence
- UNESCO (2021d). UNESCO Science Report 2021: The Race Against Time for Smarter Development
- UNESCO (2020). Artificial intelligence and Gender Equality: Key Findings of UNESCO's Global Dialogue
- UNESCO (2019a). I'd blush if I could: closing gender divides in digital skills through education
- UNESCO (2019b). Steering AI and Advanced ICTs for Knowledge Societies: a Rights, Openness, Access, and Multistakeholder Perspective
- UNESCO (2018). Artificial intelligence: The Promises and the Threats

Globalpolicy.ai – a digital cooperation initiative

GlobalPolicy.ai is a platform where citizens and stakeholders can access up-to-date, accurate information on global AI policy initiatives. The aim of the portal is to help policymakers and the public navigate the international AI governance landscape, to equip them with the necessary tools, data, research, use cases, and best practices in the field of AI policy to promote trustworthy, human rights-based, and responsible AI at the global, national, and local levels.

The key partners include UNESCO, the Council of Europe, the European Commission, the European Union Agency for Fundamental Rights, the Inter-American Development Bank, the Organisation for Economic Co-operation and Development (OECD), the United Nations (UN), and the World Bank Group.

The GlobalPolicy.ai is part of UNESCO's efforts towards strengthening digital cooperation with International Organizations and other partners.

Website: https://globalpolicy.ai/en/

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ANNEX A. AI POLICIES AND STRATEGIES ANALYZED

ANNEX A. AI POLICIES AND STRATEGIES ANALYZED

Country	Strategy	Year	Description of multistakeholder aspect	Source
Argentina	Plan Nacional de Inteligencia Artificial	2021	The Argentine government organized expert-led workshops and conferences for the public to attend about the use of AI in society. The participatory process involved as many citizens as possible from all regions in Argentina including urban, sub-urban and rural areas to ensure a comprehensive process.	Link (ES)
Australia	AI Action Plan	2021	The Australian AI strategy has thematic objectives that are geared specifically towards developing the economy and making it more accessible to rising entrepreneurs and small businesses alongside the far-reaching consultation process that includes all age categories. It has collected feedback from the public's participation in the discussion paper through submissions, workshops and consultations.	Link
Brazil	Estratégia Brasileira de Inteligência Artificial (EBIA)	2021	The Brazilian government conducted public consultations over the span of a year during which it gathered around 1,000 inputs from stakeholders. The government also created an online public consultation platform that is available and accessible for all citizens.	Link (PT)
Canada	Pan-Canadian Artificial Intelligence Strategy	2017	Canada is the first country to launch an AI strategy. The government set up a working group specifically to conduct virtual workshops across Canada to engage in discussions with the public on perceptions of artificial intelligence. The consultations and workshops aimed to achieve regional representativeness as well as inclusivity of marginalized populations by targeting workshops specifically to Indigenous and youth participants.	Link
Chile	Política Nacional de Inteligencia Artificial	2021	The Chilean Government employed a bottom-up two-stage participatory process. It started with an open call for contributions, followed by (self-convened) roundtables, an expert group that processed contributions and a public interactive consultation online (see special section 2 for more information).	Link
Colombia	Política Nacional Para la Transformación Digital e Inteligencia Artificial (CONPES 3975)	2019	The Colombian government launched a national dialogue with the public and private sector regarding the roadmap for proposed AI policies. Local and international AI experts were involved as point of references and guidance. The AI National Strategy of the government of Colombia is human centered and focuses on AI literacy for everyone.	Link (ES)
Czech Republic	National Artificial Intelligence Strategy	2019	The Czech government devised an AI strategy according to short-, medium- and long-term objectives and goals to be achieved according to the needs identified in stakeholder meetings and consultations. Local AI experts and representatives from the education sector participated in this process.	Link

Egypt	National Artificial Intelligence Strategy	2021	Together with its AI Strategy, Egypt launched a National AI Platform (ai.gov.eg) to stimulate the exchange of views and experiences among stakeholders, the government, public and private sector, academia and startups on AI issues, especially those related to the opportunities enabled by such technology and the principles and ethics of its use.	Link
Estonia	National artificial intelligence strategy 2019-2021	2019	The Estonian government aims to create an e-state and information society. It underlines that the public sector has a major role to play by creating demand for AI solutions, ensuring the availability of quality data and supporting the launch of pilot projects in different areas of the public sector to create learning opportunities.	Link
Finland	Age of Artificial Intelligence	2017	The Finnish government gathered feedback from the public through surveys that were distributed through universities and communicated on online platforms about different themes of the use of artificial intelligence in society. The Finnish government employed a bottom-up approach to further reinforce its AI strategy.	Link
Germany	Artificial Intelligence Strategy (2020 update)	2020	The German government devised expert forums where AI experts and developers, alongside the rest of the participating demographic population convened to provide feedback about the progress of the work on AI and the National AI Strategy Implementation Plan. The process was completely developed through consultations with experts in the field.	Link
India	National Strategy for Artificial Intelligence #AIforAll	2018	The AI Strategy of India is branded #AIforAll and is currently being developed into concrete policy proposals. The strategy was informed by a task force and developed by public policy think-tank NITI Aayog. As a result of a cooperation between public and private sector INDIAai was launched, a central hub for everything around AI in India.	Link
Ireland	AI - Here for Good: National Artificial Intelligence Strategy for Ireland	2021	The Irish AI strategy aims to ensure a responsible, rights-respecting and inclusive approach to developing, applying and adopting AI. It emphasizes the importance of understanding and public trust in AI. The strategy was developed through significant stakeholder engagement (industry, academic and research communities) and was publicly consulted online. The process also led to the establishment of a multidisciplinary 'Top Team on Standards for AI'.	Link
Peru	National Artificial Intelligence Strategy	2021	The government of Peru holds one of the highest number of citizens' participation in public consultations about its national AI policy in the Global South part of the world. It serves as a reference for other countries in the region to follow in terms of methodology and strategy delivery.	Link
Poland	Artificial Intelligence Development Policy	2020	Poland developed an AI strategy that the government pitched before the country's judiciary body to assess the legality of the document. Poland is the only country so far that has included the judiciary in the process.	Link (PL)

Rwanda	Rwanda's National Artificial Intelligence Policy [forthcoming]	Exp: 2022	Rwanda is the first Sub-Saharan country to develop a dedicated AI Policy. The draft is currently awaiting political adoption. It was fully developed based on local needs and requirements, building on collective intelligence workshops and interviews with Rwandese experts, government representatives and private sector.	Link
Serbia	Strategy for the Development of Artificial Intelligence	2019	The Serbian government placed special emphasis on education while developing its AI strategy. As such, the stakeholders it worked with were mainly from the education sector, starting with kindergarten until higher education, involving teachers, education consultants, parents and students.	Link
Singapore	National Artificial Intelligence Strategy	2019	The Singapore government adopted a multistakeholder approach in implementing AI policies by engaging different individuals and organizations in workshops and initiatives. These actors convened and worked together on government led projects with a boots on the ground approach to devise an effective AI framework.	Link
The Netherlands	Strategic Action Plan for Artificial Intelligence (SAPAI)	2019	The Dutch Strategic Action Plan for AI was drafted in close cooperation with an AI Task Force and spurred the creation of the Netherlands AI Coalition in which companies, government agencies and knowledge institutions and educational institutions joined forces to further the development of AI in the Netherlands.	Link
Uruguay	Artificial Intelligence Strategy for The Digital Government	2019	The Uruguayan government devised special multistakeholder consultations, workshops and seminars for civil servants and government officials based on the feedback of the public. The focus of the strategy is to improve public services in the country, as this was identified as a main concern of citizens.	Link
UAE	National Strategy for Artificial Intelligence 2031	2018	The Emirati government conducted workshops and trainings led by experts in the field under the appointment and supervision of an AI minister. This initiative is unique since the government mobilized an entire ministry for the implementation of its AI strategy, meaning more specialized and dedicated human and technological resources.	Link

Note 1: All countries listed in this table employed one or more aspects of the multistakeholder approach described in this guide. The list in itself is not exhaustive. The fourth column provides a brief illustration of the most relevant multistakeholder aspect employed per country. In addition to the presence of an aspect of a multistakeholder approach, policies and strategies from different geographical areas were analyzed to ensure a broad basis for comparative analysis. This is particularly relevant in light of regional differences such as ethics considerations, local institutions, and political environment (e.g., digital literacy levels, regulatory context, state of the AI business ecosystem).

ANNEX B. GUIDING QUESTIONS USED FOR WORKSHOPS

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This annex contains the guiding questions that were used during the expert workshops for the development of this guide held in September and October 2021 and the validation workshop that was held in January 2022.

Workshop A (focus: the impact of AI on human rights and fundamental freedoms)

- Are individual human rights and fundamental freedoms, such as privacy and personal data protection, the right to non-discrimination, freedom of expression, and due process, affected by the introduction of AI?
- Considering how rapidly AI is evolving, how can we make sure that legislative frameworks remain relevant and effective in the long-term in safeguarding AI Ethics? Are there lessons to be learned from regulation of other disruptive technologies?
- UNESCO's Internet Universality Rights, Openness, Access and Multistakeholder (ROAM) framework underlines multistakeholder approaches as an important aspect for adaptive governance and collaboration. UNESCO's AI Ethics Recommendation states that "participation of different stakeholders is necessary for inclusive governance, sharing of benefits of AI, and fair technological advancement and its contribution to development goals". In your opinion and experience, are there any key challenges in terms of participation regarding (the design of) AI policy that need to be addressed?
- Are there any questions that you as an expert think we should discuss?

Workshop B (focus: experiences of policymakers with multistakeholder approaches for AI)

- What kind of experience do you have with multistakeholder approaches in designing (AI) policy?
  a. How did you define multistakeholderism? How did you decide on which groups to involve and approach?
  b. Which stakeholders were included in this process?
  c. In what way did stakeholders contribute? (e.g., brainstorming, consulting, drafting)
  d. Did the process make use of guidelines or agreed upon terms about the way of deliberation?
  e.Are outcomes of the policy monitored and evaluated?
- Are there, in your view, aspects specific to AI (compared to other policy topics) that require specific attention when designing participatory processes for AI policy?
- Can you share a positive example that others can learn from when designing a multistakeholder approach for AI policy?
- Can you share a less successful example that others can learn from when designing a multistakeholder approach for AI policy?
- Is there anything that we really need to stress in our report of blueprint that has not been brought up yet?

Validation meeting (focus: validating the building blocks and stylized examples)

- What do you think of the ten building blocks? Are we missing some lessons learned, do we need to change some, exclude some, elaborate some? Should we add a building block? Building blocks were discussed in break-out rooms focusing on two questions:
  - o How can we improve upon this building block?
  - o Are we missing anything in this building block?
- What do you think of including personas in the publication? If included, should we add, or modify certain personas?
- Are we missing interesting case studies, tools, references or other material that we should include?

MULTISTAKEHOLDER AI DEVELOPMENT

10 building blocks for inclusive policy design

The development and use of Artificial Intelligence (AI) continue to expand opportunities for the achievement of the 17 Sustainable Development Goals (SDGs) set out in the 2030 Agenda.

As governments develop strategic and policy frameworks to guide the design and use of AI, multistakeholder engagement is key to building consensus around a shared set of goals and values, while ensuring relevance, applicability and that no actor is left behind.

In this joint publication, UNESCO and the Innovation for Policy Foundation (i4Policy) distill ten essential lessons for policymakers to harness the collective intelligence of communities and ensure that the process of creating and implementing public policy is inclusive.

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