

A REVIEW OF COUNTRY EXPERIENCE IN THE COORDINATION OF PUBLIC SECTOR CAPACITY BUILDING IN SUB-SAHARAN AFRICA: *A REVIEW OF THE EFFECTIVENESS OF NATIONAL FOCAL POINTS FOR CAPACITY BUILDING & OTHER EXISTING INSTITUTIONAL FRAMEWORKS*

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FRAMEWORKS***

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*EXECUTIVE
SUMMARY*

Executive Summary

1.1 Introduction

Professor Ato Ghartey and Dr. Nyepudzayi Mercy Nyangulu were commissioned by the ACBF to review the country experience in the coordination of public sector capacity building and to assess the effectiveness and potentials of National Focal Points (NFPs) and other existing institutional frameworks for Capacity Building in nine countries in Anglophone sub-Saharan Africa. The assignment period was 12 September to 24 October 2002.

Dr. Nyangulu took care of Botswana, Mozambique, Namibia and Swaziland in Southern Africa. Professor Ghartey took care Ghana, Nigeria, Ethiopia, Uganda and Tanzania in West and East Africa. The period 12 September to 2 October was allocated to fieldwork. October 3 was allocated to debriefing at the ACBF Head Office in Harare. October 4-24 was allocated to report writing.

1.2 Acknowledgment

We express our sincere thanks and appreciation to all the countries that hosted us for their kind cooperation and assistance in making the mission a success. On behalf of the ACBF and our own behalf, we do regret for any logistical inconveniences that might have been caused to any of our host countries in the process of executing this assignment. We extend our sincere thanks and appreciation to the ACBF for giving us the privilege and opportunity to be of service to mother Africa. It has been a very illuminating and enriching experience and assignment.

1.3 Presentation Format

- 1. The Executive Summary:** Section 1 presents the Executive Summary. It highlights the key findings, observations, recommendations and conclusions of the study. Section 2 follows this. Section 2 provides the background and introduction to the report.

Section 3 provides a consolidated report for the entire mission. Sections 4 – 12 provide Country Reports for each country visited follows Consolidated Report.

2. **Consolidated Report:** The consolidated report provides a summary of key findings and observations, conclusions and recommendations for all the countries visited by the two consultants.
3. **Country Report:** The country reports for Ghana, Nigeria, Ethiopia, Uganda and Tanzania provide synthesised details of findings, observations, recommendations and conclusions for each country. The country reports for Botswana, Mozambique, Namibia and Swaziland have been processed through the computer spelling and grammar check only and incorporated as received from the consultant.
4. **Completed Questionnaire and Institutions/Persons Visited:** In the appendix to the country reports for Ghana, Nigeria, Ethiopia, Uganda and Tanzania is a completed standard questionnaire designed by the ACBF. The completed questionnaire is followed by a list of institutions and persons that were interviewed during the mission. The standard questionnaire has been used for two main reasons:
 - (i) **Consistency:** Ease of comparison from country to country.
 - (ii) **Completeness:** Addresses all the issues raised in the ACBF terms of reference.

1.4 Abridged Terms of Reference

The original ACBF terms of reference (TOR) for this assignment are reproduced in Section 2 of this report. The TOR provides a model for the role of NFPs, potential benefits, location, structure, staffing and funding of NFPs. A summarized terms of reference follows:

- Assess the performance of National Focal Points (NFPs) in coordinating capacity building activities and technical assistance in countries where NFPs do exist, and advise the ACBF on appropriate follow up action.
- In countries where NFPs do not exist we were required to explore and assess alternative institutional arrangements to NFPs and advise the ACBF on whether or not to continue with the NFP concept and, if so, advise on the most suitable location and institutional arrangement to put in place.

At the end of this study, the ACBF would expect to have insight into at least three things, namely:

1. The performance of its NFPs.
2. The performance of other institutional frameworks relativeto the NFP concept.
3. Recommendation as to which institutional framework, the ACBF NFP or existing structures in the countries visited.

1.5 Study Methodology

The study utilized four main methods of data gathering namely survey, key information interviews, consensus panel and document review.

The country visits enabled the consultants to acquaint themselves with each country's institutional, systems and human resource capabilities, needs and potential in capacity building. The debriefing at the Head Office provided the opportunity for the consultants and the Head Office staff to meet in person to discuss and agree on issues of content, presentation format, additional data requirements and other logistical arrangements.

1.6 Examples of Best Practice

Some countries wanted to have a model role (terms of reference); potential benefit; location, structure, staffing and funding of NFPs. All these have been very well articulated in the original ACBF terms of reference reproduced in the Introductory Section of this report (Section 2).

1.7 Limitations of the Study

1. **Preparation Shortcomings:** Each consultant effectively spent an average of two working days in each country. Only one country met one of the consultants at the airport with a prepared programme for the mission. The situation in all the other countries was not very encouraging initially. In some countries, the host countries claimed that they were not aware of our mission. In others, they claimed they had not been given sufficient notice to prepare for us. Be that as it may, all the host countries ended up cooperating and hosting us to the best of their ability. We are appreciative and thankful for that.
2. **Briefing and Debriefing Arrangements:** There was no pre departure meeting or briefing for the consultants. This meant that each consultant went his/her own way and only met at the Head Office for debriefing after their field missions.
3. **Non Availability of Southern Africa Synthesised Reports:** This final consolidated report dated 25 November 2002 is based on synthesised literature review and mission findings and observations from all the nine countries visited by the two consultants.
4. **Communication and Professional Dilemma Problems:** The draft and final reports were due and deliverable to the Head Office on 18 October and 24 October respectively. The Team Leader submitted these deliverables promptly to the ACBF Head Office on the due dates copied to the other consultant. All efforts by the Team Leader to get a synthesized consolidated and individual country reports from the other consultant for Botswana,

Mozambique, Namibia and Swaziland had failed up to the time of writing this final report on 25 November 2002.

1.8 Findings and Observations

The observed institutional structures may be classified into **three** categories, namely ***Firm Position, Indicative Position and De Facto Position:***

1. **Firm Position** = NFP location is formally acknowledged and recognized. Formal arrangements and negotiations to get ACBF grant agreement signed is either in progress or have been completed.

County	Location
1. Ethiopia	Ministry of Capacity Building
2. Nigeria	Ministry of Finance, Multilateral Division
3. Tanzania	Economic and Social Research Foundation (ESRF)
4. Swaziland	Office of Permanent secretary, Ministry of Finance
5. Mozambique	Public Sector Reform Unit, Office of the Prime Minister

2. **Indicative Position** = Prospective NFP location has been identified. But arrangements and negotiations for the ACBF grant approval have not been formally put in motion with the ACBF.

Country	Location
1. Namibia	National Planning Commission of the Office of the Prime Minister
2. Botswana	Botswana Institute for Development Policy Analysis (BIDPA)

3. **De facto Position** = Ministry of Finance (MOF) assumes the coordinating role. But most respondents are not aware of or recognize the MOF's assumed responsibility. Several other institutions and organizations in the country perform parallel functions simultaneously.

Country	Location
1. Ghana	<p><u>Current:</u> Multilateral Division, Ministry of Finance</p>
2. Uganda	<p>Recommended: Location: Centre for Economic Policy Analysis (CEPA)</p> <p><u>Current:</u> Economic Development Policy and Research Department, Ministry of Finance, Planning and Economic Development.</p> <p><u>Recommended</u> Location: Makerere Institute of Social Research (MISR).</p>

Details of other findings and observations are provided in the Consolidated Country Report in Section 3. These details relate to paradoxes, gaps and leakages in capacity building, utilization and retention.

1.9 Summary

Expected Outputs: Essentially, ACBF wants to find out how well or badly its National Focal Points for Capacity Building (NFPs) are doing in the countries we visited. It also wants to know how effective existing institutional frameworks have been in the coordination of capacity building activities and the channeling of technical assistance into skills development and institution building programmes. A summary of the findings and observations is provided below:

1. **Non-Existence of Fully-Fledged ACBF NFP:** None of the countries visited has a fully functional NFP within the context perceived by the ACBF. None of the countries visited has fully satisfied all requirements to qualify for the ACBF grant. Some countries expressed concerns about the inadequacies of the ACBF US\$50,000 proposed seed grant.
2. **Location:** Ethiopia, Tanzania, Nigeria, Swaziland and Mozambique offer examples of countries where a firm decision has been taken on the location of NFPs. Namibia and

Botswana have identified prospective locations for NFPs. Ghana and Uganda have not identified nationally acknowledged NFPs.

3. **Governance and Management Arrangements:** There are variations in the institutional arrangements adopted by each country to coordinate its capacity building activities and technical assistance programmes. Individual national operational frameworks and location arrangements may not be completely consistent with the ACBF's original concept and perception of NFPs. For example, Ethiopia set up an entire Ministry of Capacity Building in October 2001 to lead the mobilization of some \$billion to strengthen and coordinate national capacities. Tanzania has decided on the ACBF type National Focal Point, but located in the Economic and Social Research Foundation (ESRF) that was set up by ACBF (Ministry of Finance letter dated 17 September 2002 refers).

1.10 Recommendations

A summary of the recommendations follows. The details of the bases for the recommendations have been provided in the respective country write-ups.

1. **Overwhelming Support of NFP Concept:** All countries regardless of their level of success in establishing or identifying a location for NFP cherish the ACBF basic NFP principle and its implementation. They are ready, willing and anxious to cooperate with the ACBF to have fully functional NFPs. ACBF is encouraged to continue with its initiative to assist with the establishment of NFPs in all countries.
2. **Suitability of Location and Arrangements:** The flexibilities in approach developing different operational frameworks and location for NFPs would have to be accommodated and nurtured. This recommendation is consistent with the recommendations from the Lusaka Workshop and ACBF's own experience and observations.
3. **Firm and Indicative Positions:** Where a firm decision about the location has already been made (Ethiopia, Nigeria, Tanzania, Swaziland and Mozambique) or is in the process of

being made (Namibia and Botswana), it is recommended that we do NOT rock the boat. It is recommended that ACBF goes along with the country decision and provide guidance and assistance on best conceptual and implementation practice. Each case would have to be judged on its own merits as indicated in the country presentations.

4. **De facto Position:** Where a firm decision has not been made (Ghana and Uganda), the consultants have made a recommendation for a suitable location as indicated above (CEPA for Ghana and MISR for Uganda).
5. **Shortcomings of Needs Assessments:** The quantitative side of the needs assessments and action plans undertaken or prepared by the various countries need more strengthening and precision. Also, the paradoxes, gaps and leakages in capacity building, utilization and retention outlined in Section 3 paragraph 3.7 need to be reassessed and addressed.

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ABBREVIATIONS AND ACRONYMS

ACBF	African Capacity Building Foundation
ADLI	Agricultural Development Lead Industrialisation (Ethiopia)
BCCIM	Botswana Confederation of Commerce Industry and Manpower
BCNGO	Botswana Council of Non-Governmental Organisations
BIAC	Botswana Institute for Accountancy and Commerce
BIDPA	Botswana Institute for Development Policy
BNPC	Botswana National Productivity Centre
DPSM	Department of Public Service Management
CEPA	Centre for Economic Policy Analysis (Ghana)
ECA	Economic Commission for Africa
ESRF	Economic and Social Research Foundation
FDRE	The Federal Democratic Republic of Ethiopia
FORSAG	Forum for Sustainable Agriculture
GIMPA	Ghana Institute of Management and Public Administration
IDM	Institute of Development Management
ISSER	Institute of Statistical Social and Economic Research
MCB	Ministry of Capacity Building
MFPED	Ministry of Finance, Planning and Economic Development (Uganda)
MISR	Makerere Institute of Social Research (Uganda)

MOF	Ministry of Finance
NCBS	National Capacity Building Strategy
NSCB	National Secretariat for Capacity Building
NEPC	National Economic Planning Commission
NEPRU	Namibia Economic Planning Research Uniot
NFP	National Focal Point
OPCME	Office of Policy Coordination, Monitoring and Evaluation (Ghana)
SATRAN	Southern African Trade Research Network
TAC	Technical Advisory Committee (Nigeria)
TAP	Technical Assistance Programme
UNAM	University of Namibia

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INTRODUCTION

Introduction

2.1 Background

In every country in sub-Saharan Africa, there exist institutional frameworks or structures, which provide coordinating mechanisms for the development of skills and institutions for national development. Some of such frameworks articulate the capacity needs (skills and institutional requirements) of the public sector and help to manage the flow and use of technical assistance programs to meet identified capacity needs. In some countries, the Ministry of Finance and/or Planning or the National Planning Commission provides the framework. In some others, the responsibility lies with the Ministry of Manpower Planning and Development. And yet a few others have gone further to set up a full-fledged Ministry of Capacity Building.

These institutional frameworks play a significant role in the process of identifying and articulating national capacity needs and also coordinating the capacity building process, including managing technical assistance programs for the development of capacity in the public sector. How effective are these institutional structures relative to the framework provided by the National Focal Points for Capacity Building (NFPs) that are being encouraged by the African Capacity Building Foundation? Are the NFPs relatively more or less effective as a framework for coordinating capacity building programs in a country? Which institutional framework should ACBF promote in what country? These are questions to which the Foundation seeks answers in order to re-evaluate the concept and institutional form of the NFP that it can effectively promote in the coordination of the capacity building process at the country level.

The National Focal Point for capacity building is a country-level framework, whose emergence the Foundation is actively encouraging under its expanded mandate, for the coordination of capacity building activities. Since commencing implementation of its expanded mandate, the

Foundation has approved the establishment of 26 NFPs. Countries that have so far benefited from the Foundation's support are: *Benin, Botswana, Burundi, Cameroon, Cape Verde, Central African Republic, Chad, Côte d'Ivoire, Democratic Republic of Congo, Gabon, Guinea, Guinea Bissau, Mali, Malawi, Mauritania, Lesotho, Namibia, Nigeria, Republic of Congo – Brazzaville, Rwanda, São Tomé and Príncipe, Swaziland, Tanzania, Togo, Uganda, and Zambia*. All the NFPs in these countries are at varying levels of operational effectiveness. During the period of its Strategic Medium Term Plan (SMTP) 2002-2006, the Foundation will encourage the setting up of NFPs in the remaining 22 countries in sub-Saharan Africa.

Given the somewhat uneven performance level of the NFPs, the Foundation is constrained to exercise considerable caution in the rate at which it sets up new NFPs. At least 4 of the 11 NFPs that heralded the operationalization of the NFP concept through the approval of the ACBF Executive Board in May 2000 are yet to be operational. This number accounts for more than 35 per cent of the first set of NFPs that were approved by the Foundation. As for those that are operational, performance is strong in a few and weak in others. Strategies and instruments for fostering stakeholders' participation in the activities of NFPs are non-existent in most cases and insufficiently articulated in a few others that are performing effectively. These and other issues of concern provide strong justifications for a study on the effectiveness and potentials of NFPs in the capacity building process.

2.2 Role and Responsibilities of the National Focal Point

The role of an NFP is evolutionary, as it is driven largely by the country context. It is, however, the expectation of the Foundation that an NFP would be visible in one or more of the following activities:

- Serving as a vehicle for all stakeholders to discuss capacity building issues in a country so that there is a common source of inputs into national capacity building strategy and process.
- Coordinating national capacity needs assessment to determine capacity gaps and areas of

priority needs.

- Serving as a source of information on best practices in strategies, processes, instruments and experiences in capacity building at the national level.
- Creating and nurturing partnership among all stakeholders in national development to ensure adequate funding for national capacity building projects and programs.
- Supporting knowledge networking and management activities such as training, research and publications on capacity building issues in a country.
- Serving as a focal point for ACBF at the country level and a contact point for donors seeking to support capacity building activities.
- Serving as a vehicle for participatory development.

2.3 Potential Benefits of the National Focal Point

The potential benefits of an NFP consists of the following, among others:

- An institutionalized process for articulating and mainstreaming capacity building needs in national development programs.
- The existence of a mechanism for developing, implementing and monitoring capacity building plans and strategies.
- An established capacity building process that is driven by capacity needs assessments and prioritization of interventions.
- The existence of an institutional framework for creating partnership among stakeholders in a country for capacity building.

- An institutional framework for ready access to better information on various capacity building activities and funding support in a country.
- A vehicle for contributing to enhancing coordination of donor funding support for capacity building.

2.4 Location, Structure and Staffing of National Focal Points

The location, structure and staffing of the NFPs, so far established, vary widely across countries. Of the 26 established thus far, one is located in the Office of a Vice President; 2 in the Offices of Prime Minister; 13 in Ministries of Finance and Economy; 7 in Ministries of Planning and National Planning Commissions; 2 in ACBF-supported Policy Centres; and 1 in a Ministry for activities relating to private sector development and cooperation.

The structure of some of the NFPs offers examples of units that are well established, staffed and reasonably dedicated to much of the activities associated with the role and responsibilities of the NFP. Some have full-time professional staff, while others operate on the basis of part-time and seconded or temporarily loaned staff. In addition, some others have access to professionals that are drawn from various ministries and departments in the public sector. Most of the other NFPs are units with part-time coordinators who draw on professional staff from various public-sector institutions in the implementation of their activities. In a good number of cases, the coordinators are reasonably officers in the civil service.

2.5 Funding and Performance of National Focal Points

So far, the funding of the NFPs, besides ACBF token grant of US\$50,000, is the responsibility of the government. ACBF grant is meant to support the following activities, among others:

- Procurement of equipment, which comprise computers, printers, photocopiers, fax

machines and such functional office equipment, but excluding office furniture.

- Installation of communication facility, including telephone, electronic mail and Internet connectivity.
- Preparatory activity relating to national capacity assessment survey or profiling, design of national capacity building strategy and plan, organization of stakeholders' forum, development of national databases on capacity building activities and best practices in capacity building strategies and processes
- Training, research and publications.

So far, the activities undertaken by NFPs centre on the coordination of capacity needs assessment surveys (Gabon, Nigeria), the preparation of National Capacity Building Strategy (Namibia), technical advise to government on capacity needs and intervention strategy, including assessment of manpower needs of national development plans (Botswana), coordination of administrative reforms (Gabon), and monitoring of sectoral economic performance (DRC), among others. Thus, about half of the NFPs are to a reasonable extent functional. Generally, however, most of them are still emerging structures. It will, however, take some time before they reach effectiveness level for the full benefits of their establishment to be realized. Indeed, the prospects of the National Focal Points becoming effective and strong national institutions depend on the nature of support available to them from the governments and other stakeholders as well as donors' appreciation of the role and responsibilities expected of them, among others.

2.6 The Study

2.6.1 Objectives

In order to guide the Foundation in the strengthening of the framework for coordinating

capacity building activities and technical assistance over the period of the Strategic Medium Term Plan and enhance the performance and effectiveness of its NFPs, ACBF is conducting a study based on a sample of the 26 NFPs so far established in sub-Saharan Africa and a review of the performance of other institutional structures that have been responsible for coordination of capacity building activities and managing technical assistance programs for skills and institutional development. The study will address the effectiveness of the role of NFPs and other existing institutional structures in coordinating the capacity building process and channeling technical assistance into human and institutional development, and the extent to which they are carrying out their responsibilities. The specific objectives are to:

1. Examine the extent to which the concept of NFP is understood, appreciated and implemented by the countries where they are established.
2. Assess the level of stakeholders' awareness of, commitment to, and participation in, the activities of the NFPs in countries where they have been established.
3. Ascertain the overall level of effectiveness of NFPs with respect to, and/or as a result of, location, staffing, relevance of activities, funding, management and performance.
4. Assess the prospects of sustainability of NFPs.
5. Review other institutional structures that may exist in the countries selected for the study and assess their suitability and effectiveness in the coordination of capacity building activities relative to the NFP concept. The affected countries are Ghana, Ethiopia, Tanzania and Mozambique. These countries will be reviewed in terms of their experiences in the coordination of public sector capacity building programs outside the framework offered by the ACBF National Focal Points. The review will ascertain the advantages and disadvantages of the framework offered by ACBF NFPs in light of alternative institutional arrangements that exist in these countries.

6. On the basis of the foregoing express an opinion on the most appropriate institutional structure that should guide ACBF in the coordination of capacity building activities at the country level.

2.6.2 Scope

The study was required to review relevant experiences with national focal points in the coordination of capacity building activities and management of technical assistance programs, and take a hard look at the following, among others:

- The role expected of NFPs by the Foundation vis-à-vis the vision of the countries where they are established
- The level of stakeholders' participation in the activities of NFPs
- The appropriateness of the location of the NFPs
- Adequacy of staff complement
- Adequacy and relevance of activities
- Funding commitment
- Organization and management arrangements for the operation of NFPs
- Performance – activities so far undertaken and their impact
- The prospects of their sustainability
- Performance and effectiveness of other institutional frameworks – their location, staff complement, activities undertaken, level of funding support, etc.

Thus, the study was also required to ascertain the following, among others:

- Whether or not NFPs and the other institutional frameworks (proxy institutions) understand their roles and responsibilities in capacity building – what they perceive as their role vis-à-vis what they actually undertake.
- The degree of awareness of the existence of the NFP or proxy institution by all major stakeholders – *core economic ministries and development agencies in the public sector, representative organizations in the private sector (e.g., chambers of commerce and industry), umbrella civil-society organizations and major NGOs engaged in developmental activities, multilateral and bilateral organizations such as the World Bank, IMF, UNDP, Private Foundations and bilateral development agencies.*
- The specific stakeholders and institutions consulted during the establishment of the NFP or proxy institution.
- Stakeholders' impressions about the visibility, effectiveness, utility and viability of the NFP or the proxy institution.
- Factors in the determination of the location and major stakeholders consulted on the choice of location.
- The process by which the annual work program of the NFP or proxy institution is determined and the number of stakeholders involved in the process.
- Strategies by which stakeholders participate in the activities of the NFP or proxy institution.
- Qualifications and rank of stakeholder representatives in activities undertaken by the NFPs or proxy institutions.
- Size of staff complement of the NFP or proxy institution:

- o No of full time staff
- o No. of part-time, seconded or loaned staff
- o No. of staff-at-large and institutional source of such staff

- The composition of the NFP Steering Committee, if any, and number of meetings held since establishment.

- Average annual budget and sources of financing.

- Activities so far undertaken since establishment and impact, if any.

2.6.3 Expected Output

On the basis of its assessments, observations and findings, the study was expected to provide conclusions and recommendations that would provide a constructive guide to the most effective institutional arrangement for coordinating capacity building activities at the country level, effective performance of NFPs or proxy institutions, the design of an action plan for enhancing performance of those that are lagging behind and the phasing of the approval of new NFPs within the framework of the Strategic Medium Term Plan.

Specifically, the study provides key recommendations on:

- Strategies and instruments for raising stakeholder awareness of, commitment to, and participation in, the activities of NFPs
- Locational, administrative, financial and other considerations that can enhance NFPs' effectiveness

- Strategies and instruments for sustaining operation, effectiveness and impact of NFPs

- Suitability of other institutional arrangements relative to the NFPs for coordinating

capacity building activities.

- The choice of a most suitable framework for ACBF (either through NFPs or other existing institutional arrangements - proxy institutions) to strengthen the coordination of capacity building activities at the country level.

2.6.4 Methodology

A suitable methodology would be used for the study. This will comprise an extensive review of experiences in the establishment and operation of focal points for the implementation of technical assistance programs, especially by the UNDP and other multilateral, bilateral and regional organizations; field surveys; interviews and an analytical framework for data and performance analysis.

2.6.5 Duration of the Study

The study would be conducted over the period, September 12 – October 24, 2002. An interim report would be submitted to the Foundation by October 18, 2002. The tasks involved in the study will consist of the following:

<ul style="list-style-type: none">• Review of documents and design of methodology and survey instruments	September 12-13
<ul style="list-style-type: none">• Field survey, mission to NFP & non- AFP countries and administration of survey instruments	September 14 – October 2
<ul style="list-style-type: none">• Debriefing of ACBF by Consultants	October 3

<ul style="list-style-type: none"> • Analysis of data, preparation of interim and final reports <ul style="list-style-type: none"> - Interim Report - Final Report 	October 4-18
	October 24

2.6.6 Study Team

The Knowledge Management and Program Support Department of the African Capacity Building Foundation coordinated the study. It involved the participation of two teams – one for NFPs and proxy institutions in Anglophone Africa, while the second covered NFPs and proxy institutions in Francophone Africa. This report covers the Anglophone component of the study.

2.7 Presentation Format

1. **The Executive Summary:** The Executive Summary highlights the key findings, observations, recommendations and conclusions of the study. This is followed by a consolidated report for the entire mission. A Country Report for each country visited follows Consolidated Report.
2. **Consolidated Report:** The consolidated report provides a summary of key findings and observations, conclusions and recommendations for all the countries visited by the two consultants.
3. **Country Report:** The country reports for Ghana, Nigeria, Ethiopia, Uganda and Tanzania provide synthesised details of findings, observations, recommendations and conclusions for each country. The country reports for Botswana, Mozambique, Namibia and Swaziland have been processed through the computer spelling and grammar check only

and incorporated in this report as received from the consultant.

4. **Completed Questionnaire and Institutions/Persons Visited:** In the appendix to the country reports for Ghana, Nigeria, Ethiopia, Uganda and Tanzania is a completed standard questionnaire designed by the ACBF. The completed questionnaire is followed by a list of institutions and persons that were interviewed during the mission. The standard questionnaire has been used for two main reasons:
 - (i) **Consistency:** Ease of comparison from country to country.
 - (ii) **Completeness:** Addresses all the issues raised in the ACBF terms of reference.

A REVIEW OF COUNTRY
EXPERIENCE IN THE
COORDINATION OF PUBLIC
SECTOR CAPACITY BUILDING IN
SUB-SAHARAN AFRICA: *A REVIEW OF THE
EFFECTIVENESS OF NATIONAL FOCAL POINTS FOR
CAPACITY BUILDING & OTHER EXISTING INSTITUTIONAL
FRAMEWORKS*

*CONSOLIDATED COUNTRY
FINDINGS AND OBSERVATIONS*

THE AFRICAN CAPACITY BUILDING FOUNDATION
OPERATIONS AND THEMATIC RESEARCH REPORTS

2P/2003

3.1 Introduction

Professor Ato Ghartey and Dr. Nyepudzayi Mercy Nyangulu were commissioned by the ACBF to undertake the above study from 12 September to 24 October 2002 for nine Anglo-phone countries. Dr. Nyangulu took care of Botswana, Mozambique, Namibia, and Swaziland in Southern Africa. Professor Ghartey took care of Ghana, Nigeria, Ethiopia, Uganda and Tanzania in West and East Africa. The period 12 September to 2 October was allocated for fieldwork. October 3 was allocated for debriefing at the ACBF Head Office in Harare. October 4 to 24 was allocated for report writing.

3.2 Terms of Reference

The original ACBF terms of reference (TOR) for this assignment have been reproduced in Section 2 of this report. The TOR provides a model for the role of NFPs, potential benefit, location, structure, staffing and funding. An abridged terms of reference follows:

- Assess the performance of National Focal Points (NFPs) in coordinating capacity building activities and technical assistance in countries where NFPs do exist, and advise the ACBF on appropriate follow up action.
- In countries where NFPs do not exist we were required to explore and assess alternative institutional arrangements to NFPs and advise the ACBF on whether or not to continue with the NFP concept and, if so, advise on the most suitable location and institutional arrangement to put in place.

At the end of this study, the ACBF would expect to have insight into at least three things, namely:

1. The performance of its NFPs.
2. The performance of other institutional frameworks relative to the NFP concept.
3. Recommendation as to which institutional framework, the ACBF NFP or existing

structures in the countries visited.

3.3 Study Methodology

The study utilized four main methods of data gathering namely:

1. **Survey:** The ACBF selected nine countries for the study. A suggested questionnaire was attached to the terms of reference. We found the ACBF questionnaire exhaustive and comprehensive enough to serve as a good starting point for the field survey. In some cases, it almost completely served our purposes. In other cases it had to be modified or discarded with completely. A survey was conducted with people that were either selected by each host country, additional persons/institutions we requested to meet with or through informal discussions and contacts.
2. **Key Information Interviews:** The purpose of these interviews was to gather the perceptions of and experience of senior political leaders, senior technocrats and others regarding needs, demands and opportunities for coordination of capacity building activities and technical assistance. For example, in Tanzania, one of the consultants had the privilege to have dinner with the current Minister of Energy and Minerals who is also the immediate past Minister of Finance.
3. **Consensus Panel:** This approach was adopted in cases where it became possible to meet both Heads of the institutions and bureaucrats or whenever it became possible to meet more than one person at a time. The “panelists” were stimulated and guided to reflect on crucial responsibilities and challenges regarding capacity building coordination and management. The panel was also used to generate valuable information to be used in streamlining the study methodology and to raise issues to be followed in the key Informant Interviews and Document Review.
4. **Documentation Review:** ACBS Head Office forwarded relevant preliminary background

information to us by before we set off for the assignment. We supplemented this with data/information we collected from the various countries we visited and the ACBF Head Office during the debriefing session. Information from these sources was used to supplement data obtained from primary sources.

The country visits enabled the consultants to acquaint themselves with the institutional, systems and human resource capabilities, needs and potential in the countries. The debriefing at the Head Office provided the opportunity for the consultants and the Head Office staff to meet in person to discuss and agree on issues of content, presentation format, additional data requirements and other logistical arrangements.

3.4 Examples of Best Practice

Some countries wanted to have a model role (terms of reference); potential benefit; location, structure staffing and funding of NFPs. All these have been very well articulated in the ACBF terms of reference reproduced in the Appendix.

3.5 Limitations of the Study

- 1. Preparation Shortcomings:** Each consultant effectively spent an average of two working days in each country. Only one country met one of the consultants at the airport with a prepared programme for the mission. The situation in all the other countries was not very encouraging initially. In some countries, the host countries claimed that they were not aware of our mission. In others, they claimed they had not been given sufficient notice to prepare for us. Be that as it may, all the host countries ended up cooperating and hosting us to the best of their ability. We are appreciative and thankful for that.

- 2. Briefing and Debriefing Arrangements:** There was no pre departure meeting and briefing for the consultants. This meant that each consultant went his/her own way and only met at the Head Office for debriefing after their field missions.

3. **Non Availability of Southern Africa Synthesised Reports:** This final consolidated report dated 25 November 2002 is based on the literature review and synthesized mission findings and observations from all the nine countries visited by the two consultants.

4. **Communication and Professional Dilemma Problems:** The draft and final reports were due and deliverable to the Head Office on 18 October and 24 October respectively. The Team Leader submitted these deliverables promptly to the ACBF Head Office on the due dates copied to the other consultant. All efforts by the Team Leader to get a synthesized consolidated and individual country reports for Botswana, Mozambique, Namibia and Swaziland had failed up to the time of writing the final report on 25 November 2002.

3.6 Findings and Observations

The observed institutional structures may be classified into **three** categories, namely, ***Firm Position, Indicative Position and De Facto Position***:

1. **Firm Position** = NFP location is formally acknowledged and recognized. Formal arrangements and negotiations to get ACBF grant agreement signed is either in progress or have been completed.

County	Location
1. Ethiopia	Ministry of Capacity Building
2. Nigeria	Ministry of Finance, Multilateral Division
3. Tanzania	Economic and Social Research Foundation (ESRF)
4. Swaziland	Office of Permanent Secretary , Ministry of Finance
Mozambique	Public Sector Reform Unit, Office of the Prime Minister

2. **Indicative Position** = Prospective NFP location has been identified. But arrangements and negotiations for the ACBF grant approval have not been formally put in motion with the ACBF.

Country	Location
1. Namibia	National Planning Commission of the Office of the Prime Minister
2. Botswana	Botswana Institute for Development Policy Analysis (BIDPA)

3. **De facto Position** = Ministry of Finance assumes the coordinating role. But most respondents are not aware of or recognize the MOF's assumed responsibility. Several other institutions and organizations perform parallel functions simultaneously.

Country	Location
1. Ghana	Current: Multilateral Division, Ministry of Finance Recommended Location: Centre for Economic Policy Analysis (CEPA)
2. Uganda	Current: Economic Development Policy and Research Department, Ministry of Finance, Planning and Economic Development. Recommended Location: Makerere Institute of Social Research (MISR)

3.7 Other Observations:

3.7.1 Capacity Needs Assessment and Action Plans

Capacity in this context is defined as the ability to perform appropriate or designated tasks effectively, efficiently and sustainably. The underlying proposition defining this approach is that the analysis of capacity needs requires an assessment of both the demand and supply sides of the problem.

It was observed that capacity needs assessment has been conducted in all the countries surveyed. Two sets of observations were made:

- Absence of Specific Numerical Needs
- Paradox, Gaps and Leakages

1. **Absence of Specific Numerical Needs:** The studies have focused more on qualitative analysis than quantitative analysis. The assessments give indications of deficiencies in specified skill areas. The specific numerical needs are not provided. Without the specific numerical needs planning, costing and implementation become difficult and imprecise.
2. **Paradox, Gaps and Leakages:** Several countries complain about lack of capacity. Yet the following and other concerns that could be classified as paradoxes, gaps or leakages were observed:
 - Retrenchment:** Persistent demands on them for retrenchment and “right sizing”.
 - Increasing Graduate Unemployment:** Several graduates and others complete their education/training and remain unemployed for several years.
 - Donor Driven:** Most of the efforts to raise human resource capacity have concentrated

on alleviating deficiencies in staff performance through workshops and seminars. Such support has closely been linked to donor and NGO programmes rather than national specific needs.

- **Vicious Cycle:** The same people who should stay at the office and work spend days, weeks and months on end attending workshops. As a result, the jobs for which they are employed to do remain unattended to or undone.
- **Domestic Brain Drain:** In the process of implementing reforms, the donor organizations help to weaken the already weak human resource capacity base of recipient governments. Higher salaries are offered to nationals to lure them from public service to work on projects.
- **Unfair Wage Discrimination against Citizens:** International organizations almost invariably draw a distinction between “local staff” and international staff. And make sure that the local staff is always disadvantaged in terms of salaries and benefits. Remuneration and compensation are not based on merit and productivity but on country of origin and donor affiliation.
- **Cross Border Brain Drain:** Most African countries are learning to live with this phenomenon as a necessary evil. Most of them have taken it as the normal outgrowth of the globalisation process. The adopted solution is to make adequate provision in the supply side of capacity building plans.

3.7.2 Recommendations from Lusaka Workshop

At The Lusaka Workshop, the following critical points were raised on Capacity Building in Africa thus:

- That ownership of the process should be in the hands of The Africans.

- If ownership should be Africanized, then it follows that funding must be originate from within the Africans themselves. Co—financing should be a complementary option.
- The NFP structure should remain fluid, with a minimum level of empowerment. This will entail the co-ordination of regular meetings and framework of operation.
- That the US\$50,000 constitutes token support from ACBF, to facilitate the process in African countries, but that Governments concerned are supposed to budget support for NFPs to enable them to carry out planned activities nationally.
- On Gender, it was disclosed at the workshop that the ACBF Board had approved a women empowerment project.
- On Partnership, Dr. Ogiogio said, it is real and project ideas are demand- driven. Besides, the funds accruing from a partnership arrangement do not have strings attached.
- Demand aspect of capacity building is being handled by AERC; in this there is utilization of capacity as AERC concentrates on policy research, which is linked to policy users.
- Professionalism in the public service, by having the right people in the right places contributes to capacity utilization.

Related to professionalism is the use of indigenous experts; in this case, Dr. Ogiogio recommended the use of African Consultants and professionals for short-term consultancy work.

3.8 Summary

Expected Output: Essentially, ACBF wants to find out how well or badly its National Focal Points for Capacity Building (NFPs) are doing in the countries we visited. It also wants to know how effective existing institutional frameworks have been in the coordination of capacity building activities and the channeling of technical assistance into skills development and institution building programs. The findings and observations are summarized below:

- 1. Non-Existence of Fully-Fledged ACBF Type NFP:** None of the countries visited has a fully functional NFP within the context perceived by the ACBF. Also at the time of the mission, none of the countries visited had fully satisfied all requirements to qualify for the ACBF grant. Some countries expressed concerns about the inadequacy of the \$50,000 grant.
- 2. Location:** Ethiopia, Tanzania, Nigeria, Swaziland and Mozambique offer examples of countries where a firm decision has been taken on the location of NFPs. Namibia and Botswana have identified prospective locations for NFPs. Ghana and Uganda have not identified nationally acknowledged NFPs.
- 3. Governance and Management Arrangements:** There are variations in the institutional arrangements adopted by each country to coordinate its capacity building activities and technical assistance programmes. The national arrangements may not be completely consistent with the ACBF's original concept of NFPs. For example, Ethiopia set up an entire Ministry of Capacity Building in October 2001 to lead the mobilization of some \$billion to strengthen and coordinate national capacities. Tanzania has decided on the ACBF type National Focal Point, but located in the Economic and Social Research Foundation (ESRF) that was set up by ACBF (Ministry of Finance letter dated 17 September 2002 refers). In addition, Tanzania has other institutional frameworks for coordinating capacity building programmes.

3.9 Recommendations

A summary of the recommendations follows. The details of the bases for the recommendations have been provided in the respective country write-ups.

1. **Overwhelming Support of NFP Concept:** All countries regardless of their level of success in establishing or identifying a location for NFP cherish the NFP concept and its implementation. They are ready, willing and ready to cooperate with the ACBF to have fully functional NFPs. ACBF is encouraged to continue with its initiative to establish NFPs in all countries.
2. **Suitability of Location and Arrangements:** The flexibilities in approach in developing different operational frameworks and locations would have to be accommodated and nurtured. This recommendation is consistent with the recommendations from the Lusaka Workshop and ACBF's own experience and observations.
3. **Firm and Indicative Positions:** Where a firm decision about the location has already been made (Ethiopia, Nigeria, Tanzania, Swaziland and Mozambique) or is in the process of being made (Namibia and Botswana), it is recommended that we do NOT rock the boat. It is recommended that ACBF goes along with the country decision and provide guidance and assistance on best conceptual and implementation practice. Each case would have to be judged on its own merits as indicated in the country presentations.
4. **De facto Position:** Where a firm decision has not been made (Ghana and Uganda), the consultants have made a recommendation for a suitable location as indicated above i.e. CEPA for Ghana and MISR for Uganda.
5. **Shortcomings of Needs Assessments:** The quantitative side of the needs assessments

and action plans undertaken or prepared by the various countries need more strengthening and precision. Also, the paradoxes, gaps and leakages outlined above need to be reassessed and addressed.

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***CAPACITY BUILDING
INSTITUTIONAL FRAMEWORK
IN ETHIOPIA***

THE AFRICAN CAPACITY BUILDING FOUNDATION
OPERATIONS AND THEMATIC RESEARCH REPORTS

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Capacity Building Institutional Framework in Ethiopia

4.1 INTRODUCTION

Ethiopia probably presents the most comprehensive and innovative capacity building institutional framework in sub-Saharan Africa. Implementation of the new initiative began in October 2002.

It is recommended that this innovative initiative be given the support and privilege of the test of time.

The initiative possesses potential in providing new insights and directions in capacity building management and administration. The initiative is presented in two components:

1. Institutional and
2. Programme Arrangements

4.2 INSTITUTIONAL ARRANGEMENTS

Ministry of Capacity Building

The Federal Democratic Republic of Ethiopia (FDRE) established a Ministry of Capacity Building (MCB) in October 2001. This is a very high-powered Ministry headed by a Senior Minister with the following reporting to him:

- (i) Six Ministries and Agencies:
 - (a) Ministry of Education
 - (b) Ethiopian Science & Technology Commission

- (c) Federal Civil Service Commission
 - (d) Ethiopian Management Institute
 - (e) Justice and Legal Service Research Institute
 - (f) Ethiopian Civil Service College
- (ii) Two Ministers of State
- (iii) Four Directorates:
- (a) External Relations and Resource Mobilization Directorate
 - (b) Programme Finance and Budget Directorate
 - (c) Programme Design and Development Directorate
 - (d) Programme Monitoring and Evaluation Directorate
- (iv) Five Support Departments :
- (a) Internal Audit Service
 - (b) Legal Service
 - (c) Public Relations Service
 - (d) Administration and Finance Service
 - (e) Women Affairs Department

The detailed organigramme for the MCB is provided in Appendix 1. Currently, nine of the 14 medium term Capacity Building Programmes are under the direct supervision of the MCB (Appendix 2).

Terms of Reference of MCB

Coordination of capacity building activities and technical assistance in Ethiopia is perceived at three levels:

Macro-Level: This refers to coordination at the national level.

Meso-Level: This refers to coordination at the sectoral and regional levels.

Micro-Level: This refers to project level management at all levels.

The summarized terms of reference of the MCB are:

- (i) Design of national capacity building policies and strategies to guide public and non-public actors in their short, medium and long term capacity building initiatives
- (ii) Ensure the integration of capacity building programmes in national and sectoral development frameworks including PRSP
- (iii) Establish a system and develop guidelines for the preparation, appraisal, implementation, monitoring and evaluation of capacity building programmes and projects
- (iv) In collaboration with relevant institutions, mobilize resources and ensure efficient, effective and synergistic allocation and utilization.
- (v) Manage capacity building programmes in strategic areas.
- (vi) In collaboration with relevant macro, meso and micro levels of administration, initiate/undertake capacity needs assessment.
- (vii) Provide technical support at the meso level.
- (viii) Monitor and evaluate the implementation of ongoing programmes
- (ix) Conduct studies to update capacity building policy planning, formulation, strategy, and management.

- (x) Establish and regularly update database on capacity building.

4.3 PROGRAMME ARRANGEMENTS

Introduction

Ethiopia adopted an Agricultural Development Lead Industrialization (ADLI) Long Term Development Strategy in 1993. The premise of the plan is that poverty reduction and structural transformation could only be addressed in Ethiopia through rural led development. The rural led development is primarily aimed at improving the productivity of small-holder agriculture as the base for private sector led industrialization and export promotion.

ADLI is still operational. It has been reinforced in the recent White Paper issued by the Government, the medium term growth and adjustment programmes, and the interim and draft PRSPs.

National Capacity Building Strategy (NCBS)

In 1997/98 Ethiopia adopted a National Capacity Building Strategy. The strategy aims at ensuring effective translation of the country's poverty reduction and democratization strategies. The capacity building strategy and interventions are designed to be comprehensive and multi-sectoral in order to create the required critical mass of technical and institutional capability.

The seven principles outlined for NCBS are:

- 1. Scope:** Capacity building is the cross-cutting and core building block of the country's development strategy
- 2. Components:** Capacity comprises human resources, systems, and institutions

3. **Approach:** A holistic approach to capacity building embracing all the three components is necessary to ensure a synergistic effect
4. **Actors:** Capacity building encompasses all three development actors
 - (i) State
 - (ii) Private Sector
 - (iii) Civil Society
5. **Environment:** Successful capacity building requires a conducive enabling environment
6. **Focus:** Given the strategic role of government and the existing critical gap, the primary focus of capacity building shall be enhancing and strengthening public institutions
7. **Flexibility:** Capacity building implementation and approach should be robust to accommodate changes.

Medium Term Capacity Building Programme Framework

In the medium-term, **14** mutually reinforcing capacity building programmes have been identified. These are clustered under five thematic areas:

- (i) **Decentralization and Public Service Delivery:** Addresses the core functions of government including governance, policy formulation and regulatory framework, public resource management and service delivery.
- (ii) **Agriculture and Rural Development:** Aimed at increasing productivity and narrowing the production and export base.
- (iii) **Private Sector Development:** To enable the private sector to play the lead role in

poverty reduction and economic transformation.

- (iv) **Education and Information:** To provide the commensurate knowledge and information technology base for the expected and emerging changes.
- (v) **Civil Society Capacity Building:** Development of the programme is still in progress. The objective is to empower local communities to manage their own affairs by addressing issues of legal and operating environment, and building the relevant technical and institutional capacity.

Decentralization and Public Service Delivery	Agriculture and Rural Development	Private Sector Development	Education and Information	Civil Society
<p>i. District Level/Rural Woredza Decentralization Programme</p> <p>ii. Urban Management Programme</p> <p>iii. Civil Service Reform</p> <p>iv. Justice System Reform</p> <p>v. Tax System Reform</p>	Agriculture Technical and Vocational Education Training Programme	i) Manufacturing Sector ii) Textile and Garment Industry iii) Construction Sector	i) Higher Education ii) Information and communication Technology	i) Civil Society CBOs and NGOs Capacity Building Programme ii) Cooperatives development Capacity Building

Details of the responsibility and institutional arrangements are provided in Appendix 2

4.4 OBSERVATIONS

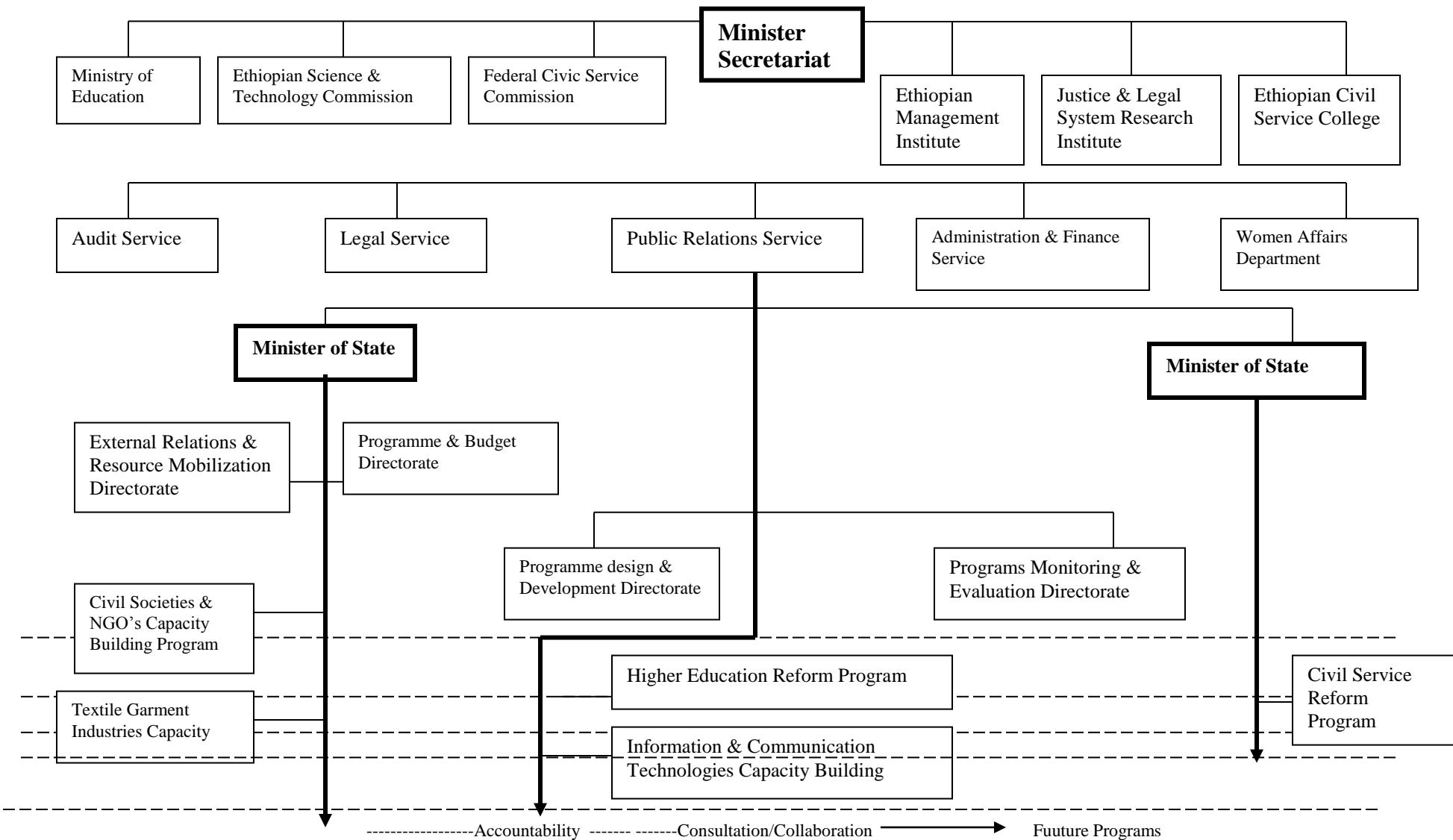
1. Numerical Needs: No scientific study done to determine specific numerical capacity needs.
2. Government Policy: Current Government Policy is on input side to expand educational opportunities. The output policy focuses on results oriented and value for money/dedicated service delivery
3. Approach: A phased approach to educational and training has been adopted. The first step is to

Regional Government. Orientation has changed. Originally graduation was at 12th grade. Currently, two streams – academic and vocational are provided after 10th grade.

(iii) Tertiary and University Education: Is the primary responsibility of the Federal Government. The number of universities has increased from 2 to 5 in the past two years. The number is expected to increase from 5 to 8 in the next two years.

- Take care of the supply side including brain drain and other leakages.
4. Responsibility assignments are as follows:
 - (i) *Primary Education:* Is the primary responsibility of the District Government. Original enrollment of 26% was below sub-saharan average of over 80%. The Enrollment rate has increased to over 60% in the past two years
 - (ii) *Secondary, Technical and Vocational Education:* Is the primary responsibility of the Zonal/
 - iv) *ACBF Funding:* It was noted ACBF funding had been provided for the following:
 - (a) Ethipian Development Research Institute at Prime Minister's Office
 - (b) Economic Research Institute, Civil Society Organization
 - (c) \$300,000 grant from ACBF has been used to support three (3) Ph.D candidates and 10 Masters candidates

Appendix 1: Organizational Structure of Ministry of Capacity Building (January 2002)



APPENDIX 2: CAPACITY BUILDING PROGRAMMES, SEPTEMBER 2002**Contact Persons & Their Addresses**

No	Program	Contact Person	Tel.	Institution
1	Higher Education Reform (HERP)	H.E. Dr. Teshome Yizengaw	560063	Ministry of Education
2	Agricultural Technical and Vocational Educational Training Program (TVET-Ag)	H.E. Ato Belay Ejegu	522276	Ministry of Agriculture
3	Non Agricultural Technical and Vocational Educational Training	H.E. Dr. Tekelhaimanot H/ Selassie	552772	Ministry of Education
4	Information & Telecommunication Technology Capacity Building Program (CTCBP)	Ato Bekele G/ medium	550116 Mob. 228884	Ministry of Capacity Building
5	Civil Service Reform Program (CSRP)	H.E. Ato Fikru Desalegn	565347	Ministry of Capacity Building
7	Justice System Reform Program (JSRP)	Ato Mandefrot Belay	560019 Mob. 228881	Ministry of Capacity Building
8	Tax System Reform Program (TSRP)	Ato Amare Gebrewold	667318	Ministry of Revenue
9	Rural Wureda Decentralization Program (RWLDP)	Ato Worku Yehuwalashet	560023 Mob. 228885	Ministry of Capacity Building
10	Urban Development Capacity Building Program (UDCBP)	Ato Gutema Bulcha	655549 Mob. 207583	Ministry of Federal Affairs
11	Private Sector Capacity Building Program (PSCBP)	Ato Tesfaye Tamiru	528582	Ministry of Trade and Industry
12	Textile and Garments Industry Capacity Building Program (GICBP)	Ato Zeki Adus	293475 Mob. 214428	Ministry of Capacity Building

13	Construction Sector Capacity Building Program (CSCBP)	Ato Wondwossen Kiflu	Mob. 202459	Ministry of Capacity Building
14	Co-operatives Development Capacity Building Program (CDCBP)	Ato Zerihun Alemayehu	557815	Ministry of Rural Development
	Civic Societies & NGO's Capacity Building Program (CS & NGO's CBP)			

APPENDIX 3:
COMPLETED QUESTIONNAIRE
A STUDY OF THE EFFECTIVENESS AND POTENTIALS OF
NATIONAL FOCAL POINTS FOR CAPACITY BUILDING: ETHIOPIA

	Question	Answer
1	What institutional structure coordinates Capacity Building in your country – National Focal Point for Capacity Building (NFP)?	An entire Ministry headed by a Senior Minister
2	What is the name of the National Focal Point (NFP)?	Ministry of Capacity
3	When was the NFP set up?	October 2001. Before then, a unit in the Prime Minister's Office, Strategy for National Capacity Building, performed the functions
4	What was the source of the idea that led to the establishment of NFP? <ul style="list-style-type: none"> • Government? Which Ministry or Agency • The Private sector? Which Organization? • Civil Society? Which Organization? • ACBF? • Others? 	Government
5	Is the ACBF Grant Agreement for the NFP negotiated and signed yet?	Yes negotiated September 2002 but subject to appointment of Steering Committee and submission of needs assessment
6	If the answer to (5) is no, what is the cause of the delay?	Not applicable
7	Using a scale of 0-5 (0 = poor = Excellent), how would you rate the visibility of the NFP among major institutions in the public and private sector as well among civil society organizations and donor agencies and other capacity building institutions in the country?	Excellent. Because has the fullest Government commitment. Headed by a Senior Minister supported by two Ministers of State. The following six Ministries and Agencies report to the Ministry of Capacity Building: <ul style="list-style-type: none"> (i) Ministry of Education (ii) Ethiopian Science & Technology Commission (iii) Federal Civil Service Commission (iv) Ethiopian Management Institute (v) Justice and Legal Service Research Institute (vi) Ethiopian Civil Service College <p>NOTE: See attached organogram for further details</p>
8.	Where is the NFP located?	Ministry of Capacity Building
9	Who or which organization(s) determined the choice of the location? Which other stakeholders were consulted as to the choice of location?	Government. Result of Government policy to restructure public service delivery and orientation
10	Which Ministry, Agency or Body oversees the activities of the NFP?	Office of Prime Minister
11	How are the activities of the NFP identified and approved for implementation? Is there a governance organ that is responsible for this?	Current 14 Programmers had been identified before the creation of the Ministry of Capacity Building
12	Which stakeholders are represented in what governance organs of the NFP?	No formal Steering Committee established yet. But the six key Capacity Building Ministries and Agencies are

		already under the umbrella of the MCB
13	What are the qualifications and ranks of the representatives?	Refer to the MCB Organigramme in Appendix 1
14	What is the size of the composition of the staff complement of the NFP? <ul style="list-style-type: none"> • No. of full-time staff and ranks • No. of part-time/seconded or loaned staff • Institutions from which part-time/seconded staff are drawn 	Refer to MCB Organigramme Senior Minister with the following reporting to him: Six Ministries and Agencies referred to above reporting to him: Two Ministers of State Four Directorates: <ul style="list-style-type: none"> i) External Relations and Resource Mobilization Directorate ii) Programme Finance and Budget Directorate iii) Programme Design and Development Directorate iv) Programme Monitoring and Evaluation Directorate Five Support Departments: <ul style="list-style-type: none"> (i) Internal Audit Service (ii) Legal Service (iii) Public Relations Service (iv) Administration and Finance Service (v) Administration and Finance Service (vi) Women Affairs Department
15	How frequently does the Steering or Management Committee of the NFP, if any, meet?	No formal Steering Committee set up yet
16	What is the size of the annual budget of the NFP and what are the sources of finance for it? <ul style="list-style-type: none"> • How much is government contributing – cash and in-kind contributions? • Size of private sector contribution? • Size of funding from Civil Society ACBF Grant? • What is the size of funding support from other stakeholders? 	US\$7.8 70% 0% 0% 30% (Donors)
17	List the activities that have been carried out so far by the NFP?	Refer to the Schedule of Programmes in Appendix 2
18	What impact has the NFP had since its operation?	Provided formal basis for coordinating and managing capacity building activities and initiatives and efforts under one body
19	In your judgment is the NFP sustainable financially and operationally	Yes

20	<p>List three major strengths and three major weaknesses of your NFP</p>	<p>Strengths</p> <ul style="list-style-type: none"> (i) Has highest political support and commitment (ii) Institutional structure for implementation and coordination clearly spelt out (iii) Focus sharpened to avoid overlap and duplication 	<p>Weaknesses</p> <ul style="list-style-type: none"> (i) In very nascent stage therefore, normal teething problems to be expected (ii) Steering Committee not set up (iii) Rollout to regions and districts not clearly determined yet
21	<p>In your judgment which institutional is most suitable in your country context for fostering consultation among stakeholders (government, private sector and civil society) and coordinating national capacity building efforts?</p>	Current one	
22	<p>Provide any additional comments or observations that you may consider relevant to this study</p>	<ul style="list-style-type: none"> (i) Easier for Gvt. To speak one voice on capacity needs, support and assessments (ii) Analysis more qualitative than quantitative. Expression of needs in terms of numbers would be desirable. (iii) Capacity building concept and scope to be sharpened to embrace institutions, Systems Development and Human Resources. 	

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OPERATIONS AND THEMATIC RESEARCH REPORTS

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A Study on the Effectiveness and Potentials of National Focal Points for Capacity Building:

5.1 Introduction and Executive Summary

In Ghana, it is difficult to attribute full ownership or responsibility of coordination of capacity building activities and technical assistance at the national level to any one institution or organization. A recent very high powered study (8 – 16 August 2002) by the United Nations Economic Commission for Africa (ECA) led the Executive Secretary summarizes the situation as follows “The consequences of fragmentation, duplication or unclear definition of roles are inherent in tensions, confusion and conflict.”

The ECA study has recommended to the Government to carry out a study to further analyze the existing institutional arrangements for economic management and coordination and develop options for their streamlining. We fully endorse the recommendations of the ECA study and recommend the following to the ACBF:

1. ACBF to collaborate with the ECA and the UNDP to streamline the institutional arrangements, identify and confirm a National Focal Point.
2. In the interim, ACBF to work with the Centre for Policy Analysis (CEPA) to strengthen and expand its roles of establish the nucleus of the National Focal Point CEPA has been proposed for the following reasons:
 - a. CEPA was established in 1993 therefore has institutional memory.
 - b. The Executive Director has a lot of clout and respect from the Government and the international community. He has himself been Minister of Finance, Chairman of Economic Management Committee, etc. before.
 - c. CEPA is an independent non-profit making organization very well known and recognized in Ghana and internationally, and by the private sector and civil society.

- d. CEPA has great potential in being self-sustaining. It is funded by pledges from independent and non-governmental donor sources such as the ACBF and the United States Agency for International Development (USAID).

Appendices 1 and 2 provide answers to the questionnaire and the list of persons and institutions met.

5.2 Background

Institutions in Ghana that can claim ownership or possess the potential of serving as National Focal Points include the Ministry of Finance MOF), Ministry of Economic Planning and Regional Cooperation (MEPRC), Office of the President, the Economic Management Team (EMT), the National Institutional Renewal Programme (NIRP), Sector Ministries, Departments and Agencies (MDAs), Public Services Commission, Bank of Ghana, Centre for Economic Policy Analysis (CEPA), Ghana Institute of Management and Public Administration (GIMPA), Institute of Statistical, Social and Economic Research (ISSER).

In addition to the above the Government plans to establish an Office of Policy Coordination, Monitoring and Evaluation (OPCME) to be located in the Office of the President under the Chief of Staff. The ECA mission has recommended against this plan on the grounds that it “will further compound the state of diffusion and confusion.”

5.3 Institutional Structures

5.3.1 Findings

We reaffirm the ECA mission findings and observations that the institutional structures for economic management and coordination are characterized by:

- Fragmentation
- Duplication of roles and functions
- Unclear decision-making paths

The ECA report adds that the Monitoring and Evaluation functions are equally diffused and confused. The report asserts that the consequences of fragmentation, duplication or unclear definition of roles are inherent tensions, confusion and conflict.

5.3.2 Recommendations

This study reaffirms the recommendations of the ECA study and recommends to the Government to:

- Reevaluate existing structures with a view to developing a consolidated, streamlined structure for policy-making and coordination of content, processes and key outputs.
- Draw up clear terms of reference for all institutional units to highlight overlaps, facilitate rationalization and the design of proper interfaces between institutions.
- Reevaluate the chain of command from the ministerial to Presidential level, with a view to streamlining/consolidating the existing or planned units (OPCME, NIRP, MEPRE, MOF, EMT, MDAs) and defining clearly their roles and links.

5.4 Proposed NFP Location

Potential candidates for hosting the NFP include NIRP, MOF, Ministry of Economic Planning and Regional Cooperation, ACBF sponsored Economic Policy Management Programme at the University of Ghana, the Ghana Institute of Management and Public Administration (GIMPA) and CEPA.

NIRP: NIRP was established in 1997 to coordinate all reform activities in the country. The mandate of the Coordinator and the impact of NIRP in achieving its original objective are both debatable.

Ministry of Finance (MOF): The multilateral section of the MOF has assumed the de facto responsibility for coordination capacity building and technical assistance for at least the last couple of years. The MOF has not shown any track record of devoting full time staff, attention and resources to accomplish this.

Ministry of Economic Planning and Regional Cooperation (MEPRC): The MEPRC itself is in a state of flux. It was established in 1999. Barely one year after its establishment a new Government was elected. This came with the appointment of a new Minister. As indicated in the ECA report, the MEPRC is still grappling with its core functions and its relationship with the Ministry of Finance and others.

Economic Policy Management Programme (EPM): EPM is under the Department of Economics at the University of Ghana. Hence it is not independent by itself. It would therefore be premature to add this additional NFP responsibility.

The Ghana Institute of Management and Public Administration (GIMPA): GIMPA itself is currently undergoing restructuring that started two years ago. Within this period, GIMPA has introduced several academic other programmes and administrative changes including a new Director-General. Some of these academic programmes have not even gone through their first cycle. It would be appropriate to give GIMPA to sort out its teething problems and find its own feet before this additional responsibility is offered.

5.5 Recommendation

This study fully endorses the recommendations of the ECA study and recommends the following to the ACBF:

1. ACBF to collaborate with the ECA and the UNDP to first streamline the institutional arrangements, and then identify and confirm a location for a National Focal Point.
2. In the interim, ACBF could work with the Centre for Policy Analysis (CEPA) to strengthen and expand its roles of establishing the nucleus of the National Focal Point. CEPA has been proposed for the following reasons:
 - a. CEPA was established in 1993 therefore has institutional memory.
 - b. The Executive Director has a lot of clout and respect from the Government and the international community. He has himself been Minister of Finance, Chairman of Economic Management Committee, etc. before.

- c. CEPA is an independent non-profit making organization very well known and recognized in Ghana and internationally, and by the private sector and civil society.
- d. CEPA has great potential in being self-sustaining. It is funded by pledges from independent and non-governmental donor sources such as the ACBF and the United States Agency for International Development (USAID).

A STUDY ON THE EFFECTIVENESS AND POTENTIALS OF NATIONAL FOCAL POINTS FOR CAPACITY BUILDING:

	Question	Answer
1	What institutional structure coordinates Capacity Building in your country – National Focal Point for Capacity Building (NFP)?	Fragmented. Each programme or project comes with its capacity building component
2	What is the name of the National Focal Point (NFP)?	N/A. however Ministry of Finance assumes de facto responsibility
3	When was the NFP set up?	No NFP set up formally yet
4	What was the source of the idea that led to the establishment of NFP? <ul style="list-style-type: none"> • Government? Which Ministry or Agency • The Private sector? Which Organization? • Civil Society? Which Organization? • ACBF? • Others? • 	<p>1. An ECA mission report dated 20 August 2002 observed that economic management and coordination in Ghana through the Ministry of Finance (MOF), ministry of Economic, Planning and Regional Integration (MEPRI), National Planning Development Commission (NDPC) and Economic Management Team (EMT) of Cabinet are characterized by:</p> <ul style="list-style-type: none"> • Fragmentation • Duplication of roles and functions • Unclear decision making paths <p>The report recommended to the government to analyze the existing institutional arrangements for economic management and coordination and develop options for their streamlining</p>
5	Is the ACBF Grant Agreement for the NFP negotiated and signed yet?	No
6	If the answer to (5) is no, what is the cause of the delay?	The agreement has not been negotiated. See (4) above. Existing arrangements need streamlining
7	Using a scale of 0-5 (0 = poor = Excellent), how would you rate the visibility of the NFP among major institutions in the public and private sector as well among civil society organizations and donor agencies and other capacity building institutions in the country?	Not applicable
8.	Where is the NFP located?	Not applicable
9	Who or which organization(s) determined the choice of the location? Which other stakeholders were consulted as to the choice of location?	Not applicable
10	Which Ministry, Agency or Body oversees the activities of the NFP?	Not applicable
11	How are the activities of the NFP identified and approved for implementation? Is there a governance organ that is responsible for this?	Not applicable
12	Which stakeholders are represented in what governance organs of the NFP?	Not applicable
13	What are the qualifications and ranks of the representatives?	Not applicable

14	What is the size of the composition of the staff complement of the NFP? <ul style="list-style-type: none">• No. of full-time staff and ranks• No. of part-time/seconced or loaned staff• Institutions from which part-time/seconced staff are drawn	Not applicable						
15	How frequently does the Steering or Management Committee of the NFP, if any, meet?	Not applicable						
16	What is the size of the annual budget of the NFP and what are the sources of finance for it? <ul style="list-style-type: none">• How much is government contributing – cash and in-kind contributions?• Size of private sector contribution?• Size of funding from Civil Society ACBF Grant?• What is the size of funding support from other stakeholders?	Not applicable						
17	List the activities that have been carried out so far by the NFP?	Not applicable						
18	What impact has the NFP had since its operation?	Not applicable						
19	In your judgment is the NFP sustainable financially and operationally?	Not applicable						
20	List three major strengths and three major weaknesses of your NFP	<p>Not applicable. But would recommend the Centre for Economic Policy Analysis (CEPA)</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%; padding: 5px;">Strengths 1. Established in 1993 therefore has institutional memory</td><td style="width: 50%; padding: 5px;">Weaknesses 1. Involves an expanded mandate for CEPA</td></tr> <tr> <td style="padding: 5px;">2. Executive Director has a lot of clout and respect from the Government. He has himself been Minister of Finance, Chairman of Economic Management Committee, etc. before</td><td style="padding: 5px;">2. current capacity and resources would not be adequate to cater for the expanded mandate</td></tr> <tr> <td style="padding: 5px;">3. CEPA is an independent non-profit making organization very well known and recognized in Ghana and internationally</td><td style="padding: 5px;">3. The expanded mandate may receive some initial resistance from the Government</td></tr> </table>	Strengths 1. Established in 1993 therefore has institutional memory	Weaknesses 1. Involves an expanded mandate for CEPA	2. Executive Director has a lot of clout and respect from the Government. He has himself been Minister of Finance, Chairman of Economic Management Committee, etc. before	2. current capacity and resources would not be adequate to cater for the expanded mandate	3. CEPA is an independent non-profit making organization very well known and recognized in Ghana and internationally	3. The expanded mandate may receive some initial resistance from the Government
Strengths 1. Established in 1993 therefore has institutional memory	Weaknesses 1. Involves an expanded mandate for CEPA							
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3. CEPA is an independent non-profit making organization very well known and recognized in Ghana and internationally	3. The expanded mandate may receive some initial resistance from the Government							
21	In your judgment which institutional is most suitable in your country context for fostering consultation among stakeholders (government, private sector and civil society) and coordinating national capacity building efforts?	CEPA						
22	Provide any additional comments or observations that you may consider relevant to this study	(iv) Currently each programme/project comes with its capacity building component. The Ministry or agency that signs the agreement on behalf of the government assumes the coordination responsibility. The result is summarized in (4) above.						

APPENDIX 2

INSTITUTIONS/PERSONS MET: GHANA

Ministry of Finance:

1. Mrs. Peace Ayisi-Okyere
Director
Multilateral Division
Ministry of Finance
 2. Dr. C.D. Anyoni
Ministry of Finance
Head, I.F.I.

Center for Policy Analysis (CEPA) 7 October 2002

3. Dr. Nii Kwaku Sowa
Core Fellow
Centre for Policy Analysis
 4. Dr. Nii Noi Ashong
Core Fellow
Centre for Policy Analysis

Economic Policy Management Programme (EPM) 8 October 2002
Department of Economics University of Ghana

5. Mr. Kwaku Tsikata
Head of Department/Director of EPM Programme
 6. Dr. Henry E. Jackson
EPM Programme Manager
 7. Mr. Kwame Asamoah
Administrator of EPM

A REVIEW OF COUNTRY
EXPERIENCE IN THE
COORDINATION OF PUBLIC
SECTOR CAPACITY BUILDING IN
SUB-SAHARAN AFRICA: *A REVIEW OF THE
EFFECTIVENESS OF NATIONAL FOCAL POINTS FOR
CAPACITY BUILDING & OTHER EXISTING INSTITUTIONAL
FRAMEWORKS*

NIGERIA

THE AFRICAN CAPACITY BUILDING FOUNDATION
OPERATIONS AND THEMATIC RESEARCH REPORTS

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Capacity Building Programme in Nigeria Framework for Implementation of PACT at the National Level

6.1 Introduction

The current framework for the implementation of Capacity Building at the national level in Nigeria originates from a request from the African Governors on the World Bank Board of Governors to the World Bank President at the 1995 Annual Meeting to take immediate measures to address the critical capacity building problems in African countries.

The request was made in recognition that sub-Saharan Africa has been characterized by severe capacity constraints in all sectors of the economy such as, shortage of skilled staff, weak institutional environment that undermine the proper utilization of existing capacity, inadequate training facilities, and limited capacity to satisfy the need and retention of available skilled personnel. The private sector has limited capacity for business development and for financial and resource management. The emerging civil society is has not gained the strength and momentum to play a significant role in governance. The legal and judicial systems generally do not function in a manner that gives confidence to participants in the public and private sectors and in the civil society.

6.2 PACT and NFP Origin

The request culminated in the launching of a strategy paper entitled “Partnership for Capacity Building in Africa: Strategy and Programme of Action (PACT)” in September 1996. In view of the widespread support required to implement the programme, PACT was likened to a tripod with the following long-standing Partners in development process and capacity building in Africa constituting the three legs:

1. Sub-Saharan African countries
2. Relevant multilateral institutions
3. Bilateral donors

PACT is intended to be an umbrella support mechanism to facilitate all ongoing capacity building programmes at the national and regional levels in Africa. PACT identified the main elements of the initiative to include:

- Centrality of capacity building and utilization in the development process
- Public sector reforms including good governance, strengthening of policy analysis capability,
- Human resource development at all tiers of education levels
- Strengthening of capacity in the private sector and the civil society and ownership of the programmes by host countries.

The report recommended that a National Capacity Building Secretariat should be established in each country to champion and coordinate capacity building initiatives and efforts that are customized to the country's needs and circumstances. The recommended terms of reference of the secretariat include:

- (a) Provide a vision and a set of priorities and guidelines for capacity building;
- (b) Develop national priorities, strategies, and programmes for capacity building;
- (c) Help mobilize funds for proposed capacity building programmes through liaison with all donor organisations;
- (d) Maintain an information base on capacity and capacity building priorities;
- (e) Evaluate the implementation of the programmes and the development of capacity in the country.

6.3 Nigerian NFP Institutional Structure

Based on the above recommendations, the Federal Government of Nigeria established a unique three-tier structure as follows:

- (i) A Ministerial Committee**
- (ii) An Advisory Technical Committee**
- (iii) A National Committee for Capacity Building**

The Ministerial Committee

The composition of the Ministerial Committee is as follows:

- (i) Minister of Finance (Chairman)
- (ii) Minister of National Planning Commission
- (iii) Minister of Education
- (iv) Minister of Health
- (v) Minister of Labour and Productivity
- (vi) Minister of Agriculture
- (vii) Permanent Secretary [Establishment], Office of Establishment and Management Services of the Presidency
- (viii) Chairman, National Association of Chambers of Commerce, Industry, Mines and Agriculture

The Ministerial Committee is enjoined to do the following:

- (a) Be responsible to the Head of State for the success of the Capacity Building and Utilisation Programme in Nigeria
- (b) Formulate a National Programme on Capacity Building and Utilisation in Nigeria
- (c) Be the highest policy making body in respect of the proposed programme and prescribe policy accordingly
- (d) Mobilise adequate funds (domestic and international) and technical support for the programme
- (e) Be responsible for the overall supervision of the effective execution and monitoring of the programme
- (f) Liaise at the international level with the Partnership Group and the Capacity Forum of the Partnership for African Capacity Building (PACT) to promote Nigeria's vital interests

The Technical Advisory Committee (TAC)

The TAC consists of the following members:

- (i) Director, Multilateral Institutions Department, Federal Ministry of Finance (Chairman), and

The following representatives not below the rank of Director:

- (ii) National Planning Commission
- (iii) Office of Establishments and Management Services of the Presidency
- (iv) Federal Ministry of Education
- (v) Federal Ministry of Health
- (vi) Federal Ministry of Industry
- (vii) Federal Ministry of Labour and Productivity
- (viii) Federal Ministry of Science and Technology
- (ix) Federal Ministry of Agriculture
- (x) Central Bank of Nigeria and

Others from the following institutions not below the rank of Director-General:

- (xi) National Association of Chamber of Commerce, Industry, Mines and Agriculture
- (xii) Administrative Staff College of Nigeria
- (xiii) National Centre for Economic Management and Administration
- (xiv) A Non-Governmental Organisation
- (xv) Centre for Management Development and
- (xvi) A University Professor nominated by the National Universities Commission

The Advisory Committee is responsible for:

- (a) Rendering advise to the Ministerial Committee on financial and technical issues relating to Capacity Building and Utilisation in Nigeria
- (b) Provide technical support for the formulation of a National programme on capacity building and utilization in Nigeria
- (c) Making recommendations to the Ministerial Committee on strategic priorities for capacity development and utilization in Nigeria
- (d) Monitoring the implementation of the programme in Nigeria
- (e) Recommending policy measures designed to strengthen the content and execution of the programme in Nigeria

National Secretariat for Capacity Building (NSCB)

The National Secretariat is located in the Multilateral Institutions Department, Federal Ministry of Finance. The Director of the Department is the Head of the Secretariat. The functions constitute an additional responsibility to his normal functions as the Director of the multilateral Institutions Department.

Currently, there is no formal organigram or administrative structure in place for the Secretariat per se. The first budgetary appropriation to the Secretariat was made in the 2002 budget. The Director is supported by his Deputy and six other staff. A Chief Administrative Officer in the Department is Secretary/Project Officer to the NSCB. He in turn performs this function as an additional responsibility to his normal administrative functions within the Multilateral Department.

The functions of the Secretariat are to:

- (a) Constitute the National Focal Point in respect of the Capacity Building Initiative in Nigeria.
- (b) Implement the National Programme on Capacity Building and Utilisation nationwide, under the general guidance of the Ministerial Committee.
- (c) Service both the Ministerial Committee and the Advisory Technical Committee.
- (d) Liaise effectively with the International Secretariat on PACT, and Multilateral and Bilateral donors as the need arises.
- (e) Coordinate local and international capacity building efforts in Nigeria.
- (f) Facilitate and coordinate Nigeria's attendance of meetings of the Partnership Group and the Capacity Forum.

6.4 Activities Undertaken by the NSCB

A national workshop on Capacity Building and Utilisation in Nigeria was held in December 1997. The workshop recommended that there need for a National Capacity Assessment Study based on four identified sectors of the economy, namely,

- Public Sector

- Private Sector
- Educational Institutions and
- Civil Society

The NSCB along with the Advisory Technical Committee and in consultation with the World Bank developed the terms of reference for the study. Thereafter, the following five consultants were appointed to carry out the study in the following areas:

Coordinating Consultant

M/S Sages Consult Sages

Public Sector

Administrative Staff College of Nigeria (ASCON)

National Centre for Economic Management and Administration (NCEMA)

Private Sector

Development Policy Centre (DPC)

Educational Institutions

Centre for Management Development (CMD)

Civil Society

Nigeria Economic Society

On completion of the studies, the ATC met several times to review the draft report. Subsequently, the report was subjected to serious public scrutinizes at a National Workshop held in February 2000.

Outcome of Assessment Workshop

The workshop was able to proffer follow-up actions for monitoring and implementation of a proposed Action Plan. The report of the studies was subsequently finalized and has been approved by the Federal Executive Council.

6.5 Next Steps

The next stage is to commence the implementation of the studies. The implementation of the studies would cut across all the sectors of the economy.

Scope of NSCB Role: The NSCB has intimated that its responsibility would be limited to guiding and monitoring the implementation of the recommendations and action plan.

Stakeholder Consultation and Work Plan: The NSCB and ATC had planned to hold discussions with stakeholders in December 2001 or January 2002 to come up with a work plan for the implementation of the Action Plan.

National Workshop on Work Plan: It was also planned that a National Workshop on the Work Plan would follow the Stakeholder consultation in March/April 2002.

Preparation of Proposal for ACBF Funding: The stakeholder consultation, development of the work plan and its related National Workshop has all NOT happened. Meanwhile, the NSCB is working with the consultant who coordinated the studies to develop projects from the NCAS report. The identified projects would be processed through the relevant national approvals. Subsequently, a formal request for funding would be forwarded to the ACBF for their necessary action.

6.6 Observations and Issues

6.6.1 Observation:

Concept Development: The development of the concept and framework is excellent. It traces its roots to the original source of the idea.

6.6.2 Issues:

1. **Local Government Representation:** Representation of Local Governments and Local Communities where capacity appears to be the weakest is absent in the Ministerial and Technical Advisory Committees.

2. **Women representation:** also, women representation is absent.
3. **Substainability of Current Secretariat Arrangement:** Current funding arrangements need consolidation and energizing.
4. **Fully-fledged and full time staffing:** The Secretariat is located at the Multilateral Division of the Ministry of Finance. The Division takes on the NFP function as an appendage. The Secretariat needs full time qualified and competent staff to succeed.
5. **Qualitative v quantitative analysis limitations/implications of study:** The needs assessments that have been conducted to date have focused on qualitative needs. Quantitative and specific numerical needs in various skills and expertise would help in planning and costing.

Recommendation

Nigeria has already made a decision on the location of its NFP and put in substantial time and effort. There is no need to rock the boat. What would be desirable from the ACBF would be to provide the required guidance, support and assistance.

APPENDIX 1:

A STUDY OF THE EFFECTIVENESS AND POTENTIALS OF NATIONAL FOCAL POINTS FOR CAPACITY BUILDING

	Question	Answer
1	What institutional structure coordinates Capacity Building in your country – National Focal Point for Capacity Building (NFP)?	Three-Tier System: <ul style="list-style-type: none"> • The Ministerial Committee • The Advisory Technical Committee (ATC) • The Nigerian National Secretariat for Capacity Building (NNSCB)
2	What is the name of the National Focal Point (NFP)?	Nigerian National Secretariat for Capacity Building (NNSCB)
3	When was the NFP set up?	1997
4	What was the source of the idea that led to the establishment of NFP? <ul style="list-style-type: none"> • Government? Which Ministry or Agency • The Private sector? Which Organization? • Civil Society? Which Organization? • ACBF? • Others? 	Based on recommendation from African Governors Report entitled “Partnership for Capacity Building in Africa: Strategy and Programme of Action”. NOTE: Report recommended establishment of National Capacity Building Secretariat in each country in order to, among other things, lead and bring modicum of focus to the country’s capacity building initiatives and efforts.
5	Is the ACBF Grant Agreement for the NFP negotiated and signed yet?	Negotiated and ready for signing. Nigerian High Commissioner in Zimbabwe has been authorized to sign
6	If the answer to (5) is no, what is the cause of the delay?	Not applicable
7	Using a scale of 0-5 (0 = poor = Excellent), how would you rate the visibility of the NFP among major institutions in the public and private sector as well among civil society organizations and donor agencies and other capacity building institutions in the country?	Very good (4). Because fully participatory and all key stakeholders are represented in policy formulation and implementation
8.	Where is the NFP located?	Multilateral Institutions Department, Federal Ministry of Finance
9	Who or which organization(s) determined the choice of the location? Which other stakeholders were consulted as to the choice of location?	The Head of State since the Federal Minister of Finance was part of the meeting that took the PACT initiative
10	Which Ministry, Agency or Body oversees the activities of the NFP?	The Ministerial Committee and the Advisory Technical Committee
11	How are the activities of the NFP identified and approved for implementation? Is there a governance organ that is responsible for this?	Through the 1997 Proceedings of Workshop on Capacity Building and Utilization and the National Capacity Assessment Report of the Federal Republic of Nigeria in Collaboration with The World Bank
12	Which stakeholders are represented in what governance organs of the NFP?	All the most directly related sector ministries in public sector, i.e., Finance, National Planning Commission, Education, Health, Labour and Productivity,

		Agriculture, and Office of Establishment and Management Services; the private sector and civil society
13	What are the qualifications and ranks of the representatives?	Federal Ministers of State, Public Officers not below the rank of Director, university Professor, and Directors-General of Private Sector and Civil Society institutions/organizations
14	What is the size of the composition of the staff complement of the NFP? <ul style="list-style-type: none">• No. of full-time staff and ranks• No. of part-time/seconded or loaned staff• Institutions from which part-time/seconded staff are drawn	Seven (7) top to middle public officers. <ul style="list-style-type: none">• Director, Deputy Director, Chief and others• None, But consultants used when necessary.• Not applicable
15	How frequently does the Steering or Management Committee of the NFP, if any, meet?	Ministerial – Quarterly every six months. Advisory Technical Committee - Monthly
16	What is the size of the annual budget of the NFP and what are the sources of finance for it? <ul style="list-style-type: none">• How much is government contributing – cash and in-kind contributions?• Size of private sector contribution?• Size of funding from Civil Society ACBF Grant?• What is the size of funding support from other stakeholders?	First formal government budgetary appropriation came in the 2002 budget <ul style="list-style-type: none">• N100.0 Million• Not known• Civil Society contribution not known• ACBF Grant \$50,000 agreement concluded. ACBF providing \$2.0 million to National Assembly for policy analysis Analysis and Research. It also funds the Development Policy Centre and ??? directly. Further funding expected upon submission of Assessment Action Plan. World Bank contribute \$80, 000 for the Assessment Study. Others not known yet.
17	List the activities that have been carried out so far by the NFP?	1997 Workshop on Capacity Building and Utilization and 2000 National Assessment Study
18	What impact has the NFP had since its operation?	i) Sensitization of government and all other stakeholders on the need and benefits of coordinated and concerted capacity building policy formulation and implementation ii) Enhanced visibility and profile of ACBF
19	In your judgment is the NFP sustainable financially and operationally	Yes. Has the fullest political support and commitment from the top. Formal budget appropriation has started. Private sector representatives would be used to solicit funds from the private sector. ACBF and other donor support expected to continue and consolidate

20	List three major strengths and three major weaknesses of your NFP	<p>Strengths</p> <p>1. Has highest political commitment and support.</p> <p>2. Has higher stakeholder representation, blending and participation</p> <p>3. Enjoys good working relations with and cooperation from the donors and international partners</p>	<p>Weaknesses</p> <p>1. Uncertainties with fund pledges and releases</p> <p>2. Frequency of meetings has stalled after the Assessment Workshop. For example, Advisory Technical Committee has not met for over five months</p> <p>3. Quality of staff NNSCB to be upgraded and retooled to meet the challenges its new challenges</p>
21	In your judgment which institutional is most suitable in your country context for fostering consultation among stakeholders (government, private sector and civil society) and coordinating national capacity building efforts?	Current institutional arrangement is fine. Except that specific gender representation is missing	
22	Provide any additional comments or observations that you may consider relevant to this study	ACBF to be more proactive and effective in nurturing and facilitating activities of NFPs. For example	<ul style="list-style-type: none"> (i) Last year the only visible continental activity undertaken by the ACBF was the workshop it held at Bamako, Mali (ii) NFPs could be encouraged to write periodic newsletters, periodic reports and annual reports that highlight their activities and significant strides and achievements. These should be copied to the ACBF. The ACBF would in turn consolidate these newsletters and reports for distribution to encourage sharing and exchange of views and experiences.

APPENDIX 2: PERSONS MET

Arrival Date Lagos/Abuja Mr. A. Wada	: 18 September 2002 Deputy Director, Multilateral Institutions
Mr. G.D. Mamman	: 18 September 2002 Chief Administrative Officer/Project Officer
Departure Date	: 18, 19 & 20 September 2002
	: 21 September 2002 Abuja-Lagos-Addis Ababa

NOTE:

1. Country office was not expecting me. The choice was between leaving and coming back at a later date or managing the situation to get as much data as required to write a meaningful report. I opted for the latter.
2. I also had to spend some time to follow up on a DHL package that contained my tickets for the rest of the trip.

A REVIEW OF COUNTRY
EXPERIENCE IN THE
COORDINATION OF PUBLIC
SECTOR CAPACITY BUILDING IN
SUB-SAHARAN AFRICA: *A REVIEW OF THE
EFFECTIVENESS OF NATIONAL FOCAL POINTS FOR
CAPACITY BUILDING & OTHER EXISTING INSTITUTIONAL
FRAMEWORKS*

TANZANIA

THE AFRICAN CAPACITY BUILDING FOUNDATION
OPERATIONS AND THEMATIC RESEARCH REPORTS

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A Study on the Effectiveness and Potentials Focal Points for Capacity Building

7.1 Introduction

Finding: The Ministry of Finance in Tanzania gave formal endorsement to the Economic and Social Research Foundation (ESRF) act as the countries National Focal Point. The endorsement was contained in a letter dated 17/09/ 2002. ACBF concurrence is being awaited.

Recommendation: We congratulate ESRF and recommend to the ACBF to give all necessary support and encouragement to the Government of Tanzania to establish the NFP at the ESRF.

7.2 ESRF Profile and Capability Statement

7.2.1 Establishment and Board Composition

ESRF is an independent non-profit, NGO supported by the ACBF and the Government of Tanzania. ESRF operations began on April 1994. A Board of Trustees guides ESRF. Membership of the Board is drawn from Government, Bank of Tanzania, Universities, Private Sector, Civil Society and the national and international community of scholars.

The current composition of the Board is as follows (Annual Report 2000 refers):

- i. Dean, Faculty of Arts and Social Sciences, Univ. of Dar es Salaam, Chairman
- ii. Director, Tanzanian Institute of Education
- iii. Permanent Secretary, Planning Commission
- iv. Deputy Permanent Secretary, Ministry of Finance
- v. Permanent Secretary, Civil Service Department
- vi. Chairperson, Tanzanian Association of NGOs.
- vii. Chairman, Infortech Investment Limited
- viii. Programme Coordinator, Tanzanian Gender Networking Department
- ix. Advocate, Kato, Kashonda & Mngura Advocates

- x. Senior Lecturer, Department of Agriculture, Economics and Agribusiness Sokoine University of Agriculture

NOTE: Four women and six men represented.

7.2.2 Staff Profile

According to the 2000 Annual Report, 21 key staff. Executive Director with Ph.D., six other Ph.D.s and others with Masters degrees and below. In addition arrangements are in place to draw on resources from other institutions and organizations.

7.2.3 Key Activities

The key activities include the following:

- b. Has been in existence since 1994. Undertaken assessment studies in 1994, 1999 and 2002. Coordinated a major study on the status of capacity building in various sectors including the public sector, private sector, civil society, education, and local administration.
- c. Facilitated dialogue on local taxes between the Dar es Salaam City Council and the Confederation of Tanzanian industries.
- d. Provided technical backstopping support for the Planning Commission.
- e. Played a key role in formulating the sector development programme for the Ministry of Education.
- f. Contributed to policy initiatives by UNIDO and UNCTAD.

7.2.4 Strengths

- 1. Very familiar with the terrain having been operating since 1994. Possesses the institutional memory for capacity building.
- 2. Independent non-profit profession organization. Minimal political interference expected.
- 3. Since funded by both GOT and ACBF best positioned to serve both interests.
- 4. Consistent with current thinking on public/private partnerships.

7.2.5 Weaknesses

1. Past activities have focused on Economics.
2. Capacity building is multidisciplinary and cross cutting.
3. Expanded mandate requires change management from both the general public and EPRS.
4. Lessons of best practices of NFP concept are non available. Therefore, lots of learning from experience would be expected.

7.3 Additional Comments and Observations

1. To enable the ESRP to take on the additional function as the NFP, ESRP would need strengthening for:
 - Expanded mandate
 - Network
 - Database
 - Partnerships
 - Infrastructure
2. ESRP asked for examples/literature on the NFP. ACFB Head Office has copious literature on this. The background information to the terms of reference for this assignment provides an excellent summary of the relevant literature and model NFP.

7.4 Recommendation

The Ministry of Finance acknowledges that it does not have the full time staff, time, resources and attention to devote to the functions of the NFP. Accordingly, it has voluntarily and willingly relegated the NFP responsibility to the ESRF for the reasons assigned in 7.2.4. This could be a laudable example for countries such as Ghana and Uganda that have not made a firm decision on the location of NFP to emulate.

A STUDY OF THE EFFECTIVENESS AND POTENTIALS OF NATIONAL FOCAL POINTS FOR CAPACITY BUILDING: TANZANIA

	Question	Answer
1	What institutional structure coordinates Capacity Building in your country – National Focal Point for Capacity Building (NFP)?	Economic and Social Research Foundation (ESRF). An independent non-profit, NGO supported by the ACBF and the Government of Tanzania
2	What is the name of the National Focal Point (NFP)?	1. ESRF
3	When was the NFP set up?	ESRF operations began on April 1994. Ministry of Finance formal endorsement to act as NFP contained in letter dated 17/09/2002. Awaiting ACBF concurrence
4	What was the source of the idea that led to the establishment of NFP? <ul style="list-style-type: none"> • Government? Which Ministry or Agency • The Private sector? Which Organization? • Civil Society? Which Organization? • ACBF? • Others? 	ESRF, Civil Service Department, Ministry of Finance, ACBF
5	Is the ACBF Grant Agreement for the NFP negotiated and signed yet?	No
6	If the answer to (5) is no, what is the cause of the delay?	Awaiting ACBF concurrence
7	Using a scale of 0-5 (0 = poor = Excellent), how would you rate the visibility of the NFP among major institutions in the public and private sector as well among civil society organizations and donor agencies and other capacity building institutions in the country?	4.5
8.	Where is the NFP located?	51 Uporoto Street, Ursino Estate, Dar es Salaam
9	Who or which organization(s) determined the choice of the location? Which other stakeholders were consulted as to the choice of location?	Ministry of Finance and ESRF, ACBF
10	Which Ministry, Agency or Body oversees the activities of the NFP?	Provisionally, Ministry of Finance. Final determination after final approval/consultative processes has been completed
11	How are the activities of the NFP identified and approved for implementation? Is there a governance organ that is responsible for this?	Guided by a Board of Trustees
12	Which stakeholders are represented in what governance organs of the NFP?	Government, Bank of Tanzania, Universities, Private Sector, Civil Society and the national and international community of scholars.
13	What are the qualifications and ranks of the representatives?	Currently: i) Dean, Faculty of Arts and Social Sciences,

		<p>ii) Univ. of Dar es Salaam, Chairman Director, Tanzania Institute of Education</p> <p>iii) Permanent Secretary, Planning Commission</p> <p>iv) Deputy Permanent Secretary, Ministry of Finance</p> <p>v) Permanent Secretary, Civil Service Department</p> <p>vi) Chairperson, Tanzanian Association of NGOs</p> <p>vii) Chairman, Infortech Investment Limited</p> <p>viii) Programme Coordinator, Tanzanian Gender Networking Department</p> <p>ix) Advocate, Kato, Kashonda & Mngura Advocates</p> <p>x) Senior Lecturer, Department of Agriculture, Economics and Agribusiness Sokoine University of Agriculture</p> <p>NOTE: Four women and six men represented</p>
14	What is the size of the composition of the staff complement of the NFP? <ul style="list-style-type: none">• No. of full-time staff and ranks• No. of part-time/seconded or loaned staff• Institutions from which part-time/seconded staff are drawn	According to the 2000 Annual Report, 21 key staff. Executive Director with Ph.D., six other Ph.D.s and other Masters degrees and below. In addition arrangements are in place to draw on resources from other institutions and organizations.
15	How frequently does the Steering or Management Committee of the NFP, if any, meet?	About quarterly
16	What is the size of the annual budget of the NFP and what are the sources of finance for it? <ul style="list-style-type: none">• How much is government contributing – cash and in-kind contributions?• Size of private sector contribution?• Size of funding from Civil Society ACBF Grant?• What is the size of funding support from other stakeholders?	\$1.38 million \$0.9 million (ACBF) \$0.86 (Contract Research) \$0.03 (Other Income)
17	List the activities that have been carried out so far by the NFP?	The activities include the following: <ul style="list-style-type: none">a) Has been in existence since 1994. Undertaken assessment studies in 1994, 1999 and 2002b) Coordinated a major study on the status of capacity building in various sectors including the public sector, private sector, civil society, education and local administrationc) Facilitated dialogue on local taxes between the Dar es Salaam city Council and the Confederation of Tanzanian industries.d) Provided technical backstopping support for the Planning Commissione) Played a key role in formulating the sector development programme for the Ministry of Education.f) Contributed to policy initiatives by UNIDO and

		UNCTAD				
18	What impact has the NFP had since its operation?	Great impact. See 17 above				
19	In your judgment is the NFP sustainable financially and operationally	Yes. Has fullest support of the government. About 70% of its income was generated itself. ACBF contributed the remaining 30%				
20	List three major strengths and three major weaknesses of your NFP	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%; padding: 5px;">Strengths</td><td style="width: 50%; padding: 5px;">Weaknesses</td></tr> <tr> <td style="padding: 5px; vertical-align: top;"> 1. Very familiar with the terrain having been operating since 1994 2. Possesses the institutional memory for capacity building 3. Independent non-profit profession organization. Minimal political interference expected 4. Since funded by both GOT and ACBF best positioned to serve both interests 5. Consistent with current thinking on public/private partnerships </td><td style="padding: 5px; vertical-align: top;"> 1. Past activities have focused on Economics Capacity building is multidisciplinary and cross cutting 2. Expanded mandate requires change management from both the general public and EPRS 3. best practices of NFP concept non available. Therefore, lots of learning from experience to be expected </td></tr> </table>	Strengths	Weaknesses	1. Very familiar with the terrain having been operating since 1994 2. Possesses the institutional memory for capacity building 3. Independent non-profit profession organization. Minimal political interference expected 4. Since funded by both GOT and ACBF best positioned to serve both interests 5. Consistent with current thinking on public/private partnerships	1. Past activities have focused on Economics Capacity building is multidisciplinary and cross cutting 2. Expanded mandate requires change management from both the general public and EPRS 3. best practices of NFP concept non available. Therefore, lots of learning from experience to be expected
Strengths	Weaknesses					
1. Very familiar with the terrain having been operating since 1994 2. Possesses the institutional memory for capacity building 3. Independent non-profit profession organization. Minimal political interference expected 4. Since funded by both GOT and ACBF best positioned to serve both interests 5. Consistent with current thinking on public/private partnerships	1. Past activities have focused on Economics Capacity building is multidisciplinary and cross cutting 2. Expanded mandate requires change management from both the general public and EPRS 3. best practices of NFP concept non available. Therefore, lots of learning from experience to be expected					
21	In your judgment which institutional is most suitable in your country context for fostering consultation among stakeholders (government, private sector and civil society) and coordinating national capacity building efforts?	ESRF				
22	Provide any additional comments or observations that you may consider relevant to this study	<p>ESRF needs strengthening for:</p> <ul style="list-style-type: none"> • Expandend mandate • Network • Database • Partnerships • Infrastructure 				

APPENDIX 2
INSTITUTIONS/PERSONS MET: TANZANIA

Professor Haidari K. R. Amani
Executive Director
Economic and Social Policy Research

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Ms. Joyce Mapunjo
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Mrs T. E. Ngonyani
Desk Officer
Regional Cooperation Section

A REVIEW OF COUNTRY
EXPERIENCE IN THE
COORDINATION OF PUBLIC
SECTOR CAPACITY BUILDING IN
SUB-SAHARAN AFRICA: *A REVIEW OF THE
EFFECTIVENESS OF NATIONAL FOCAL POINTS FOR
CAPACITY BUILDING & OTHER EXISTING INSTITUTIONAL
FRAMEWORKS*

UGANDA

THE AFRICAN CAPACITY BUILDING FOUNDATION
OPERATIONS AND THEMATIC RESEARCH REPORTS

22/2003

A Study on the Effectiveness and Potentials of Potentials Focal Points for Capacity Building

8.1 Introduction

The Economic Research Policy Centre (EPRC) based at the University of Makerere served as the host for the mission. Appointments were made for me to meet with the Acting Vice-Chancellor of the University of Makerere, Director of Makerere Institute of Social Research, Director of Makerere University Institute of Economics, Director of Uganda Management Institute and the Assistant Commissioner, Economic Development Policy and Research Department of the Ministry of Finance, Planning and Economic Development. Appointments to meet with the Deputy Head of Public Service and Secretary to Administrative Reform, Ministry of Public service and Director of Economic Affairs did not materialize.

In Uganda, the Economic Planning and Policy Research Department of the Ministry of Finance, Planning and Economic Development have assumed the functions of National Focal Point. The officer in charge (Assistant Commissioner) mentioned that this aspect of his job blends with those of the Ministry of Public Service and the Civil Service Department.

The visibility of the Ministry's assumption of the NFP appears limited. All the persons interviewed had a fair reflection of an erstwhile Manpower Division within the Ministry of Finance that used to perform that function. They were however, not sure of what organization or institution inherited that function. I was directed to confirm from the Ministry of Finance, which I did.

8.2 Findings and Observations

1. Potential candidates for hosting the NFP include, MFPED, Ministry of Public Services, Ministry of Education or Makerere University Institute of Social Research.
2. All education and training programmes regardless of the field of specialty have been transferred to the Ministry of Education.

3. The Government policy is to have decentralization policies and programmes evolve from and develop in the local communities to the Central Government.
4. It was noted that the Rockefeller Foundation, Carnegie Corporation, and World Bank Consortium have launched a joint initiative in the amount of \$100.0 million over a five-year period to strengthen and support capacity building of selected African universities and governments. The four universities are:
 - (i) Makerere University, Uganda.
 - (ii) University of Ghana, Ghana.
 - (iii) University of Mozambique, Mozambique.
 - (iv) University of Dar es Salaam, Tanzania.

Makerere University has been commissioned by the Government of Uganda to use part of the fund to advance the cause and development of decentralized governance in Uganda. MISR is serving as the focal point for the Decentralization Programme being implemented by Makerere University on behalf of the Government of Uganda.

5. In addition, it was noted that the World Bank has provided \$1.9 million to MISR to build a Resource Centre for Decentralization.

8.3 Recommendations

MIRS recommended as the most suitable candidate to serve as the NFP. The reasons are provided below.

- 1. Institutional Memory:** MISR was established in 1948. It possesses institutional memory.
- 2. Track Record:** Currently it is serving as National Focal Point (NFP) for National Decentralization Capacity Building Project funded by Rockefeller Foundation, Carnegie Corporation and World Bank. This has involved a process very similar to what ACBF has outlined for the establishment of NFPs. MIRS have handled this project very

effectively and competently to date. It is recommended that the MIRS potential be enhanced and tapped for the establishment of the Ugandan NFP.

3. **Consistency with Government Policy:** Using MISR/Makerere University as the NFP is consistent with current Government policy of entrusting all capacity building activities in the hands of the Ministry of Education. Government policy is to develop capacity building initiatives and plans from the grassroots. MISR has handled the decentralization component very well. It would be a natural extension to let MISR build up from the district to the center and consolidate both.
4. **Tanzanian Precedence:** A precedent has been set in Tanzania. The Ministry of Finance in Tanzania has realized the benefit of allowing a non-governmental non-profit organization to serve as the NFP. The Tanzanian Ministry of Finance has willingly relinquished the NFP function to the Economic and Social Research Foundation (ESRF) in Tanzania and given it its blessings.

A STUDY OF THE EFFECTIVENESS OF NATIONAL FOCAL POINTS FOR CAPACITY BUILDING: UGANDA

	Question	Answer
1	What institutional structure coordinates Capacity Building in your country – National Focal Point for Capacity Building (NFP)?	Assumed by the Ministry of Finance, Planning and Economic Development (MFPED)
2	What is the name of the National Focal Point (NFP)?	Economic Planning and Policy Research Department of the MFPED
3	When was the NFP set up?	Not Formally set up
4	What was the source of the idea that led to the establishment of NFP? <ul style="list-style-type: none"> • Government? Which Ministry or Agency • The Private sector? Which Organization? • Civil Society? Which Organization? • ACBF? • Others? 	Not applicable
5	Is the ACBF Grant Agreement for the NFP negotiated and signed yet?	No
6	If the answer to (5) is no, what is the cause of the delay?	Negotiation still in progress
7	Using a scale of 0-5 (0 = poor = Excellent), how would you rate the visibility of the NFP among major institutions in the public and private sector as well among civil society organizations and donor agencies and other capacity building institutions in the country?	Not applicable
8.	Where is the NFP located?	MFPED in principle
9	Who or which organization(s) determined the choice of the location? Which other stakeholders were consulted as to the choice of location?	By default
10	Which Ministry, Agency or Body oversees the activities of the NFP?	MFPED
11	How are the activities of the NFP identified and approved for implementation? Is there a governance organ that is responsible for this?	Not applicable
12	Which stakeholders are represented in what governance organs of the NFP?	Not applicable
13	What are the qualifications and ranks of the representatives?	Not applicable
14	What is the size of the composition of the staff complement of the NFP? <ul style="list-style-type: none"> • No. of full-time staff and ranks • No. of part-time/seconded or loaned staff • Institutions from which part-time/seconded staff are drawn 	Not applicable
15	How frequently does the Steering or Management Committee of the NFP, if any, meet?	No applicable
16	What is the size of the annual budget of the NFP and what are the sources of finance for it?	Not applicable

	<ul style="list-style-type: none"> • How much is government contributing – cash and in-kind contributions? • Size of private sector contribution? • Size of funding from Civil Society ACBF Grant? • What is the size of funding support from other stakeholders? 	
17	List the activities that have been carried out so far by the NFP?	Not applicable
18	What impact has the NFP had since its operation?	Not applicable
19	In your judgment is the NFP sustainable financially and operationally	Not applicable
20	List three major strengths and three major weaknesses of your NFP	Not applicable
21	In your judgment which institutional is most suitable in your country context for fostering consultation among stakeholders (government, private sector and civil society) and coordinating national capacity building efforts?	Potential candidates, MFPED, Ministry of Public Services, Ministry of Education or Makerere University Institute of Social Research
22	Provide any additional comments or observations that you may consider relevant to this study	<p>MIRS recommended. Reasons provided below</p> <ol style="list-style-type: none"> 1. All education and training programmes regardless of the field of specialty have been transferred to the Ministry of Education 2. MISR established in 1948. Possesses institutional memory. Currently serving as National Focal Point (NFP) for National Decentralization Capacity Building Project funded by Rockefeller Foundation, Carnegie Corporation and World Bank <p>NOTE:</p> <ol style="list-style-type: none"> 1. The Rockefeller Foundation, Carnegie Corporation, and World BANK Consortium have launched a joint initiative in the amount of \$100.0 million over a five-year period to strengthen and support capacity building of selected African universities and governments. <p>The four universities are:</p> <p>i) Makerere University, Uganda</p>

		<p>ii) University of Ghana, Ghana</p> <p>iii) University of Mozambique, Mozambique</p> <p>iv) University of Dar es Salaam, Tanzania</p> <p>2. In addition the World Bank has provided \$1.9 million to MISR to build a Resource Centre for Decentralization</p>
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INSTITUTIONS/PERSONS MET: UGANDA

Date	Person Met	Time
25 September 2002	Arrival	7.30 p.m.
26 September 2002	Dr. Godfrey Bahiigwa Acting Executive Director/ Senior Research Fellow Economic Policy Research Centre (EPRC) Tel: 256-41-540141 Email: bahiigwa@eprc.or.ug Professor Justin Epelu-Opio Acting Vice-Chancellor Makerere University Tel: 256-41-553-2479 Email: VC@uga.healthnet.org	8.45 a.m. 10.00 a.m.
27 September 2002	Mr. James Kalebo Director Uganda Management Institute Dr. John Kiyaga-Nsubuga Deputy Director Uganda Management Institute Tel: 256-41-259722/250974/256176 Email: umi@starcom.co.ug Mr. Kenneth Mugambe Assistant Commissioner Economic Development Policy Department Ministry of Finance Planning and Economic Development Tel: 256-41-258698/234700 Email: kmugambe@africaonline.co.ug	3.00 p.m. 9.00 a.m.

Date	Person Met	Time	
27 September 2002	Mr. Patrick Mulindwa Research Secretary	10.00 a.m.	91

	<p>Makerere Institute of Social Research Cell. Phone: 256-(0) 77-490-310</p> <p>Stood in for</p> <p>Dr. Nakanyike Musisi Director Makerere Institute of Social Research Tel: 256-41-554-582 Fax: 256-41-532-533 Email: diremisr@imul.com</p>	
	<p>Dr. A. M. Balihlita Associate Director Makerere University Institute of Economics Tel: 256-41-530115 Email: econinst@muie.mak.ac.ug abalihuta@muie.mak.ac.ug</p>	11.00 a.m.
28 September 2002	<p>Ms. Hilda Mugabira Deputy Head of Public Service and Secretary to Administrative Reform Ministry of Public Service</p> <p>Mr. Kenneth Muhakkizi Director of Economic Affairs</p> <p>Departure to Tanzania</p>	<p>Meeting did not come on. Officer had traveled</p> <p>Same as above</p> <p>3.30 a.m.</p>



THE AFRICAN CAPACITY BUILDING FOUNDATION
OPERATIONS AND THEMATIC RESEARCH REPORTS

2P / 2003

9.1 Introduction

Eleven people representing a wide range of stakeholders were interviewed. These include Government Ministries, Public Institutions/Agencies, Organized Business, University of Botswana and Civil Society.

The status of the NFP in Botswana is not yet determined. However, it is generally accepted from the highest office – The Department of Public Service Management (DPSM) and The Office of The President – that the Executive Director of the Botswana Institute for Development Policy Analysis's (BIDPA) has direct contact with ACBF in Harare and receives funding for his projects.

9.2 Vision 2016

Botswana will be 50 years in year 2016, which is a very significant milestone. The Vision is a very rally point for the entire country at the moment. According to the Head of the Vision Secretariat, it is about the following:

- To carry out the mandate of the people,
- To try and change the mind-set of the people from relaying on diamonds to be more industrious and productive on other industries and areas,
- To encourage the nation to move away from the ‘status quo’,
- To inculcate the desire to be a better country,
- To achieve prosperity for all by 2016.

The major challenges therefore, are on the implementation modalities for this vision and the manpower and human capacity needs to see it through to the end. The Vision Secretariat is located in the Botswana Institute for Development Policy Analysis (BIDPA). However, the vision will be implemented through the fourteen (14) districts and the Local Government Council machinery. While the interviewee was pessimistic as to the ability of these structures to deliver the Vision Goals, the prospects of putting in more personnel on the ground and to train them in time to implement is somewhat unattainable because of lack of resources. The

United Nations Development Programme (UNDP) is funding aspects of The Vision to do with monitoring and evaluation tools, while Government is footing the rest of the bill.

There are eight ‘Pillars’ for this vision, which are as follows:

- Poverty
- Unemployment
- Productive nation
- Youth Development and caring for the elderly
- Accident reduction
- Aids Education
- Policing Crime
- Good Governance-transparency, openness, tolerance towards regional and tribal differences.

The vision should produce at the end of it all the following:

- An educated and informed nation,
- A competitive nation, from the education and literacy, people would be computer literate and be able to read papers watch television and contribute to national debates more meaningfully.
- Be a more productive nation beyond the diamonds and beef,
- Innovative and increase foreign direct investment through joint ventures etc,
- Care for the environment for the tourism sector and wildlife management,
- To be a just and caring society,
- To be a safe and secure nation,
- To be open and democratic society that is tolerant, accountable, moral, united and proud nation.

BIDPA is dealing directly with ACBF and is receiving US\$1.5Million for capacity building in the form of salaries, operational activities and workshops with the various stakeholders.

BIDPA is housing the vision2016, The Southern African Trade Research Network (SATRAN), The Technical Assistance Programme (TAP). It, therefore, sees having The NFP as yet another of its programmes it houses, with its own programmes on poverty, HIV/AIDS and capacity building.

The Executive Director (ED) feels that BIDPA has the following strengths thus:

- Capacity building is part of BIDPA's mandate,
- A brainchild of Government and therefore has an excellent relationship as its work is recognized for example the poverty workshop ended with a White Paper.
- Excellent links with donors such as ACBF.

The weaknesses include:

- Lack of foresight to educate stakeholders when they had the money to do so.
- Being more of a Consultancy rather than a Research Institute which gives informed feed-back to stakeholders is a major set-back,
- Professional at BIDPA tend to be more academic and it is, therefore, difficult for the ED to explain to them that they can do more socio-economic activities which are more relevant to the civic society group of stakeholders (the true beneficiaries of Policies at the end of the day)

On the NFP issue, BIDPA 's Board of Governors has already approved the setting up of the NFP here. A proposal has already gone to ACBF for The Grant.

BIDPA is poised to carry out the following:

- The Needs Assessment Survey,
- Draw up The Strategy Plan and
- Draw up Proposals for Poverty Reduction.

The structure according to BIDPA is that three professionals will man the NFP and these are at doctorate level of qualification.

To date some serious consultations with civic society, University of Botswana and Government have been taking place with The ED of BIDPA.

On The Grant from ACBF, there seems to be some confusion as to the use of this money. A suggestion was made that this will go to run a workshop on poverty. Also the concept of A NFP has not been received in its correct intended form as the ED thinks that he will be running it on a project-type arrangement.

9.3 The Forum for Sustainable Agriculture (FORSAG)

This is a network of fifteen to twenty Non-governmental organizations, Government Institutions and individuals who deal with The Environment, Natural Resources and Agriculture in the country. It was explained that Botswana has a very small NGO community with only one hundred and twenty organizations in all. FORSAG is working in the areas of:

- HIV/AIDS
- Literacy and Adult Education
- Policy formulation
- Community development work.

This is a civil organization, which is very active, and a member of the Non-governmental organizations in the country.

They had only heard of BIDPA and its co-coordinating efforts two months ago, and believe that they are the best to do the job. Forsag believes that it is critical for whoever is NFP to be visible and consult widely on capacity building as various organizations and their constituencies have different needs.

It is the sector co-coordinator for Baccongo and the focal point for desertification.

The Strengths of BIDPA were seen as follows by FORSAG:

- Wide variety of skills
- Excellent leadership in the new ED, as he is interacting better with stakeholders,
- It is well funded
- Very well placed as a Government Agency and as such can influence policy implementation,

On the weaknesses of BIDPA were said to include the following;

- It is hard for BIDPA to be impartial on policy matters as they are part of Government and tend to have the similar mind-set,
- Insistence on membership to their library cuts off many civic society people who should benefit from BIDPA's research findings,
- As a result some of the stakeholders feel left out.
- BIDPA's concentration on macro-economic issues at the expense of micro-economic and social issues undermines the whole point of its existence-policy analysis and how this affects ordinary lives of the person on the street.
- Diminishing budgetary allocation from Government has meant that BIDPA has to bid for consultancy work thus stretching its human capacity to unfavourable limits,
- They need to do more work on advocacy and lobbying, as this information is so hard to come by for some of the stakeholders.

9.4 Discussion with United Nations Development Programme (UNDP):

98

FORSAG who are working closely with the interviewee on Environmental Advocacy work prompted this meeting.

A former Government lawyer now working with UNDP (on the funding of The Vision monitoring and evaluation tools) offered very interesting insights.

UNDP is working on a database system for statistical information, which will form the bases for both monitoring and evaluation for The Vision 2916. This will be tracking the Strategic Plan for the vision and helping in putting in place implementation modalities.

The respondent was of the view that current personnel can be used to implement the vision and only get the extra vision functions added to their duties. For an example Forsag does not need to create yet another project but simply add the vision objectives and targets to their project, to mechanize Botswana Agriculture by 2016.

On the NFP, the feeling was that The Botswana National Productivity Centre (BNPC)

Would be the place to perform this task. As they are working on productivity across sectors throughout the nation, it was argued that they would better able to carry vision 2016 to the realization of its goals.

9.5 Discussions at The Institute of Development Management (IDM)

A three-country idea founded in 1975 for the capacity building for civil servants. Botswana, Lesotho and Swaziland, the former protectorates got together and decided to pull their resources and provide training of their civil servants after their independence.

Donor funding from Oslo is enabling other SADC members to sent their civil servants for training at IDM.

The Institute covers training, consultancy and research in the following disciplines:

- Human Resources

- Health
- Public Management
- Information technology
- Business Management
- Aids counseling

There are twelve (12) Board of Directors from both The Government Ministries and The Private Sector.

On the NFP, it is IDM's view that Botswana Institute for Accountancy and Commerce (BIAC) and IDM should both be the NFP for Management, while The University of Botswana looks after the academic side of capacity building. The respondent contended that the country has no industries as it is now relying on diamonds and cattle. Therefore, the feeling is that:

- There is need to stimulate industrial development in Botswana
- Turnover in the Civil Service due to HIV/AIDS and their departure from the Service means that these need to be replaced by yet other sufficiently trained cadres,
- Many projects turn into 'white elephants' because of lack of training on the part of implementers. Therefore, Project Management is critical and needs to be taught to those who have the job of managing projects. The feeling of IDM is that capacity building is not being managed well as one would see that wrong people are being sent or seconded to courses that have nothing to do with their jobs. Many go overseas for the trip and not for the training to benefit their jobs.
- Similarly, Capacity Utilization of trained personnel is also a problem as personnel are put in jobs that are incompatible with their core training areas.
- There is need for impact assessments in order to evaluate utilization of trained personnel.

9.6 Discussion with the Botswana National Productivity Centre (BNPC)

A very fiery and hands on respondent declared that ‘Productivity is being put across to the nation as a new way of life’ in order to improve the economic performance of the country. It all started as a Work Improvement Reforms Unit and in 1988, the country saw the worst recession. The private sector organization for business, The Botswana Chamber of Commerce and Management (BCCM), saw the reduction in productivity and decline in jobs, in 1988 due to the following:

- Lack of a work culture
- Lack of skills
- General economic slam

In 1993, BNPC (the first of its kind in the Region, was set up, after visits to study The Chinese, The West and The Singaporean models. Based on the preferred Singaporean model, BNPC set out to do the following:

- Awareness campaign across social strata
- Sector specific leadership to drive productivity targets,
- All Awareness campaigns are 100% funded by BNPC
- 70% Government funded and 30% private sector.

After an evaluation study in 1997, BNPC found out that only 7.7% of the population new anything about productivity. This lead to the centre’s Strategic Plan 2003

With the following Action Plan:

- Regional Seminars- across sectors and integrated
- Sector Involvement Seminars (in company)
- Yearly company visits
- Yearly celebrations

- Current motto is ‘Efficiency and Effectiveness the smart choice to customer satisfaction’
 - To embark on a Productivity and Quality Programme
 - To continue to attend Commonwealth Productivity Conferences (as in the past three years
-
- Now a member of The Pan Africa Productivity Association,
 - Embarking on an Enterprise support programme,
 - Embarking on a Public Sector support programme

On the NFP the center is quite happy to be the NFP for the country and feel that they would be equal to the task.

9.7 Discussion with The University of Botswana (UB) The Economics Department.

The Economics Department at the University engages in Research, Teaching and Consultancy work. So far studies on Poverty Reduction with UNDP funding, have been researched on for an example. This pre-empts and allows the department to take a proactive role and input research findings into Public Policy formulation On the teaching side the department is running a remedial programme for adult learners who wish to undertake their masters education after a five year break from academic studies. This is meant to kick-start them into serious numbers and figures work required at post-graduate level.

The department is receiving sponsorship from The Kenya based Africa Research Consortium in Nairobi for its Masters Programme in Economics since 1992. ACBF is jointly funding this project.

They are also participating in the SATRAN project based at BIDPA.

On the NFP it is the view of the department that BIDPA is the right institution to be the capacity building focal point. They feel that BIDPA has the following strength:

- Accessibility to institutions of higher learning to use its outputs,

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- An academic institution and therefore, speaks the same language with UB,
- Very practical and not academic compared to the UB department.

The BIDPA'S weaknesses are as follows:

- Shortage of local and skilled personnel for BIDPA's activities
- Reliance on expatriates for staff is a major handicap,
- Does not fully understand its capacity building function,
- Inward looking rather than outward looking,

It is the department's submission that capacity building is not giving scholarships and sending people abroad for PhDs only but also attachments are a very useful action learning tools and should be part of this process.

9.8 Discussions at the Department of Public Service (DPSM) in the Office of the President

The meeting at DPSM was prompted by BIDPA as this is the Ministry to which they are responsible. This is where the Human resources management for the Public Sector is done. It includes:

- The formulation of The H R Policy for the Civil Service,
- Its monitoring including recruitment, training and deployment of personnel, which are now individual ministries responsibility,
- Local Government Service and Municipalities H R Management,
- Teaching Service Management
- Pre-Service Training

DPSM shares the function of training with BIAC (mentioned earlier) for the junior officers' training in Accountancy, Administration, Commerce and Management as Public Service Institute.

DPSM spearheads Training and Development for all Ministries and gives guidance on the following:

- On How To Conducting Needs Assessment and Skills Gap Identification,
- On Conducting of Training Evaluation Survey,
- On Productivity Improvements

Over and above this DPSM is managing The Performance Management System (1999-20004). This is an effort for changing the way in which Botswana does things in the economy through capacity building efforts such as:

- The Vision 2016,
- Strategic Plans,
- Annual Performance Plan,
- Reward System for Performance,
- Training for both Cabinet Ministers and Members of Parliament.

DPSM on the NFP felt that they are the rightful location for this national task. In order to get clearance for the job, it is however, the Office of The President namely DPSM that should co-ordinate the capacity building efforts in the country. However, they have to be mandated by The Office Of The President to be the focal point.

They felt that BNPC does not have the institutional capacity to take on this task.

9.9 Discussions at the Office of the President

The meeting was arranged by DPSM in its anxious need to be cleared by this higher office as the fitting institution for capacity building. The Deputy Permanent for Development in The Office of The President confirmed the position that DPSM is the rightful location for the NFP.

The reasons given were as follows:

- For quick decision
- To get the political will,

- For effective implementation of capacity building. The view expressed was that DPSM should be the focal point and they should work very closely with BIDPA. Since BIDPA the working closely will not be difficult as some of the actors sit on BIDPA Board of Directors.

9.10 Discussions at the Botswana Council of Non-Governmental Organisations (BCNGO)

BCNGO believes that capacity building is the following:

- it is training
- it is looking at the entire country's capacity building,
- it is organizational development where the culture, the human resources needs
- and skills gap, and its financial management
- the programmes, the vision and strategy of an organization
- it is Policy Analysis
- it is Community Empowerment.

This is a civic organization with funding to the tune of Pula 3.0 million from Hivos, and The Botswana, which is used for training in the following:

- Financial management
- Project management
- Fund raising
- Marketing
- Gender training
- HIV/AIDS
- Participatory methods.

BCNGO firmly believes that the BIDPA is the right location for NFP and the following strengths are attributed to this institution:

- BIDPA has money for its activities,
- Have the expertise and human resources to carry out this task,
- Good will with Government for the Policy Analysis.

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The weaknesses are as follows:

- Impartiality as a Government Agency
- Government Policies keep changing and BIDPA is at the mercy of Government,
- Has a stigma as a Government institution from the civic society point of view
- Academic and far removed from the people.
- Does not decide on its research topics and other issues for their activities,
- Too office bound.

BCNGO proposes that BIDPA needs Pula 5million and US\$1.5.million from ACBF for the NFP to function effectively. A two tier structure as follows:

1. A Governing Structure with a Steering Committee comprising:

- Office Of The President (DPSM)
- Ministry of Finance
- Ministry of Education
- University of Botswana
- BIDPA
- BNPC
- IDM
- BCNGO
- BCCIM

2. Implementing Structure comprising:

- BIDPA (Lead Agency -linking with ACBF)
- IDM
- University of Botswana

- BCNGO
- BIAC
- BNPC
- VISION 2016

9.11 Discussions at the Botswana Confederation of Commerce Industry and Manpower (BCCIM)

BCCIM was set up to and mandated to look after business interest in all matters of policy in the country. Fully private sector funded the institution seats on all-important Boards in the country to be business's voice in these policy-making bodies. No bill goes to Parliament without the input of BOCCIM. It also offers training to employers for them to run sustainable and flourishing businesses. They also participate in international for a on business and labour issues.

On capacity building, the institution believes that it is the duty of Government through The Office of The President and Ministry of Finance but an independent institution ought to manage the implementation. This must be a 'stand-alone' institution which should be autonomous and self-financing from its activities. It must be a research institute that ascertains capacity gaps and must be a 'think tank' for the nation.

This institution's strength should be:

- National recognition with respect from all stakeholders,
- It must be credible to stakeholders,
- Must have sufficient resources to implement the agenda for capacity building,
- Must be able to deliver timeously,
- The work culture must be world class,
- Must be a very dynamic institution,
- Must be a think-tank and be well informed on all topical issues such as WTO, Privatizations, Globalization, Poverty and HIV/AIDS
- Must be able to dialogue with all stakeholders

- Must be able to prioritise all capacity building and resource utilization
- National s must run this institutions fully to demonstrate presence of capacity

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This institution must avoid the following, they said:

- Avoid the weakness of failure to deliver
- Avoid weakness of mediocrity
- Must have courage to implement what they believe in
- Must not be influenced negatively,
- Must not bend to political pressure.

The Structure: was suggested as follows:

- The Council/Board
- University of Botswana
- GOVT
- BCCIM
- BCNGO
- IDM
- BNPC
- Ministries/Agencies

Uganda

A REVIEW OF COUNTRY
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MOZAMBIQUE

THE AFRICAN CAPACITY BUILDING FOUNDATION
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10.1 Introduction

Mozambique has a different approach to capacity building co-ordination from that of NFPs concept. The country has mobilized huge World Bank Loans that have spearheaded the capacity building efforts in the country. Meetings were held with three key institutions as below:

10.2 Discussions with the Department of Planning and International Cooperation

Language was very difficult between the researcher who is English speaking and a Portuguese-speaking respondent. The respondent (who is a technical person who was filling in for the Head of the Department who was away in Zambezi a) had great difficulty with both the English and the substance of the discussion. However what one managed to get out of the meeting was that three capacity building activities were taking place.

- The University of Mozambique Project;
- The Training of Civil Servants In The Ministry of State Administration, in management, personnel and public administration
- The Participation of key personnel at The ACBF conference in Bamako, Mali 22-24 October,2001

10.3 Discussions with the Director for Public Service in the Ministry of State Administration

Fortunately the Department of Planning and International Cooperation is housed in The Ministry of State Administration, where the next meeting was going to take place with The Director.

Here it was revealed that The Unit For Public Sector Reform (UTRESP) under The Prime Minister carries out capacity building. The Director suggested a joint discussion later with the Head of this Unit whom he tried to reach on the cell phone but failed. He however promised to set up a meeting on the next day.

This department (which is Government funded) is responsible for

- Setting up all the Public Service Rules for the Service,
- For creating and updating a DATABASE for all civil servants including their salaries and training records
- Creating an Institute For Public Administration and Management Training
- Creating Regional Government funded training centers in Beira for Sofala Province and Lichinga for Nyasa Province
- Oversees The Gaza Province (IFAPA) in Mputo, which is an institute for Public Administration and Municipalities where a three (3) year Diploma Course is conducted for civil servants.

There is also donor funded training falling under this department. Funding has come for a Modular Diploma Training course from UNDP, NORAD, and IRISH Government. A certificate course is run for between twelve and twenty (12 –20 months) for civil servants (including District Administrators) for the training in financial systems. Other courses are Customer Care and Human resources management.

10.4 The Discussion with Edward Mondlane University (EMU)

A World Bank Project to the tune of US\$33million run between 1994-2001 (8years), which did the following at EMU:

- Rehabilitation of old buildings
- Building a new building for a faculty
- Providing the laboratory and office equipment
- Created a Civil Works Unit to manage the construction aspects, for this engineers and surveyors were trained
- 150 Academic personnel (including fifteen non-academic staff who went for their BA degrees) were sent on this project to do their postgraduate studies at Masters and PhD levels.

- A Book Unit for all Training Institutions and The Public was set-up and US\$1million was put towards this.
- An Information, Communication and Technology Component of the Project was set up to handle the computing, networking and provision of Internet Services among University centers around Mputo. There is no campus the faculties are all over and there was this need to network.
- Produced a EMU Strategic Plan

10.5 The Discussions with the Ministry of Higher Education, Science and Technology (MESCT)

Fortunately for the researcher, the respondent for EMU (the coordinator) is now Coordinator Higher Education Project-1 (Credit 3609MOZ) A new project on The World Bank following a Strategic Plan that is seeing a 2002-2006 new funding being implemented for higher education. An ambitious US\$250millionwas cut down to US\$60million and Mozambique is still looking for the other US\$190million from other donors. This project, however, has five areas of activity and financing s follows:

- EMU
- Ministry of Higher Education
- Pedagogical University
- Higher Institute for Foreign Relations
- Quality Innovation Fund where institutions get up to US\$250,000 for a project and individuals get US\$25,000 to encourage product development and research and development.
- Personnel will continue to be sent for short and long term courses at home and abroad.
- There is also a Provincial Public Institute Scholarship Fund, which funds training and education for any student to any University (even private ones) in the country. The idea is to bring gender balance as well as remove the pressure for out of Mputo student facilities needs.

On the coordination of capacity building, The Ministry of Higher Education is the focal point for The World Bank and any other donors for that matter. They now have a Project Coordination Unit PCU). The Ministry's strengths are as follows:

- Excellent relations with Donors especially The World Bank (WB)
- Set-up project implementation Units at each beneficiary Institution/University (PIUs) to do individual plans execute projects according to WB procedures, produce own budgets and in the process build capacity to manage projects.
- Have the institutional memory, capacity and experience in the person of the coordinator since 1994
- Links with Min of Finance and State Administration (MAE) and Ministry of Labour.

The weakness include the following:

- Too much focus on academic capacity building
- Civil society and business are left in the cold
- Seeming lack of emphasis on Public policy and macro-economic research,
- Not linked to Public Sector Reform Unit for the Civil Service training.

For ACBF funding, there is a shortfall of US\$190 million required for training for more academics and senior civil servants, the computer networking and Internet require more funds and so does the feasibility studies consultancies.

10.6 Discussions with the International Finance Corporation (IFC) and the World Bank

Five Projects are being financed by The WB or jointly with another donor as follows:

1. **Aluminium Smelter Plant:** where IFC has invested US\$100Million, plus The WB US\$400,000 for twelve (12) SMEs development for their capacity to be built in order to supply The Smelter Plan goods and services. These have been trained in the following:

- Tendering procedure
 - Introduction to business
 - Mentoring with the help of local consultants,
 - Other business related courses
- 2. One Stop Shop For Businesses:** This is to build the capacity for those who register and license businesses to operate in order to avoid delays and unnecessary problems for business people.
- 3. Building The Capacity Of Local Consultants:** This is due to start in December 2002
- 4. Enterprise Development:** This is US\$26Million Project which a matching grant 50/50 with the Firm applying for this facility. These are strictly SMEs. Over 150-200 firms are under this project. Which is housed in The Ministry of Industry, headed by Minister Carlos Morgado.
- 5. Municipal Development Project:** This is a WB Project for US\$30Million.

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NAMIBIA

THE AFRICAN CAPACITY BUILDING FOUNDATION
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2P/2003

11.1 Introduction

In Namibia, three People Were Interviewed From Key Institutions:

Here the status of The NFP is as follows; this is fully operational in the sense that there are the national needs assessment report and the national capacity building strategy, which has a draft national capacity plan. The National Planning Commission in The Office of The Prime Minister is tipped to be the home for the NFP. A Deputy Director is earmarked for this critical role with the support of another officer and one support staff. The Grant Agreement is targeted for December 2002.

Tuesday in Namibia is Cabinet day and as such personnel from Deputy Director level upwards are virtually impossible to see. Thankfully The Director of Planning in The Planning Commission spared time to both arrange for interviews with other stakeholders and the necessary transport, as well as spending some forty minutes with the researcher.

11.2 The Discussion with The Namibia Economic Research Unit (NEPRU)

The institution feels that capacity building is critical in the country. They suggest that there is a very serious need for capacity building for all Ministries and business. Therefore, there is dire need for both formal and informal training .

NEPRU has an on-going project that is funded by The ACBF for internal training of researchers. However, these trained personnel end up being absorbed in The Government Ministries and The Economy at large.

Currently NEPRU has the following statistics on their manpower development efforts:

- Two (2) Post Masters people returning from The United Kingdom
- Three (3) Honours Degree from South Africa
- Eight (8) Research cadres.
- Total of thirteen (13) Personnel.

According to NEPRU, The National Planning Commission is supposed to be The NFP but whether they are co-originating or not is another matter. Various institutions are doing their own capacity building as of now. NEPRU for an example is handling its own project and directly communicates with ACBF directly so does The University of Namibia. It was indicated that people in Namibia have recognized the need for capacity building but the issue is how resources are managed and how the priorities for their use are set. It was also submitted that ACBF has to build the capacity of the people who will manage the NFPs..

NEPRU's suggestion is that if a NFP were to be set up it should the following stakeholders should be involved (especially in the decision-making for the prioritization and resource allocation and utilization.). The political/cultural dynamic has to be managed in such a way that a key Government Department does not feel or get side stepped by other quasi-government agencies/institutions.

- The National Economic Planning Commission (NEPC) and Government Ministries/Departments,
- NEPRU
- University of Namibia
- Bank of Namibia
- Organized Business like Namibia Chamber of Commerce & Industry (NCCI)

11.3 Discussion with National Economic Planning Commission (NEPC)

The Commission is on top of the situation and to date have co-ordinate the Needs Assessment survey and Report which has resulted into The Strategy document (both were submitted to the researcher) They are very clear on their policy driving role and are ready to leave the implementation to the sectors.

They are at the center but a quick to use the quasi-government institutions to do things like the project proposals for submission to ACBF and other assignments. The same institutions have received funding from ACBF such as NEPRU and UNAM.

On the NFP, NEPC submitted that discussion on this is very active. The consultative process (which they have used in the development of both the First and Second National Development Plans is being used this time. In the development Plans, among the four key strategies identified, capacity building and land are among them.

NEPC has submitted proposal to The Public Service Commission on the Structure, which will carry the NFP. A whole division with a Deputy Director has been proposed and this will be a Human Resources, HIV/AIDS, POVERTY REDUCTION will be under this division.

11.4 Discussion with The University of Namibia

The University of Namibia (UNAM) is a beneficiary of ACBF funding to the tune of US\$850,000 over five years. This is used to build capacities of top and senior Civil Servants. Twenty-two (22) so far have been trained.

These resources have been used to purchase computers, library development, and partnering UNAM with overseas professional institutions to build capacity and cross-fertilization of ideas. So far UNAM is partnering with an institution in The Hague, called ISS. Over and above this, UNAM is also developing its own personnel up to Doctorate level.

They could do with additional funding to add two more programs for Civil Servants thus, Masters level in Public Policy and Administration (MPPA). An eight-month full-time course after hours; a pre-Masters course in Good Governance a Bridging Diploma . UNAM run a very popular workshop on Good Governance, which has resulted, into a book being written.

On the NFP for Namibia, they had not heard of it but feel that NEPC's role is to prioritise and yes they could co-ordinate as long as there is no overlapping with what other institutions are doing. UNAM's role as that of an executor, they said.

UNAM favours a set up where the NFP is in a form of a Unit based at the University. This could be co-ordinate jointly between UNAM and NEPRU.

As for the role and place of NEPC, they feel that it is up to ACBF to determine.

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SWAZILAND

THE AFRICAN CAPACITY BUILDING FOUNDATION
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12.1 Introduction

The co-ordination of capacity building in Swaziland is done in The Office of The Principal Secretary in The Ministry of Finance. An officer is the only personnel Negotiations for the Grant are yet to take place.

Five people were interviewed in Mbabane representing three institutions; one public sector, one private sector and one Donor ‘s representative

12.2 The Private Sector Support by the Society for International Development of Italy

This is a private sector institution that offers capacity building training courses. The funding goes to the running of the institution. Students that come to the course get their own donor funding.

Courses that are offered include the following:

- Management,
 - Computers,
 - Development Programmes
 - Community and Rural Development,
 - How to manage Donor funded Projects.
 - These courses are offered to :
 - Government ministries
 - Private companies and
- Non-governmental organizations.

12.3 The European Development Fund Support to the Swaziland Government

There is a consultant who is resident and the Advisor to The National Authorization Officer for drawdowns on this project. The following project areas are being funded:

- Fiscal restructuring,
- Micro-economic issues
- Trade issues
- Policy Reform
- Project Management
- Private Sector Reforms
- SMME Development

12.4 The Ministry of Economic Planning and Development

Government directed that The External Assistance Unit (EAU) is the national focal point in Swaziland. A paper was written and submitted to their Cabinet in July 2002. The Unit has the assistance of an AID Policy and Management Advisor who is a consultant working with them.

The head of this Unit and her team members are very keen on working with and receiving ACBF support.

They are poised to proceed urgently and do the following:

- The National Capacity Needs Assessment Survey,
- Draw up The Strategic Plans and
- Proceed swiftly to get The National Focal Point Agreement with ACBF signed and get moving on the setting up of the NFP,
- Get the capacities of the core team build through ACBF workshops for NFP personnel and long term Masters and other training.

The strengths of this unit according to them are as follows:

- Their role of external funding coordination

- EAU is manned by Economists and have the academic capacity to articulate the issues at hand,
- Reasonably funded as a key Ministry to carry out some basic activities in preparatory work for NFP setting up,
- Already a focal point for South East Asian countries including Japan.

The weaknesses were identified as follows:

- Need for exposure of the team in capacity building issues
- They are unable to access information (a critical function of (NFP)
- Too long to wait for feed-back on reports, up to six months for this is a major problem. EAU is hard pressed to get speedier feed-back for timeous implementation.

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EVALUATION OF THE EFFECTIVENESS AND POTENTIAL OF NATIONAL FOCAL POINTS FOR CAPACITY BUILDING:

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EVALUATION OF THE EFFECTIVENESS AND POTENTIAL OF NATIONAL FOCAL POINTS FOR CAPACITY BUILDING

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THE AFRICAN CAPACITY BUILDING FOUNDATION
OPERATIONS AND THEMATIC RESEARCH REPORTS

2/2003

EVALUATION OF THE EFFECTIVENESS AND POTENTIAL OF NATIONAL FOCAL POINTS FOR CAPACITY BUILDING

SUMMARY

THE AFRICAN CAPACITY BUILDING FOUNDATION
OPERATIONS AND THEMATIC RESEARCH REPORTS

29/2003

SUMMARY

Undertaken by the Executive Secretariat of the African Capacity Building Foundation, the assessment of the effectiveness and potential of National Focal Points for capacity building took place in nine countries that served as a sample in French speaking Central and West Africa.

This assessment is based on the fact that, among others, more than 35% of them are still not operational after their approval by the ACBF's Executive Board in May 2000. Nevertheless, in addition to the clearly obvious gap in performance, there is also the issue that the strategies and tools aimed at promoting the participation of the different players are not clearly evident. Thus this assessment endeavours to:

- a) examine the level of understanding of the NFP concept where NFPs have been established, as well as the desire of the countries to set them up where they do not yet exist ;
- b) analyse the performance of other structures in charge of co-ordinating capacity building activities
- c) examine the existing partnership between the different actors involved in the area of capacity building.

The expected results deal essentially with:

- the analysis and appraisal of existing structures for co-ordinating capacity building activities,
- the analysis and appraisal of National Focal Points in terms of visibility, effectiveness, impact, viability, sustainability and actual contribution to capacity building ;
- reflection with a view to better defining parameters or redirecting future actions and the formulation of recommendations for achieving improved performance for co-ordinating activities and the proper functioning of the NFPs.

On the basis of the interviews that were set up with the stakeholders concerned with the issues of capacity building in the relevant countries and in conformity with the structure provided by the terms of reference, the Consultants came to the main conclusions below.

The issue of capacity building encompasses a notion that is very broad and cross-cutting in nature. Each country's context, level of development and the severity of major problems determines the entry point for that country to deal with the issue.

Therefore, by way of example, one will find some countries where the key entry point is the issue of institutional reforms and the modernisation of administration, or others that give precedence to the theme of Decentralisation.

In the countries serving as samples for the study, we visited structures and in the public sector, the private sector and in civil society that are concerned with the issue.

These were:

- Departments responsible for the general co-ordination of government activities including capacity building activities.
- The key ministries concerned either with the co-ordination of capacity building activities, or with the drawing up and implementation of sectoral or thematic projects and programmes in the area of capacity building.
- institutions of the Republic representative of the legislative power: National or Consultative Assembly, Economic and Social Councils.
- Co-ordinators of non governmental organisations: NGOs or trade unions
- Establishments of higher learning (Universities) or of vocational training.
- professional or consular bodies representing the private sector: Chamber of Commerce and Industry, Employers, Chamber of Agriculture .

These various structures and organisations involved in co-ordination with regard to capacity building, are essentially characterised by:

- the weakness of public institutions that is evidenced both in the lack of strategic planning

and the limited effectiveness in the interplay of the balance of power.

- the weakness of the development players that is demonstrated by a poorly organised and inefficient public administration,
- a widespread shortage of financial and human resources,
- poor allocation policies,
- a lack of professional training

- civil society whose performance is not yet at the expected level.

What remains is to say that considerable effort has been made in terms of co-ordination by the different countries at the sectoral and thematic level. Nevertheless, the overall lack of vision persists in the majority of cases. This phenomenon is linked to the non-existence of advanced structures for co-ordinating aspects of concern in the area of capacity building.

Furthermore, the interface between the State structures and that of the other players needs to be further developed in the majority of cases.

1 – Concerning the National Focal points or Sénarec dynamic

This point is examined under two sub-headings that are:

- a) An analytical presentation of the generic problems,
- b) A presentation of the practical specific aspects of the generic problems by country.

In some countries, the Consultants analysed the important aspects constituting the performance of the said structures through a table drawn up from the issues proposed in the terms of reference. These issues are: - the understanding of the concept of capacity building – the participation of other players in the NFPs' activities – visibility of NFPs – their effectiveness – their utility – their viability – their impact – and their appropriateness as far as anchoring.

In terms of this analysis, it appears that:

As regards their impact ,

In all the 9 countries the Consultants visited, the problem of poor impact is clearly evident. This is as a result of several factors such as lack of effectiveness, poor visibility, poor viability and usefulness that needs to be built up. The principal causes of this are:

- . in many cases, the tasks assigned to the structures are not clearly defined. Often, they

are general in nature. Hence, the impact of the current policies are rarely observed, and in particular, the activities and structures concerned are very diverse and poorly coordinated.

. the lack of adequate means in light of the expectations is manifest. In many of the countries the NFPs are comprised of individuals and not structures. Naturally this compromises not only their impact, but their viability and effectiveness as well.

. the absence of a reference framework for capacity building policy. In most of the countries, a capacity building policy is not yet clearly defined. However, elements do exist that may contribute to drafting such a policy as a sectoral or thematic policy (macro-economic, institutional reform, rural development , decentralisation)

Concerning effectiveness

In the majority of cases, we maintain that the effectiveness of the NFPs and the additional structures remains limited given the objectives set out in their statutes.

This factor is placed second in our table of generic problems. It was identified in 7 countries and its weighting was 9 points on the scale. The main reasons underlying this lack of effectiveness differ and are interdependent in nature. Among others, they are:

- . the lack of conceptual tools such as projects/programmes with objectives that are clearly spelt out;
- . deficiencies already mentioned, such as the resources put in place and the problems of lack of co-ordination;
- . institutional anchoring has considerable influence on this effectiveness factor;
- . resource mobilisation required for projects/programmes.

Concerning visibility

The issue of lack of visibility affects at least six out of nine countries included in the study. Its weighting was 8 points out of a maximum of 13 given to the issue of lack of impact in the table of generic problems.

Several explanations can be given for this, such as:

- the relative youth of the NFPs as most of them were effectively established between 1999 and 2000;
- the NFPs' anchoring in that it is either attached to a key government department or other a co-ordination ministry, or in that its functioning is ensured by a structure such as the Sénarec or by an individual;
- the derisory operating resources made available to the NFPs;
- the lack of dynamism amongst the bodies responsible for leadership;
- the lack of co-ordination prevailing in the capacity building field.

Concerning viability

From a conceptual viewpoint, viability is unambiguous. However, in the current context, this viability is compromised by the working conditions of the said structures. On the contrary, in the medium and long term, if the crippling factors are overcome, NFPs would be able to hoist themselves up to an acceptable level of viability.

This issue of viability can be considered from two aspects:

- the NFPs current situation. Viability is not there. The numerous problems raised that relate either to a lack of resources, the absence of a consensual framework or the lack of effectiveness which are linked to the interaction of these different elements are a heavy mortgage on the current viability of these structures;
- the potential situation, in the middle and long term. As regards the growing interest in the capacity building issue in Africa, the majority of the countries understood its importance and have decided to undertake strong action in this area. Several programmes are currently being prepared.

Concerning utility

Here too, as with the point discussed above, the current situation is nothing to go by as compared to the future, whose possibilities are more encouraging.

In their views, the different stakeholders believe that the NFPs can be useful insofar as the need for co-ordinating capacity building activities.

That is to say that this concept of utility needs to evolve positively with the importance that co-ordination is going to assume.

Already one can say that the utility of NFPs can be seen through:

- greater visibility as regards the issue of capacity building and a greater willingness on the part of governments and donors to invest in this area;
- greater mobilisation of all players around the issue;
- building the prospect of having a vision.;
- the possibility of bringing about greater coherence in the functions fulfilled by the different state structures and other non-governmental structures (private sector and civil society).

Concerning institutional anchoring

The weighting of this issue as well as that of the next two is rather low. On the basis of the interviews in the field, it appears that institutional anchoring which is generally found within government departments or ministries of co-ordination (Ministry of Economics, Ministry of Planning), is deemed satisfactory.

In addition, NFPs have managing or leadership bodies chaired by either Prime Ministers themselves or by a member of the government. Naturally, this guarantees the good of relations between the different stakeholders. Moreover, institutional anchoring is generally brought about on the basis of consultation between the government and its partners, notably ACBF in this case.

Concerning the participation of all players in NFP activities

Participation is generally effective in the countries covered by the study. It is strengthened by the presence of representatives of State structures from the private sector and from civil society within the management or advisory bodies.

Concerning the full understanding of the capacity building concept

On the scale of our analysis table, this issue has a 0 (zero) weighting. This means that it

does not pose a problem in that in the countries visited, the concept is well understood by all the players.

The scope of the tasks to be accomplished so as to reach the objective is fully appreciated. The need to coordinate the players and to put in place a consensual framework is largely shared by all in the face of a sentiment of dissipation of efforts in this field.

2. Partnership / Synergy

The development of the institutional landscape of capacity building is characterised by an active search for partnership between the different players in this field. These players are in the main from the political and governmental arena and from the non-governmental arena (the private sector, civil society, territorial communities, development partners). All of these players are formally represented in the management and leadership bodies. Therefore, in the majority of the countries, the non-existence of both a consensual reference framework for capacity building and a high-level co-ordinating structure makes this general mobilisation more difficult.

All the same, it should be noted that though the search for partnership and synergy between the different stakeholders is strongly supported at every level, it is not fully effective for all the reasons discussed earlier.

3. Issues for Reflection / Intervention and Recommendations

Capacity building is presently arousing the interest of all the African countries visited. It is underpinned by the notoriously limited capacities of the public sector, which is working seriously on :

- designing and implementing development programmes in line with an appropriate strategy as well as effective organisational structures reflecting national objectives

- effectively managing and maintaining relations with donors.

Today the domain of capacity building has become a craze among stakeholders in the public sector, private sector and civil society.

Similarly, several development partners are involved.

The lack of a reference framework on capacity building has led to the emergence of numerous projects/programmes, giving rise to duplication of efforts, and other related problems. When they were being created, the NFPs were considered as catalysts capable of mobilising resources from a number of donors. Although efforts were made to mobilise resources, it must be noted that the resources mobilised were, in most cases, below what was expected.

All in all, on the basis of the experience of the relevant countries, the co-ordination of the issues surrounding capacity building has proved to be ineffective. Therefore a great deal of thought needs to be given to the matter.

The issue of the balance of power between the NFPs and other stakeholders, particularly the state bodies (sectoral ministries, projects relying on external funding), could compromise the performance of the NFPs because we are generally living in a context characterised by the proliferation of programmes that are difficult to coordinate, if there is no trust and the relevant authority is not recognised by everyone.

As a result of discussions in the field, observations have been made by the consultants that all the NFP studies are suffering terribly from the lack of impact that they are having on the general capacity building landscape, from the lack of effectiveness in the missions assigned to them, and from very low viability in the present situation. Furthermore, their utility which is considered low in the present phase, could change for the better in the future.

On the other hand, it was clearly evident that the NFPs are in a better position where institutional anchoring and the participation of the various stakeholders are concerned.

In the light of the above, the Consultants proposed recommendations linked to the five points concerning the expected results in the terms of reference. These are:

- strategies and tools enabling the improvement of awareness-building, support and participation of partners in NFP activities;
- administrative and financial considerations linked to localization and other aspects likely to improve NFP effectiveness;
- strategies and tools that will allow for the support of the functioning, effectiveness and impact of NFP;
- the suitability of other institutional mechanisms in relation to NFPs' co-ordination of capacity building activities;
- the choice of a framework that is more appropriate to allow for ACBF (either through NFPs or other existing institutional mechanisms – supporting institutions) to strengthen the co-ordination of capacity building activities at national level.

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ACRONYMS AND ABREVIATIONS

ACBF	: acronym for the African Capacity Building Foundation
APD	: Aide publique au développement
DAC	: Development Assistance Committee
MTEF	: Medium Term Expenditure Framework
CCSP	: Co-ordination of Civil Society against Poverty
SFFP	: Strategic Framework for the Fight against Poverty
NSIO	: National Statistics and Informatics Office
RPSO	: Regional Planning and Statistics Office

SDPR	: Strategic Document for Poverty Reduction
EPA	: Etablissement Public à Caractère Administratif
FEICOM	: Fonds Spécial d'Equipement et d'Intervention
GTZ	: German Technical Cooperation Agency
NEPAD	: New Partnership for African Development
OECD	: Organisation for Economic Co-operation and Development
NGO	: Non-governmental Organisation
PACT	: Partnership for Capacity Building in Africa
SAP	: Structural Adjustment Programme
NFP	: National Focal Point
GDP	: Gross Domestic Product
PROFESS	: Projet d'Appui à la professionnalisation de l'Administration publique (Tchad)
PRECAGED	: Programme Cadre de Renforcement des Capacités pour Gestion Stratégique du Développement
UNDP	: United Nations Development Programme
HIPC	: Heavily Indebted Poor Countries
SMTP	: Strategic Medium-Term Plan
SENAREC	: Secrétariat national de renforcement des capacités

INTRODUCTORY NOTE

At the initiative of the Executive Secretariat of the African Capacity Building Foundation (ACBF), an assessment of the effectiveness and potential of the ACBF National Focal Points and other existing structures for capacity building was undertaken. This study was conducted in accordance with the mandate set out by the terms of reference found in Annex 2. The study was carried out by a team of consultants, namely Ousmane M . DIALLO and Dr Abdrahamane SANOGO and it covered nine countries in French speaking Africa where National Focal Points already existed or where they were in the process of being established. These countries were Benin , Cameroon, Gabon, Guinea Conakry, Mali, Mauritania, Sao Tome and Principe , Chad and Togo.

The mission took place in two phases:

1°) Phase One comprised a survey in the field, where missions were undertaken in the different countries from 15 October to 3 November 2002. Thus one of the consultants covered four countries in West Africa, while the other covered four in Central Africa, with both of them covering Mali. The list of countries visited and the people who were met can be found in Annex 3.

2 °) Phase Two comprised the summarising of information gathered, data analysis and the preparation of the draft and final reports. These activities took place in Bamako from 4 November 2002.

- At the end of this phase, ACBF made some useful comments and suggestions that were

integrated into the document between the end of April and the beginning of June 2003.

We would like to thank all the national authorities that we met in the different countries, the heads of the NFPs and of the Centres d'Analyses et de Formation des Politiques de Développement (Centres for Analysis and Training for Development Policies)

for the excellent manner in which they received us, and the facilities made available for the success of our work. We wish to specially thank the Executive Secretariat of ACBF for all the effort they put in prior to and during our mission.

A REVIEW OF COUNTRY EXPERIENCE IN THE COORDINATION OF PUBLIC SECTOR CAPACITY BUILDING IN SUB-SAHARAN AFRICA: *A REVIEW OF THE EFFECTIVENESS OF NATIONAL FOCAL POINTS FOR CAPACITY BUILDING & OTHER EXISTING INSTITUTIONAL FRAMEWORKS*

INTRODUCTION

THE AFRICAN CAPACITY BUILDING FOUNDATION
OPERATIONS AND THEMATIC RESEARCH REPORTS

2P/2003

INTRODUCTION

The difficult situation faced by African societies and their efforts to build the foundations for true economic and social development, inspired national and international actors to devise strategies and create institutions for achieving the conditions for actual take-off. Thus, the notion of capacity building has become a prerequisite without which any claim to advance towards development will only lead to utopia.

It is in this context that the African Capacity Building Foundation, based in Harare, Zimbabwe, was established on 9 February 1991, and this though the collaborative efforts of three multilateral institutions (the African Development Bank, the World Bank and the United Nations Development Programme), African Governments and bilateral donors.

As an independent development funding institution, ACBF was established to respond appropriately to the severity of Africa's capacity problem and to the challenge to invest in indigenous human capital and institutions in Sub-Saharan Africa. It commenced its operations in 1992 with its principal objectives being:

- to build and strengthen sustainable indigenous capacity for macro-economic policy analysis and development throughout Sub-Saharan Africa;
- to improve the channeling and co-ordination of donor support for capacity building in areas falling within the Foundation's mandate;
- to work towards the reversal of the brain drain from the continent which translates to a major loss;
- to build capacity in key areas of the public sector with emphasis on the interface between the public sector on the one hand, and the private sector and civil society on the other;
- to support regional initiatives.

The Foundation gave importance to strategic priorities, such as the promoting of national focal points (NFPs) as tools for capacity building and participatory development at national level.

Thus, in its achievements at the end of 2000, financial support (US\$50 000 per beneficiary) to 20 countries was high on the list, whilst just one year before, no such grant had even been considered.

NFPs being the interface between ACBF and other institutions (public sector, private sector, civil society) and therefore designated as the essential links in the capacity building chain, it is quite normal that at a given moment questions be raised on NFPs capacity to assume this responsibility. Plainly speaking, their dynamism needs to be assessed, that is to say, their effectiveness and efficiency shall be measured. An exercise of this nature should investigate the actual capacity of every NFP and guide the Foundation in its new policy of establishing and organising NFPs.

The assessment of the effectiveness and potential of National Focal Points for capacity building is based, among others, on the fact that since their approval in May 2000 by ACBF's Executive Board, more than 35% of them are still not operational after their approval by the ACBF's Board in May 2000. Nevertheless, in addition to the clearly obvious gap in performance, there is also the issue that the strategies and tools aimed at promoting the participation of the different players are not clearly evident. Thus this assessment endeavours to:

- a) examine the level of understanding of the NFP concept where NFPs have been established, as well as the desire of the countries to set them up where they do not yet exist ;
- b) analyse the performance of other structures in charge of co-ordinating capacity building activities
- c) examine the existing partnership between the different actors involved in the area of capacity building.

The expected results deal essentially with:

- the analysis and appraisal of existing structures for co-ordinating capacity building activities,

- the analysis and appraisal of National Focal Points in terms of visibility, effectiveness, impact, viability, sustainability and actual contribution to capacity building ; reflection with a view to better defining parameters or redirecting future actions and the formulation of recommendations for achieving improved performance for co-ordinating activities and the proper functioning of the NFPs.

In order to accomplish this task, we gave great importance to the participatory approach based on interviews with people and with institutions affected by the capacity building issue (institutional structures, civil society, private sector). A 22-point questionnaire (attached to the Terms of Reference) constituted the main medium of the field work. In addition, a documentary review, or where necessary, the collection of documents in the field, was conducted so as to appreciate the different elements.

As with all research work, there were certain difficulties faced in achieving this task. But this was not to do with the availability of information or whether or not NFPs exist or are operational or are effective.

Rather, the difficulties were as far as access to information in the countries where the NFPs were not operational, or where the appointed interviewee was not necessarily the best and/or was not conversant with ACBF and its objectives, and consequently experienced difficulties in answering certain questions. In addition, the time allotted proved limited to address such a complex issue in the field. Nevertheless, this did not affect the commitment of the Consultants in any way as far as reaching accurate results.

The representative nature of the sample and the availability of interviewees were a strong plus in conducting the study well.

The report comprises three parts. The first part presents the context of the assessment. The second part presents and analyses the findings and enables the identification of lessons on the dynamism of the Focal Points as far as their visibility, effectiveness, impact, utility and partnership / synergy between the different players.

The third and final part of the report deals with the issues for reflection on the interventions and recommendations for future direction, with suggestions for the different stakeholders on improving the performance of the co-ordinating bodies and the NFPs.

EVALUATION OF THE EFFECTIVENESS AND POTENTIAL OF NATIONAL FOCAL POINTS FOR CAPACITY BUILDING

CONTEXT OF THE ASSESSMENT

THE AFRICAN CAPACITY BUILDING FOUNDATION
OPERATIONS AND THEMATIC RESEARCH REPORTS

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1 . Context of the Assessment

Africa is in crisis. In fact, for many years, the development of most African economies has been worrying. Since the beginning of the '80s, backwardness has become more marked – the development of African economies has become truly deficient and has lead to a great reduction in the GDP per person. As for the future, all the different scenarios end in pessimistic forecasts - Africa should experience poor results, systematically less than that of the rest of the world. Generally speaking, the weakness in national capacity undoubtedly constitutes a major hindrance to the economic and social development process. The recent assessments in all the countries highlight this deficit in national capacity that affects the public sector, the private sector, civil society and its representative institutions. Private operators in an environment marked by rigidity, often lack the information and training that allows them to develop their activities. As for the civil society organisations, they do not have the necessary human and material resources for fulfilling their mission to promote development and social participation.

Faced with this crisis , neither the international community nor the African countries have remained indifferent. On the contrary, different opinions have grown in number, leading to research on causes and policy proposals.

Aware of the sorry state of African economies and the social disasters experienced by her peoples, the public leaders at national and international level were obliged to resort to the notion of capacity building so as to enable and support sustainable development. Thus poverty reduction has become the political creed, the raison d'être of the African Capacity Building Foundation (ACBF). Today, the Foundation is unquestionably the African institution most actively involved in the area of capacity building for the analysis of economic policies and development management. Since its creation in February 1991, it has ceaselessly contributed to human and institutional capacity building in Africa. Fully conscious of the need to be present on the ground in order to better fulfil its mission, ACBF was obliged to establish national focal points (NFPs) in 26 African countries in conformity with the recommendation made by the African governors to the World Bank.

According to the Foundation (2000 annual report; consolidated strategic medium term plan 2002-2006), a national focal point (NFP) is a national structure whose creation the Foundation strongly encourages within the framework of its wider mandate of co-ordinating capacity building activities. It is a high-level structure whose function is to plan, coordinate, synchronise and ensure the implementation of capacity building activities . This structure, called NFP , Senarec , inter-ministerial committee or any other representative institution according to each individual case, already existed in a number of countries or had been created during the process of forming PACT.

National Focal Points are responsible for supervising the initial evaluation of national capacity, the results of which shall serve to formulate a policy, a strategy and a programme for developing national and/or sectoral policy. In addition, they are required to coordinate the identification, conception and preparation of capacity building programmes and projects as well as assessing the eligibility of plans that demand funding before they are submitted to the Foundation for examination and possible approval. Furthermore, national focal points are supposed to be the principal contact points for donors wishing to support capacity building activities. From this point of view, national focal points have a role to play in co-ordinating aid efforts. This is why they are required to ensure the follow-up and implementation of programmes and the co-ordination of assessments of capacity building policies, programmes and projects in order to draw lessons from them and to become receptacles for better practices.

The NFP's role is a changing one as it depends to a large extent on national context. Nevertheless, the Foundation expects a NFP to ensure visibility through implementing at least one of the following activities :

- to serve as a permanent framework for all the stakeholders to discuss capacity building issues in the countries so as to encourage the contribution of all to the strategy and to the process of national capacity building.
- to coordinate the national needs analysis as regards capacity building in order to determine the capacity deficits and the priority needs.

- to serve as a source of information on best practices in the area of strategies, processes, tools and experiences for capacity building at national level.
- to establish and maintain partnership between all national development actors in order to guarantee adequate financing for national capacity building projects and programmes.
- to support training, research and the publishing of documents on capacity building issues in countries.
- to serve as an ACBF focal point at country level and as the point of contact for donors wishing to finance capacity building activities.
- to serve as a vehicle for participatory development.

Since the beginning of the implementation of its wider mandate, the Foundation has approved the creation of 26 NFPs. Today, it has been established that the NFPs in the countries where they have been set up display different levels of operational effectiveness. Some have recorded high levels of performance, while others have recorded low levels. In most cases, strategies and tools for promoting stakeholder participation in NFP activities are either non-existent or poorly defined amongst those that function effectively.

From this point of view, the main question raised by the study is that of the effectiveness and performance of NFPs and other existing structures in co-ordinating the capacity building process as well as the efficiency with which they fulfil their responsibilities. Plainly speaking, the study in essence consists in measuring the effectiveness and efficiency of the NFPs as organisations.

The principal objective of this study is to ascertain whether the NFPs, in their capacity as structures for organising and managing the co-ordination of capacity building, are achieving results (visibility) by using adequate resources (human, material and financial...), and are doing their best to ensure this co-ordination.

EVALUATION OF THE EFFECTIVENESS AND POTENTIAL OF NATIONAL FOCAL POINTS FOR CAPACITY BUILDING

FINDINGS AND CONCLUSIONS

THE AFRICAN CAPACITY BUILDING FOUNDATION
OPERATIONS AND THEMATIC RESEARCH REPORTS

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2 . Findings and Conclusions .

The outstanding point of the study relates to the co-ordination of NFPs and other structures to ensure capacity building and to accomplish the mission of reducing poverty.

Hence, above all, it is important to define the reality of the co-ordination of NFPs and other structures in the countries included in the study by specifying on each occasion the reasons for their effectiveness or lack thereof.

Thereafter, it is necessary to review the NFPs' status in dynamic terms. This is certainly not the same scenario in each country as the supports at both the political and resource level (financial, material, human) are very different.

In the end, capacity building encompasses a cross-disciplinary notion. The diversity of the players involved means there needs to be a synergy, better still, a partnership, in order to accomplish such a difficult mission.

2.1 Co-ordination of capacity building activities

Organisations, structures and institutions that can support capacity building exist in all the countries covered by the study. Nevertheless, the question raised is regarding whether they are succeeding in fully reaching their objectives and thus achieving the best possible results. A *sine qua non* of this success is effective co-ordination between the different structures so as to adequately address the capacity building mission.

Therefore, it is necessary to begin by clarifying the concept of co-ordination itself, and then proceed to present and describe the structures and institutions we came across, ending with the issue of their co-ordination as evidenced in the countries visited.

2.1.1. Understanding the concept of co-ordination

Co-ordination consists in pooling the activities of a group of actors with the same objectives in order to attain the best possible results. Precisely speaking, it comprises the creating of a movement overall, a synergy between several actors that have a common objective.

In the context of our study, co-ordination comprises organising, creating synergy between different capacity building activities of structures and institutions falling within the public sector, the private sector and civil society. This type of co-ordination is even more necessary as in effect, no structure taken in isolation, whatever their resources, their vitality or their organisation, can fully realise their objective of capacity building at national level, which itself involves an all encompassing, complex, multi-sectoral and cross-disciplinary notion. In fact, capacity building involves the training of human resources, transparency and information dissemination to economic and social actors, institutional development (decentralisation, administrative reform, improvement of the justice system...), good governance for the effective management of the public and private sector, and civil society all at the same time.

The notion of capacity building is so complex and difficult to define that there is no objective definition. Thus, according to GTZ (1999) «capacity building is not defined through the instruments used, but through the objective of increasing individual and institutional means in a sustainable manner so as to improve their skills and aptitudes to solve problems ». According to UNDP, in its reference manual for capacity development, «capacity building is the process by which individuals, groups, organisations, institutions and societies increase their aptitudes : 1) to carry out essential functions, solve problems , define and fulfil objectives; and 2) to understand and manage their development needs in a global context and in a sustainable manner ». Lastly, for Eade, D. 1997, « Capacity building is an approach that is an integral part of development. It is a response to the multidimensional processes of change, and not a set of discreet or pre-established technical interventions for bringing about a result specified in advance.

In supporting organisations working for social justice, it is also necessary to support different capacities required to achieve this, that is, intellectual, organisational, social, political, cultural, practical or financial ».

It is said that capacity building is a very wide concept and is cross-disciplinary in nature. The context of each country, its level of development and the acuteness of its priority problems determines the starting point for addressing the problem.

As for co-ordination, it supposes that within the same space, the same country, the different structures and institutions:

1. Combine their efforts around a common objective – that of national capacity building;
2. Get to know each other, discuss, inform each other and work together to realise the common objective ;
3. Collaborate to create an overall movement, to create synergy, with a view to achieving the best possible overall and multisectoral results ;
4. Accept a dynamic structure with means and capacities (NFP) to exist as the vehicle of , cohesion, of synergy.

Before summing up on co-ordination, it is necessary to know something of the structures and institutions that contribute to it through their objectives, activities and results.

2.1.2 Capacity building structures and institutions.

In the countries chosen as samples for the study, we visited structures and institutions in the public sector, the private sector and civil society that are concerned with the issue.

These were:

- Departments responsible for the general co-ordination of government activities including capacity building activities.
- The key ministries concerned either with the co-ordination of capacity building

activities, or with the drawing up and implementation of sectoral or thematic projects and programmes in the area of capacity building.

- institutions of the Republic representative of the legislative power: National or Consultative Assembly, Economic and Social Councils.
- Co-ordinators of non governmental organisations: NGOs or trade unions
- Establishments of higher learning (Universities) or of vocational training.
- professional or consular bodies representing the private sector: Chamber of Commerce and Industry, Employers, Chamber of Agriculture .

1. *The Prime Minister's Offices: Departments in the Prime Ministers' Office and/or Ministries Responsible for the General Co-ordination of Government Activities*

Most of the countries have departments in the Prime Minister's Office. Either they are provided for in the Constitution, as in Mali, or they are established at the discretion of the head of state, as in Guinea. They ensure co-ordination of government actions.

The co-ordination instruments available are primarily inter-ministerial co-ordination committees or commissions chaired by Prime Ministers who are acquainted with the dossiers on the broad guidelines in terms of economic and social policy. Whether or not they are head of Government, the Prime Ministers are responsible for co-ordinating government actions.

In order to fulfil its functions, the Departments in the Prime Minister's Office have consultation bodies for monitoring. These are National Commissions whose jurisdiction centres around participatory leadership, co-ordination of the implementation of government actions, organising periodic reviews on monitoring the implementation of government actions, promoting social mobilisation around government programmes, organising any arbitration that is necessary for the coherence of actions.

The main National Commissions that were most commonly found were:

- la Commission Nationale pour le Développement et la lutte Contre la Pauvreté (National Commission for Development and the Fight against Poverty);
- la Commission des Investissements (Investment Commission);
- la Commission Nationale des Ressources Humaines et de la Population (National Commission for Human Resources and Population);
- la Commission nationale de Privatisation ou de désengagement de l'Etat (National Commission for Privatisation or State Disengagement);
- le Cellule de Promotion des Investissements (Investment promotion Unit);
- la Cellule d'Analyse de Politiques Economiques (Economic Policy Analysis Unit);
- l'Organe de Gestion de la dimension sociale du développement (Organisation for Managing the Social Dimension of Development);
- l'Agence de Financement des Initiatives de Base (Agency for the Financing of Grassroots Initiatives);
- le Centre pour le Développement Durable (Centre for Sustainable Development);
- la Commission pour l'Informatique (Informatics Commission).

In line with the specific capacity building theme, the Prime Minister's Office responsible for these aspects are particularly concerned with ensuring:

- orientation, evaluation and follow-up of policies and programmes;
- the adoption of the Sénarec programme of activities as well as their budget;
- the facilitation of resource mobilisation necessary to the realising of the programme.

2. Key Ministries Involved in Co-ordination

In some countries, capacity building activities are assumed by a key ministry such as the Ministry of Economics, of Finance, of Development or of Planning. This is the scenario witnessed in the majority of the countries, i.e. Benin, Gabon, Mauritania, Sao Tome and Principe, Chad and Togo. Here the role of the NFP is often assumed by the either an individual, generally the technical advisor of the ministry, or by a structure

(National Office or Sénarec), that is supported by a consultation body, such as a Steering Committee.

The primary result of this anchoring is that capacity building concerns are in the main limited to sectoral or thematic aspects (decentralisation, development management, the private sector, gender, ...)

The case of Mali merits presentation so as to illustrate an example of the thematic management of capacity building through a project recently put in place by the Ministry of Economics and Finance.

Owing to a cabinet reshuffle in October 2002, this project is now part of the Prime Minister's Office. It is called the Programme cadre de renforcement des capacités pour une gestion stratégique du développement - PRECAGED (Capacity Building Framework Programme for the Strategic Management of Development).

PRECAGED was approved on 1 April 1999, by the government of Mali and the UNDP for a period of four years. Operations began in October 1999. As per the project document, the overall objective of this programme is to contribute to improving the management of development particularly through;

- the improvement of national capacity in management and development co-ordination;
- putting in place a better coherence of development actions in , spatial and inter-sectoral plans;
- pursuing efforts to strengthen economic reforms aimed at stabilising public finance, promoting and growing the private sector.

The programme is a response to the government's concern to ensure the co-ordination and coherence of a development approach that reflects the general direction of the country, that is, the fight against poverty, sustainable human development, decentralisation, regional and sub-regional integration, promotion of the private sector, protection of the environment and taking account of the gender-population dimension.

The programme's immediate objectives would enable support for:

- national structures in implementing instruments and tools for managing development that takes into account the short, medium and long term horizons;
- setting up and strengthening mechanisms and procedures for co-ordinating aid for resource mobilisation through aid review, round tables and sectoral consultations;
- setting up and strengthening an economic and social information system adapted to new orientations in the management of development;
- setting up and/or strengthening capacity for managing regional and indigenous development;
- training of administrators, decentralised communities and other players in order to build national capacity for managing and planning development.

The direct beneficiaries of this programme are firstly the administrative structures responsible for managing development at central level. Decentralised structures benefit a great deal in their mission to promote development. The programme aims to support the different levels of decentralisation, that is, regions, circles, communes. Decentralised administrations, notably the Directions Régionales du Plan et de la Statistique – DRPS (Regional Planning and Statistics Office) is also one of the primary beneficiaries. The national programme aims to promote a participatory approach to development. Within this framework, the development players or their representatives are directly associated with the functioning of the structures they are involved in. This is true both for the central level as well as the decentralised bodies that already exist and those that shall be established.

The major concerns of the national programme as presented in the government policy and strategy document are centred around two essential areas. These are the planning as well as temporal and spatial management of development on the one hand, and the improving and co-ordinating of statistic production on the other. These concerns were taken account of in the sub-programmes or functions that can be summarised as follows:

The management of development policies: this sub-programme covers medium and long term development. Issues that relate to the search for actions to stabilise the economy as well as co-ordinating external aid are taken into account.

Economic and social information that is also part of this programme is aimed at improving the production, analysis and dissemination of statistics for improved management of development. communication at the level of this sub-programme supports efforts to modernise the management of development. in the same way, considerable efforts are devoted to supporting and restructuring the structures that are responsible for managing development.

Decentralised planning and town and country planning: included in this programme are the implementation of the national decentralisation policy in support of strengthening democracy and good governance, as well as the issues of town and country planning. Similarly, support is given to the Directions Régionales du Plan et de la Statistique – DRPS (Regional Planning and Statistics Office) to enable them to play a considerable role in linking the national and regional levels and in facilitating dialogue between the State and the communities.

Training: this aspect should enable the finalising of new instruments and approaches for the planning system, and, at the same time, the improving of managers at national, regional and local levels. It targets the following areas: scheduling of investments, economic assessment of projects, management and formulation of economic and social policies, the future, planning, etc.

Support for the management of the national framework plan: this materialised in the setting up of a programme support unit that ensures the implementing of the programme in accordance with a functional approach so as to make the synergy that is necessary between structures working towards the same objectives viable.

3. *Institutions of the Republic such as Legislative Power: National Assembly, Consultative Institutions like the Economic and Social Council*

- *the National Assembly* is an Institution of the Republic that constitutes Legislative Power.

It exists in practically all the countries visited and has done since independence in the 1960s. In general, in 1960 to the beginning of the 1990s, the National Assemblies have evolved in the context of a one party system that limits their influence on the political life of the country in the face of a very strong executive power.

Even with the emergence of democratic systems and the establishment of the multi-party system, one notes that the National Assemblies still remain characterised by the heavy burden of majority parties in power in almost all the countries.

Thus the National Assemblies execute their functions in a context dominated by:

- the dominance of the majority party in power;
- the weakness of the human resources and analysis tools that limit their capacity and their means of information in the face of the Executive in the implementation of legislative, orientation and monitoring functions;
- the lack of clearly established responsibilities vis-à-vis the electorate and the mechanisms for submission of a case to the National Assembly by citizens in the exercise of their rights;
- and lastly, the poor representation of women within the National Assembly.

- *The Economic and Social Council* is an Institution of the Republic for consultation. The institutional landscape identified in the different countries visited showed the existence of this Council. It is empowered to give an opinion on questions submitted to it by the President of the Republic or by the National Assemblies. It is consulted on draft laws on planning and programme laws of an economic and social nature. This consultative institution is comprised of members chosen from individuals who, due to their skills or their activities, are working effectively towards the economic and social development of the nation. Members are drawn particularly from representatives of trade unions, professional organisations from the main economic sectors, social associations and personalities from the scientific world.

As with the National Associations, the Economic and Social Council suffers from the lack of human and material resources, a factor that explains its limited capacity to play an effective role in the institutional landscape of the countries.

4. Civil Society: Co-ordination of NGOs and Professional Bodies

Civil Society is all the modern and traditional organisations, apolitical and non-governmental, having a common objective, that are working for economic, socio-political and cultural development with a view to promoting sustainable peace and effective democracy, playing an intermediary role between the State, political parties and citizens, in conformity with the laws and regulations in force.

Civil society is a new actor in the development process. Its emergence is linked to democracy and a multiparty system in African countries. It was very active in the countries visited. We shall present an example from Cameroon to illustrate the role that is generally played by this actor , called la Coordination de la Société Civile contre la Pauvreté : CSCP (the Co-ordination of Civil Society against Poverty).

La Coordination de la Société Civile contre la Pauvreté : CSCP is a not for profit non-governmental organisation regulated by the law on freedom of association in Cameroon.

The CSCP is a network of non-governmental organisations and representatives of civil society and the poor, working in the fields of the fight against poverty and the promotion of high quality growth. It also fights for the reducing of Cameroon's debt as well as that of the very indebted poor countries (VIPC).

The CSCP's objectives are:

- the fight against poverty through the ongoing search for sustainable, high quality growth amongst the poor;
- national and international lobbying to cancel the debt of Cameroon and the VIPCs'
- the promotion of listening to and involving the poor in the resolution of their problems;
- the promotion of good governance that benefits all and particularly the poor. From this standpoint, the CSCP intends to become the national and international conscience through demanding transparency, monitoring, responsibility and the seeking of approval when drawing up, executing and evaluating all projects and

expenditure linked to implementing state budgets, especially concerning projects that benefit from the initiative to facilitate growth and poverty reduction;

- the fight against AIDS.

Therefore, the CSCP, as demonstrated in its mission and activities, is fighting to contribute to capacity building.

5. Territorial Communities

For over a decade, countries have been engaged in a gradual process of decentralisation of public management. Reform was translated firstly by the reorganisation of territorial administration and the creating of decentralised territorial communities. The said communities are comprised of elected representatives at regional, sub-regional (circles, prefectures and sub-prefectures) and local level (rural communities). A significant devolution of government power is in progress at regional, sub-regional and communal level. This is accompanied by the spreading out of civil servants for the benefit of theof the State.

Today, decentralisation is of primordial importance in the context of the Strategy to Fight Poverty. For both the governments and the development partners, territorial communities have become the principal anchoring point for improving access to the quality of public services, especially basic social services (health, education, potable water).

In the different countries, we noted that this major institutional reform did meet with operational difficulties due mainly to:

- the lack of an effective framework for the strategic management of this process of change;
- the weak institutional measures and resources (human and material) as far as decentralised services that prevents them from adapting and participating in the process of change;
- the low level of training of local elected officials and of the population;
- and, the weakness of civil society in its role as principal actor in this process.

2.1.3. Co-ordination

We know that co-ordination supposes collaborative relationships between different actors on the basis of a certain number of principles and regulations for realising objectives. Based on this, the results of the survey conducted in the different countries will highlight two main scenarios.

1. Firstly, there is the case of countries where the focal point (NFP) is facing failure both in its functioning as well as in co-ordination. There is no synergy between structures, therefore, there is no effectiveness in the system, that is to say, the results achieved are not in conformity with the objectives. This is the case in countries where the NFP is not visible, and therefore is not at all established, or it is established, but not operational. This scenario was evidenced in countries like Cameroon, Benin, Mali, Sao Tomé and Principe and Togo.

In these countries, sectoral and thematic programmes were numerous, with no clear leadership being apparent.

2. Secondly, there is the case of countries where the NFP is visible and especially effective as far as co-ordination. The national focal point (NFP) is active and dynamic and thus has been able to create synergy between the different structures and institutions around the common objective of capacity building.

This is the case in countries where the National Secretariat for Capacity Building (SENAREC) is established and was found to be operational, as evidenced in Gabon, Guinea Conakry and Chad.

The performance and effectiveness of the National Focal Points can be explained by the fact that they benefit from resources (material, financial and human) to ensure their mission is fulfilled. As a matter of fact, no human activity is possible if it does not use at least one of these inputs.

Above all, the SENAREC possesses personnel, no matter how small, either full-time or part-time, who are devoted to co-ordinating structures. Moreover, they benefit from government financial support. This is the case in Gabon for example, which benefits from an annual budget of 108 million CFA francs from the government, and/or ACBF financial support (\$50 000 in the form of grants).

Concerning non operational focal points, the absence of effectiveness and efficiency is easily understood in as much as the unavailability of resources constitutes in itself a factor that militates in favour of apathy.

In summary, the different structures and organisations involved in co-ordination as far as capacity building is concerned, are characterised by:

- the weakness of public institutions that is evident from two aspects, firstly the absence of strategic planning, and secondly the limited effectiveness of the balance of power.;
- the weakness of development players that can be seen in: a poorly organised and ineffective public administration; a general shortage of financial and human resources; poor allocation policies; insufficient professional training; a civil society whose performance has not yet reached expectations.

What remains to say on co-ordination is that considerable efforts have been made by the different countries at sectoral or thematic level, yet the lack of overall vision remains in most cases. This phenomenon is linked to the non-existence of high quality co-ordination structures to address capacity building issues.

Moreover, the interface between State and other structures needs to be improved for the most part.

2.2 . Dynamics of National Focal Points

The state of the national focal points in the different countries visited varies a great deal. It is determined by factors such as the level attained in the implementation process,

the consequent political support accorded by the authorities, particularly evident through institutional anchorage, equipping with human resources, budgetary support and lastly, sufficient involvement of other development partners operating in the same area.

From the viewpoint of these different factors, the elements of the dynamic may be analysed as follows:

Table of generic problems

The main elements presented as problems in the grid are those indicated in the terms of reference and that are also evident on the ground. The plus sign indicates the existence of a problem in the country concerned. The number of plus signs is proportional to the severity of the problem. The minus sign indicates that the problem is not evident in the country in question. The addition of one of the signs to a problem/country results from information gathered from the people we met as well as from analyses made by the Consultants.

Table of generic problems

Country/Problems	Poor understanding of the concept	Little participation of other players in NFP activities	Poor visibility	Effectiveness not known	Utility not known (aspect of potential)	Viability not known	Little impact	Inadequate institutional framework
Benin	-	-	+	+	-	+	+	-
Cameroon	-	+	+	+	-	+	++	+
Gabon	-	-	-	-	-	-	+	-
Guinea Conakry	-	-	-	-	-	-	+	-
Mali	-	+	++	++	-	+	++	+
Mauritania	-	-	+	+	-	+	+	-
Sao Tomé and Principe	-	+	+	+	-	+	++	-
Chad	-	-	-	+	-	-	+	-
Togo	-	+	++	++	-	+	++	-
Severity of the problem	0	4	8	9	0	6	13	2

Investigation of the Generic Problems

This scale highlights the most noticeable problems in descending order of importance. They are as follows:

1- The weak impact of the NFPs on Capacity Building.

In this case, weakness is understood to refer to the ability of the NFPs or their supporting structures to positively influence and guide existing or future policies and strategies in the various countries. The known impact would be mainly evident through these key indicators:

In the Public sector (the Public Service and its various components)

- Ability of the sector, its human resources and its institutions to select and effectively implement development programmes using an appropriate development strategy ;
- The sector's ability to design and establish effective organisational structures, which reflect the national development objectives;
- Ability to effectively manage and maintain relations with multilateral and bilateral development partners ;
- A high level of transparency in public sector transactions ;
- Ability to effectively manage public funds and to demonstrate discipline within a development strategy context ;
- existence and effectiveness of the mechanisms used to assess the administration's performance and ability to respect its obligation to correct its own inadequacies ;
- ability to provide basic public goods and services : education, health, energy and clean water ;
- effectiveness of the regulatory and legislative framework governing relations between the State and private sector, and the State and Civil Society ;

Private Sector

- ability of the private sector and its components to hold dialogue with the government, trade unions, donors, and consumers in order to promote the legal texts, regulations and standards contributing towards the success of the market economy;
- this sector's ability to acquire and transfer skills enabling it to participate in international trade ;
- opportunities to enhance skills through various types of training ;
- ability to manage financial and human resources (basic knowledge and management skills).

Civil Society

- ability of NGOs to participate effectively in the country's development process,
- ability of NGOs to find solutions on the ground, to problems that are their responsibility.
- Ability to participate in defining strategies that are in line with the national development objectives
- Ability of civil groups, employees' organisations, trade unions, women's associations, rural communities and consumers to influence the actions of the government and to encourage it to maintain good governance.

It can be seen that in all the 9 countries visited by the consultants the problem of low impact is very evident. This arises out of a combination of various factors such as the lack of effectiveness, poor visibility, low viability and utility, which is yet to be developed. The main causes are essentially :

In most cases, the roles assigned to the structures are not clear. They are very often general, and this makes assessment difficult.

Consequently, the impact upon policies is not very evident, especially as the activities and relevant structures are very diverse and are not co-ordinated.

The lack of adequate resources to meet expectations, is also evident. In numerous countries the NFPs are made up of individuals, and not structures. This compromises their impact, viability, as well as their effectiveness.

There is no reference framework on capacity building policies. In most countries the capacity building policy has not yet been clearly defined. Among the countries involved in the study, only Guinea Conakry has drafted its national capacity building programme.

In several other countries there are other factors that could contribute to drafting the said policy in the form of a sectoral or thematic policy : (macroeconomics, institutional reform , rural development and decentralisation)

2- The Lack of Effectiveness .

The effectiveness of a structure is measured by its ability to fulfil its mission while ensuring that there is a measurable impact upon the Objectively Verifiable Indicators (OVI). At the NFPs that were visited, the results were poor. Taking into account the observations made above, it can be easily stated that in most cases the effectiveness of the NFPs and their supporting structures remains low in view of the objectives assigned to them when they were established.

This factor is the second problem on our scale of generic problems and was highlighted in 7 countries ; it had a 9-point weighting on the scale. The main reasons for this effectiveness gap vary and are interdependent. Here are some examples:

The lack of conceptual tools for such projects/programmes, with clearly laid down objectives and specific action plans with appropriate indicators, which make it possible to adequately measure performance and effectiveness. It must be remembered that besides Guinea Conakry, none of the other countries that participated in the study has a national capacity building programme.

Most of the countries are in the preparatory phase of these programmes : mainly drafting or approving the terms of reference. In spite of this huge collection of tools/instruments, assessing the performance of the NFPs themselves becomes difficult because it is not done on the basis of objectively quantifiable data.

The gaps in the factors mentioned, such as the resources for implementation and the problem of co-ordination may also partly account for the lack of effectiveness.

Institutional anchoring is a determining factor. In countries where the NFPs form part of Ministries other than the traditional co-ordination ministries or government units, they face problems with fulfilling their co-ordinating role and driving the capacity building activities. Mali is one example of this. Its NFP is virtually anchored in a special department (General Department of Public Debt) of the Ministry of Economics and Finance. It is easy to see the problems that could arise with this, in relation to the existence of the government unit and the recent creation of a Ministry responsible for Planning (October 2002).

The mobilisation of resources needed for the projects/programmes. It is a known fact that often more than 80% of the funds needed for projects/programmes are sourced externally. This is equivalent to the amount noted in public investment budgets in the relevant countries. Given the general shortage of these resources for what could be a long time, an agreement must be established, by necessity, between the governments and donors, to ensure a more effective

mobilisation of resources earmarked for capacity building. The experiences gained from co-ordinating external aid have not been very convincing to date. Some partners do not have enough flexibility on the ground to adapt the scheduling decided upon by their headquarters. It would be interesting to monitor (by country) the development of the Poverty eradication or poverty reduction strategic documents, in order to ascertain whether any progress will have been made in the medium term.

3 – The Lack of Visibility .

This is understood to be the extent to which the presence of the NFP is felt, how much it actually relies upon the guidelines, definition and arbitration within the main institutions of the public and private sector, Civil Society organisations, and on those of financing organisms and other capacity building institutions. From this perspective, the rating awarded by the respondents, on the rating scale proposed by the Terms of Reference (ranging from 0 to 5), is generally between 2 and 3 points in the different countries. This means that the visibility aspect is not one of the strengths of the NFPs.

The problem of the lack of visibility was noted in at least six of the eight countries that participated in the study. On the generic problems grid, visibility has a weighting of 8 points out of a maximum of 13 points allocated for low impact.

There are several possible explanations for this. Among others, these include :

- the fact that the NFPs are relatively young : most of them were set up in 1999 and 2000 (Gabon, Guinea Conakry, Mauritania, Chad), have not been set up yet, or are not yet operational (Benin , Mali , Togo) .

- the NFPs are integrated into other structures : sometimes the NFPs are incorporated into structures where the issue of capacity building is not the only concern. Sometimes it is not even regarded as the key preoccupation.

This is the case in Mali where the role of the NFPs is on the verge of being allocated to the General Directorate of the National Debt, which is otherwise preoccupied with managing a heavy internal and external debt. In Mauritania this role is played by the Technical Advisor to the Minister of Economic Affairs and Development who, at the same time, holds numerous other positions, such as that of Chairman of the Steering and Monitoring Committee of the National Capacity Building programme, and Chairman of the Technical Committee for the Fight Against Poverty, while managing several other projects allocated to him by the Minister. Although this situation can have the advantage in that it draws a parallel between the different exercises linked to the fight against poverty,

it also has the disadvantage of stifling the objective of our mandate, thus hindering the NFPs' ability to play their leadership role of managing and co-ordinating the capacity building activities. The cases of Benin and Togo are very similar. In those countries the national co-ordinators fulfil that role : the National Director of Capacity Building in Benin (a definite advantage) and the National Director of Planning and Development in Togo.

- On the other hand, it has been noted that in countries where the government has created structures, such as SENAREC (Gabon, Guinea Conakry, Chad), that are specifically dedicated to managing capacity building matters, the issue of visibility is viewed positively by the stakeholders. The political support of the authorities, alongside the volume and nature of the activities carried out, contribute towards these focal points being sufficiently visible in the institutional landscape of the country. This is evidenced by the fact that studies are being conducted on the national capacity building programmes, with the participation of several consultative or management bodies for programmes such as those on poverty eradication. Similarly, they have received numerous requests from players in the government, civil society or the private sector, on subjects that often go beyond their areas of competence.
- considering the number of objectives assigned, the meagre operating resources made available to the NFPs or the structures fulfilling that role could have a negative impact upon all

the factors being assessed : visibility, effectiveness, viability and impact. Very often, apart from the contribution made by ACBF, the contributions made by other partners were hardly ever mentioned. The UNDP and World Bank have sponsored or funded a number of studies or drafted projects relating to capacity building, but these are very often limited to sectors or specialised areas. Even the governments are barely managing to meet the financial obligations arising out of the said structures, not only where the negative factors on visibility are concerned, but also those concerning effectiveness and impact.

Limited human and material resources are a serious hindrance to the NFPs in this domain. In numerous countries, the staff is limited to just one director appointed by the facility and a very low budgetary allocation from the government.

ACBF's contribution, where the organisation exists, is not always fully mobilised. The beneficiaries have attributed this to the procedures required.

The lack of dynamism among the management or advisory bodies made up of representatives of all the players involved (institutional, private sector and civil society components), in most cases chaired by a government representative. Even at a statutory level, the numbers of meetings attended by the said bodies, number no more than two annual meetings, which are otherwise difficult to hold.

There is a lack of co-ordination in the area of capacity building.

The institutional outlook of the countries visited is characterised by the existence, and often the superimposition of a multitude of projects/programmes dedicated to capacity building. These projects/programmes are either initiated by the governments themselves or have strong donor support, some of which are difficult in matters of co-ordination. They are carried out through departments or units in the ministries, and managed by bodies which very often are overlapping (Fight against poverty, decentralisation, administrative reform, gender issues).

As an individual, the NFP is generally a stakeholder in a number of these bodies, which makes it less visible in terms of its specific capacity building functions.

4 –Limited Viability of the NFPs

With a weighting of 6 points, this problem is similar to others noted in the process.

This problem is highlighted in the terms of reference and is a key element in the pursuit or adjustment of future support from ACBF, insofar as the ability to achieve concrete results or to carry out long-term planning is made possible by that factor.

This point on viability is more a result of the analysis carried out by the consultants than of the observations made by the respondents.

From a conceptual standpoint, viability is not equivocal. However, at present, the viability is compromised by the working conditions of the said structures.

On the other hand, in the medium and long term, if the obstacles are overcome, the NFPs would be able to work their way up to an acceptable level of viability.

The issue of viability can be viewed from two perspectives :

- The current situation being faced by the NFPs : their viability is not evident. The numerous problems highlighted relating to the lack of resources, of a consensual reference framework, and of effectiveness in the interaction of these different elements, poses a serious obstacle to the current viability of these structures ;
- The potential situation, in the medium to long-term, characterised by growing interest in capacity building in Africa. Most countries have understood its importance and have decided to act vigorously in that domain. Numerous programmes are currently being prepared.

So, with human, material and technical resources there is a greater guarantee that the structures responsible for co-ordinating these programmes could be more viable in the future.

5- Currently their utility is unclear .

The concept is understood to refer to all the services provided by the structure, and is still very weak, given the fact that most NFPs are barely operational.

As was the case in the above factor, the existing situation is far from satisfactory when compared to what it is anticipated will happen in the future, which seems more encouraging.

In the declarations of intent, the various stakeholders involved believe that the NFPs could be useful as long as there is a clear need for capacity building activities to be co-ordinated. This means with co-ordination becoming more important, the idea of utility is likely to be viewed in a more positive manner.

Already it can be said that the utility of the NFPs is being seen in :

- The increased visibility of the concept of capacity building and a stronger will among governments and donors to invest in that area

- A greater mobilisation of all the stakeholders in that domain.
- The fact that it is now possible to have a vision
- The capacity to make the functions fulfilled by the various state structures and other non-governmental stakeholders (private sector and civil society) coherent.

6- The institutional framework is sufficient

The weighting of this factor, as well as that of the two subsequent factors is low : 3 points out of a maximum of 13. On the basis of field interviews conducted, it became apparent that institutional anchorage, in which NFPs are generally located within government units, e.g. Guinea-Conakry, Togo, Benin, Gabon, Mauritania or Ministries responsible for co-ordination (Ministry of Economics, Ministry of Planning) was considered satisfactory.

On the other hand, those that were not placed at an insufficient level of co-ordination had difficulties in succeeding to mobilise the different players in the context of the activities.

In addition to institutional anchoring, the NFPs have management and monitoring bodies that are chaired either by the Prime Ministers themselves (Guinea), or by a government representative (all the other countries). The elements relating to this theme are found in Annex 1.

7-Good participation by all stakeholders in the activities of the NFPs is recognised.

Although mentioned in the terms of reference, the issue of participation by actors in the various activities is rarely raised. Participation is generally effective.

This is evident in the fact that there are representatives of the state structures, private sector and civil society within the management or monitoring bodies. However, in certain cases, some of the actors in the last two categories have deplored the

heaviness of the administration of the structures. Even if this phenomenon remains marginal, efforts need to be made to explain and sensitise them.

These actors are generally stakeholders in civil society (NGOs) and the private sector some of whom believe that this role is not what it should be as regards that of the administration even if they are also official members of the managing and monitoring organs of the said focal points.

8-A good understanding of the concept is assured

This factor has a weighting of 0 (zero) on the scale. This means that this matter did not

arise because in all the countries visited the concept is clearly understood by all the stakeholders. The extent of the tasks to be accomplished in order to achieve the objectives is fully understood. The need to co-ordinate the players and to establish a consensual reference framework is widely shared by everybody in the face of the need to distribute efforts in this domain.

2.2.2. Practical specificities of generic problems by country

The problems discussed below show a different side to the NFPs, though the performance of the different countries varies.

Some NFPs that face problems of dysfunction (lack of effectiveness, lack of visibility, lack of viability, weak impact ...) have not performed. They bear the weight of the problems. Such is the case of countries like Benin, Cameroon, Mali, Mauritania, Sao Tome and Togo. In other cases, there problems but not as severe (Chad) with viability being at least assured. In other cases, the problems are hardly visible for the NFPs (Gabon, Guinea) and they are a source of hope.

Their success is not complete in terms of effectiveness and efficiency, but at least they encourage a feeling of satisfaction and show positive performance.

2.2.2.1 – NFP's faced with the problems of dysfunction

BENIN

In Benin, the NFP is not yet formally established. The Ministry responsible for Co-ordinating Government Action, Future Perspectives and Development, through the capacity Building Office plays the NFP role.

Several other national structures are strongly involved in this field these are:

- La Direction de la Formation Professionnelle du Ministère de l'Enseignement Technique ;
 - La Direction de la Formation Professionnelle et de la Vulgarisation du Ministère de l'Agriculture de l'Elevage et de la Pêche ;
 - La Direction de l'Administration du Ministère des Finances et de l'Economie ;
 - La Direction de la Formation interne du Ministère des Finances et de l'Economie ;
 - La Direction de la Formation Professionnelle Continue Ministère de la Fonction Publique ;
- La Chambre du Commerce et d'Industrie :**
- L'Université du Bénin d'Abomey Calavi ;
 - Le Conseil national du Patronat ;
 - Le Conseil Economique et Social ;
 - La Fédération des ONG.

Each structure fulfils its functions in a particular area of capacity building, thus calling upon intense co-ordination efforts that suppose collaborative relations between the different players on the basis of a certain number of principles and regulations so as to realise the objectives. In Benin at the moment, co-ordination is not done in an optimal way even though numerous sectoral or thematic programmes exist.

The problem of the weak impact of the NFP is clearly seen. It results from the compounding of numerous factors such as the lack of effectiveness; poor visibility and poor viability as shown in the table of generic problems. The primary causes are:

- The structure is not formally established as an ACBF' NFP. The Capacity Building Office, which plays this role, is a new structure and is having difficulty in playing its full co-ordination role at national level;
- The impact on current policies is not very clearly evident, particularly as the relevant activities and structures are very diverse and not co-ordinated;

- The lack of adequate means in the face of expectations is patent. Currently, they are constituted by that of the government and a grant agreement has not yet been signed with ACBF.

The personnel specifically employed by the NFP is clearly obvious. It is the lady director of national capacity building who plays this role, supported by some managers. The budget that is available is the ordinary budget of the Capacity Building Office, which is not sufficient. At the moment, apart from ACBF, no other donor has made any firm financial commitment to support the structure. This may allow some doubt to hang over its future viability.

CAMEROON

Cameroon is striking due to the existence of numerous structures that are involved to a certain extent in capacity building. Amongst those we visited are:

- L'école Nationale d'Administration et de Magistrature (ENAM) ;
- L'Institut Supérieur de Management Public (ISMP) ;
- Le Ministère des Affaires Economiques de la Programmation et de l'Aménagement du Territoire : la Direction des Projets et de Programmes ;
- Le Fonds d'intervention inter communal (FEICOM) ;
- La Coordination de la Société Civile contre la Pauvreté (CSCP) ;
- SOS dialogue.

These structures and organisations that are meant to be in synergy so as to engage in fierce battle against poverty unfortunately have little by way of relationship. ENAM, which plays the role of the national focal point is not known by the other structures as such, so much so that it has no visibility. The weak impact of the NFP is obvious because of its actual non-existence. For almost all the structures visited, the notion of the NFP is a new concept. Therefore, there is absolute vagueness.

The Director of ENAM, to whom it falls to play the role of co-ordinating the NFP, is more concerned with the traditional functions of his structure (training of civil servants and government financial staff as well as magistrates, ...) He is therefore inaccessible and altogether little inclined to strike up relations with other structures around the common issue of national capacity building. As a result, the viability and utility of the NFP is non-existent. Therefore one needs to start from scratch in Cameroon.

Hence it appears urgent to establish the NFP and to make it operational as the task to fight poverty is a priority. Furthermore work needs to be done to sensitise the different structures around the common objectives of capacity building, and this is indispensable insofar as they operate in a truly scattered manner.

The ISPM (Institut Supérieur de Management Public), which seemed very dynamic, co-operative and well informed on developing management issues during our visit, can, in our humble opinion, henceforth assume the role of focal point. In fact, for the purpose of being the tool of modernisation and revitalisation of the government, its function of public management trainer, and especially the scope of its own activities in capacity building, this structure seems to us to be the best to fully play this role of focal point.

Nevertheless, a strong opinion came out in favour of a high level structure to take charge of the capacity building issue.

MALI

Lack of visibility is what affects the national focal point in Mali the most. The appointed focal point, the Direction Générale de la Dette Publique (National Debt Office), is not known as the focal point by the other structures involved in capacity building.

This office was appointed by the Minister of Finance because the organising of the ACBF forum in Bamako in 2001 was under its supervision.

The grant agreement is currently being negotiated. Since the forum, this structure remained the focal point. Unfortunately, the public debt dossier is so huge and complex that the management of the capacity building dossier has assumed a somewhat marginal aspect, if not semi-existent in the activities of the director of this structure. Consequently, this is the main reason for the non-availability of the Malian focal point. In actual fact, it is an issue of competence that is raised because the National Debt Office does not have the vocation to be the focal point. In spite of all that, by simply being a structure de facto without any real viability, and from this point of view not benefiting from neither support staff nor resources to carry out any activity, the focal point, apart from its lack of visibility, has no impact, nor utility, nor effectiveness. Capacity building activities are spread out between the ministries and civil society structure and no co-ordination exists at all.

Hence, the majority of the structures visited recognised the need to establish a national focal point so as to ensure national capacity building activities. The best type of anchoring seemed to be a high level structure, the need for which is becoming more and more obvious and is discussed during fora on this topic.

It would be useful to take advantage of the negotiation of the grant agreement to better define the NFP's anchoring, which would be better placed within the Prime Minister's Office or that of one of the ministries such as the Ministry of Institutional Reform or the Ministry of Planning.

MAURITANIA

No actual capacity building structure exists in that country. In fact, several structures and projects financed by donors are present in the different areas. These are:

- the national programme for good governance funded by UNDP;
- the project for Institutional support financed by the AfDB;
- the capacity building project for the mining sector.

Moreover, each ministry has either a project that is underway or is preparing one that has a capacity building aspect.

The ACBF/NFP, based in the Ministry of Economic Affairs and Development was set up in 2000. It comprised solely of the technical advisor in the Ministry of Finance who at the same time assumes the functions of the chairperson of the steering committee of the National Capacity Building Programme and of the Technical Committee for the Fight Against Poverty. This programme is implemented by the Centre mauritanien d'analyse des politiques de développement (Mauritanian centre for policy analysis and development). The idea behind this is the paralleling of the two financial years underway.

The issue of co-ordination comes up here, taking into account the novelty of the structure, the multiplicity of players and the lack of resources. The steering bodies do not function properly, their actions tending to become diluted with that of the national capacity building programme and that of the Committee for the Fight Against Poverty.

The NFP does not have a specific budget excepting that from the ACBF grant agreement that was in force in March 2001 and has been implemented up to 30%. However, the NFP has carried out a number of activities, amongst which are:

- the co-ordination of the preparation of the national capacity building programme;
- donors' meetings on the setting up of the Centre d'Analyse des Politiques de Développement;
- training and awareness raising of all the players.

As with most of the NFPs visited. Mauritania's NFP also suffered from weak impact on its institutional environment, poor effectiveness, and unknown visibility and viability.

The primary causes are:

- the missions given to the structure are diluted among numerous other structures and are

not clearly defined. Therefore, the impact on current policies is very limited, especially as the relevant activities and structures are very diverse and are not co-ordinated;

- The lack of sufficient means in the face of expectation and this in human as well as material resources.

In this case, the lack of visibility is a major handicap. It is understood here as the manner in which the NFP is perceived, how it truly affects orientation, definition and arbitration within the principal institutions in the public and private sectors, civil society organisations, finance and other capacity building institutions. Here, all the interviewees agreed that it is very weak as indicated in the assessment table.

The absence of dynamism in the steering and orientation bodies was also evident here. Even at the statutory level, the frequency of meetings of the said bodies is not more than two per year and have been difficult to hold since establishment in 2000.

In such a case, it is of the utmost urgency to redefine the NFP's activities by putting in place a larger structure around the specific concerns of capacity building. This structure should be given adequate means from both the State and its partners.

SAO TOME AND PRINCIPE

In São Tomé, the focal point is housed within the Ministry of Planning and Finance and the person responsible is one of the councillors in the Ministry. The focal point is characterised mainly by their lack of visibility as no concrete activities have been carried out, so much so

that most of the capacity building structures are somewhat sceptical as to its existence. According to our interviewees, civil society and the private sector (listed in the Annex), the focal point remains more an instrument in the service of the government administration alone.

They are not even informed of the NFP's objectives, thus visibility is non-existent in their view.

Despite the grant of \$50 000 by ACBF, no activity, not even simply information or awareness building, has been carried out and neither has a contract, formal or informal, been made with other structures.

The focal point's failure as far as visibility seems at first glance to be due to the passivity of the person responsible. In fact, the co-ordinator seems to lack the dynamism to fulfil the task advisedly, to the point of not even succeeding to set up a contact network between the different structures. She is definitely not renumerated for this mission and as a result, seems little motivated. She herself argues that she does not have an official mandate for co-ordination, whereas in the grant agreement, the mandate consists all the same in raising the awareness of civil society and the private sector on capacity building and inviting them to present their needs in this area. However, objectively speaking, we believe that the building of more than one office at the same time is in itself a major handicap in fully undertaking this mission. The availability of time seems to be an important aspect for the success of this type of mission.

Moreover, a problem of fully available personnel to activate the structure and enhance its image is posed. There are in effect no full-time employees. Only three part time workers are effective. Due to the inavailability of resources to this end, they are not paid. This is certainly a source of demotivation. In addition, there is no contribution from the government because of poor revenue generated at national level. Therefore, in the long-term, the NFP's viability becomes an issue. Hence the national focal point's ineffectiveness is acknowledged, in the same way as its poor impact and lack of utility.

In spite of all this, the establishment and operationalisation of Sao Tomé's focal point seems to us to be a matter of urgency because of the challenges to be faced in that country where it is poverty that is very visible.

In the main, our interviewees desired a high level structure to house the NFP. This structure would seem to be of the highest office, which is less susceptible to social upheavals and has an overall vision of the economic and social environment.

TOGO

The mission arrived in Lomé at a time where activity was considerably disrupted by preparations for the legislative elections of 27 October 2002. As a result, the consultant was only able to meet a limited number of interviewees who were two managers from the Ministry of Economics and Finance, representatives from the Employers Council and from UNDP.

The situation in Togo was that the texts for establishing a Senarec were available and the NFP was formally appointed, but the structures are still not functional due to the lack of its own resources.

Nevertheless, in Togo as elsewhere, numerous capacity building activities are carried out by different actors and are characterised by a true lack of co-ordination.

The institutional landscape is marked by the existence and often superimposition of a multitude of projects or programmes that are dedicated to capacity building. These projects or programmes are either the work of the government or strongly created by donors, some of whom are not easily influenced in terms of co-ordination. They are executed within the sectoral ministries or units and directed by bodies that are themselves often superimposed (fight against poverty, decentralisation, administrative reform, gender).

Therefore, the Ministry of Economy and Finance, in conjunction with UNDP, is formulating a capacity building plan of action for managing development for the period 2002-2006 together with a macro-economic management capacity building programme.

Intense discussion is underway with ACBF so as to finalise the procedure for approving the grant agreement.

In terms of impact, effective visibility, the results are still inconclusive, if not non-existent for reasons linked to the non-functioning of the structure of its management and supervision bodies, in addition to considerable prevailing difficulties of co-ordination

The acceleration of the effective implementation procedure and of the operationalisation of the NFP is, we believe, urgent enough to influence the putting in place of the ACBF grant.

2.2.2.2 – An NFP with mixed results

This exclusively concerns Chad where a SENAREC exists that has certainly not undergone the same level of severity of problems as the NFPs above. Yet it has not fully reached its cruising speed.

CHAD

The SENARAC in Chad was created by decree in April 1997, within the framework of the partnership for capacity building in Africa. Technically, it is linked to the Ministry of Economic Promotion and Development. Its tasks consist in:

- providing a new vision of capacity building;
- designing strategic priorities and national capacity building programmes;
- managing and conserving a data base and information on capacities;
- evaluating the implementing of capacity building programmes in Chad.

The SENARAC is structured into three sectoral programmes directed by programme managers.

These are:

- the public sector programme;
- the private sector programme;
- the civil society programme.

In spite of its novelty, almost all the representatives of structures or organisations that we interviewed in N'Djamena expressed positive opinions on the NFP's visibility. The SENARAC is visible insofar as it succeeds in carrying out positive actions. It is currently developing co-operation with civil society and the private sector. For this purpose, a forum was organised in July 2002 to make the structure and its programmes known.

Among others, the SENARAC has succeeded in adopting a document on the National Strategy for Good Governance. It undertook the training of parliamentarians and journalists on World Bank funding. In this way, it is playing the role of interface between the donors and the different components of the economy.

Moreover, the structure is viable and has a full-time team, so much so that the managing team has no problems in meeting regularly. The staff comprises 3 programme managers – for the public and private sectors and civil society – a secretary and a national full-time consultant for civil society, employed for two years.

Nevertheless, the SENARAC is not fully reaching its objective and this is not entirely effective. Yet this can be understood insofar as the issue of capacity building in Chad is vast, as is the country itself. From this point of view, all sectors in the country's economic life are concerned. Without appropriate and sufficient means, its objectives cannot be realised. At the beginning, with the PACT initiative,

the SENARAC was funded by the World Bank who supplied the start-up equipment. But, for a year now, it is the Chad government that has taken over.

It pays the salaries and other operating costs, so much so that one can see the shrinking of the structure's funding due to the State's modest resources.

ACBF's grant agreement (US\$50 000) was negotiated. This sum of money though appreciable, is all the same not sufficient in the face of the burden of responsibility related to capacity building.

Another factor limiting the NFP's effectiveness is the government's involvement in the SENARAC. Its activities are often directed towards the public sector, while the private sector's expectations are very large.

The internal organisation of the work and the quality of the managers themselves are other factors that hamper the effectiveness of the SENAREC.

The first factor, that is the organisation of the work, is primarily an issue of management. The co-ordinator does not appear to be dynamic enough.

The second factor relates to the plurality of the programme manager's functions in the public sector. Concomitant to the fulfilling of this function, he is also responsible for co-ordinating PROFESS – Projet d'Appui à la Professionnalisation de l'Administration Publique (Project to Support the Professionalising of Public Administration). Overwhelmed with work as he has to divide himself between two structures, the SENAREC gets little output from him. This plurality of the programme manager's functions in the public sector, with the related financial advantages, appears in turn to pose a problem of leadership within the NFP. The social tension arising from this constitutes a limiting factor to effectiveness, among others.

The solution is not simply to inject into the SENAREC the resources it requires for effectiveness, viability and utility in the long term. It is also necessary to bring about less dependence on the government administration by placing it under a high level structure and,

more especially, by carrying out internal restructuring with a view to limiting inter-personal conflicts.

2.2.2.3 – A NFP with results that are satisfactory overall

Following the example of Chad, two countries in the sample that have succeeded in setting up their NFP as a SENARAC and that have realised a performance and hence results that are satisfactory overall are Gabon and Guinea. We shall proceed to pick out and highlight the factors that explain this phenomena.

GABON

The SENARAC in Gabon was established in 1997. It is the focal point for all initiatives and actions that relate to national capacity building involving institutions, human resources and operational practices, but also the public and private sectors and civil society who are all working together towards development and its sustainability. The SENARAC is the local correspondent of the executive secretariat of the World Bank for capacity building in Africa as well as the fundamental body for follow-up and training linked to implementation at national level for policies, decisions and recommendations of the international consultative group on capacity building in Africa.

The SENARAC is thus the official national institution, and as such is highly visible to the other structures such as the IEF - Institut d'Economie et des Finances

(Institute of Economics and Finance), PRECAGET - Projet de Renforcement des Capacités en Gestion Economique et Financières (Project for Capacity Building in Economic and Financial Management). It has a good relationship with the other structures, plays an advisory role and therefore appears useful.

The SENARAC's visibility is justified by the fact that it is headed by a very dynamic co-ordinator who is available and well informed on issues of development management. He receives an allowance and is therefore motivated in his work.

The focal point plays a mission as an interface between the national actors and the donors. It held a forum in 2002 with all the structures and organisations dealing with capacity building. A meeting is held with the other structures twice per week. He sends students from Gabon for training outside the country, notably to ISMP in Yaoundé for Management training. A study on the effectiveness and efficiency of public expenditure in training was completed in 2002.

Due to these activities which are not insignificant, the positive visibility, utility and impact of the NFP is not in doubt.

Such a positive assessment is most certainly due to the fact that the SENAREC has material, human and financial resources, without which the objectives can never be translated into results. It is often said "the end justifies the means".

From a material standpoint, the State has provided the SENAREC with an office comprising 7 equipped offices (i.e. furniture, telephone, water, electricity), and then in 2001 provided three vehicles, two minibuses for transfers and a duty 4x4 for the director of studies who is a permanent member of staff.

The SENAREC also benefits from a sufficient allocation in terms of human resources and, in addition has at its disposal:

- 1 part-time director;

- 1 full-time director of studies;
- 2 full-time secretaries (director's secretary and bilingual secretary);
- 11 part-time collaborators;
- 2 employees (support staff: 1 driver and 1 cleaner).

The technical support secretariat is the only permanent structure.

The part-time collaborators constitute a sufficient team from a quantitative point of view, and is also well filled out so as to give the best results.

It is composed of government and civil society agents, being one member of parliament, one female researcher from civil society, the rest being teaching researchers at the university. There are 10 high level experts such as the university chancellor and the legal advisor to the President.

The government's financial support comes to a sum of 108 million CFA francs per year, including what is given for operational needs and equipment. This amount is divided as follows: 30 million for equipment; 13,600 million for the remuneration of technical staff (full-time); 29 million for fees and honoraria for experts and resource persons; and 36 million for operating costs and mission costs.

Despite the SENAREC's performance, there have been difficulties that need to be overcome so as to improve effectiveness.

The ACBF grant agreement was negotiated and signed in November 2000 in Harare and makes provision for US\$50 000 over two years.

One of the difficulties is that the SENAREC is responsible to both the Ministry of Finance and to the Ministry of Planning. This situation constitutes a major hindering factor for the structure as it leads to tardiness in decision-making and raises the inevitable problem of the

co-ordinator's hierarchy.

Another difficulty that presents a handicap is the numerous staff, especially those that are part-time. They are often sought by their own departments and they carry out many other expert or consulting activities, therefore, their effectiveness becomes an issue. For example, their absence from the steering committee meetings is very high.

GUINEA – CONAKRY

In Guinea-Conakry the NFP is constituted by the SENAREC, which was established in September 1999 and began operating in 2000.

Among others, its responsibilities are:

- to guide, assess and follow-up capacity building policies;
- to assist in mobilising the resources needed for realising the programme.

Its steering committee is chaired by the Prime Minister and brings together the ministers involved in capacity building issues, the private sector, civil society and development partners.

The grant agreement signed with ACBF came into force in November 2000. Only about half of this is mobilised. The government contributed about 50 million Guinean francs in 2001, 100 million in 2002 and 100 to 150 million (that is about US\$100 000) is planned for 2003.

The SENAREC has a permanent staff complement of 3 university graduates, 1 secretary to the director and 3 support staff provided by the government. In addition, the government has provided office space with equipment and a vehicle.

The main activities carried out have been:

- a diagnostic study of capacity building needs;

- an assessment that is still underway of the principal capacity building projects in the country;
- a study on training structures;
- the drafting of the National Capacity Building Programme;
- the organising of workshops for validation purposes;
- information, education and communication activities (IEC).

Amongst the countries visited, only Guinea Conakry had drafted its national capacity building programme, sponsored by UNDP.

For Guinea-Conakry, the issues highlighted in the assessment table were concerning impact, effectiveness and visibility, among others, and were seen more on the positive side by the stakeholders. Political support from the authorities, coupled with the volume and nature of the activities carried out, has made the focal point sufficiently visible on the country's institutional landscape. This is evidenced by the existence of the national capacity building programme, participation in several consultative or steering bodies for programmes such as the fight against poverty. Moreover, it is called upon by numerous players from the authorities, civil society and the private sector, often regarding subjects not always within its jurisdiction.

Undoubtedly, Guinea-Conakry's SENAREC appears to be doing better than many NFPs in the sub-region, and this is particularly due to the political support that it receives, the interest that is has aroused amongst its partners and the steps it has made in the area of co-ordination. Nevertheless, there remain some issues that still significantly hamper its performance. The difficult working conditions that translate into a lack of staff and equipment can still be seen. In addition, there are uncertainties as far as far as the commitment of some donors concerning co-ordination.

2 . 3 Partnership/Synergy

The issue of capacity building is cross-disciplinary as it involves all segments of economic and social activity. Because there are various stakeholders making up the different components – players in Government, players outside the government, (civil society and the private sector) it is necessary to have synergy in order to correctly formulate and implement projects and programmes. Partnership constitutes a guarantee for achieving such an objective.

2.3.1 Political and government stakeholders

Since the 1990's, for all the countries visited, the Executive is headed by the President of the Republic, elected by universal suffrage, and a Prime Minister, appointed by the former. The Executive is responsible for guiding development policies and the administration, that is, the long term vision and arbitration for the short and medium terms. It is responsible for the correct functioning of the public service, and making appointments to high level posts within Government.

The Executive's performance is remarkably affected by:

- weaknesses in public, administrative or judicial institutions, which are often not functioning as a result of a lack of resources, lack of clarity as far as tasks and operational objectives;
- an inefficient system of human resource and financial management in the public sector;
- civil servants and government agents who are poorly remunerated and demotivated, whose performance is poor, and who require professional training;
- the growth of widespread corruption at all levels of the State.

In all the countries, there is real dialogue among the political (political parties, government structures, the National Assembly), Civil Society and private sector stakeholders, as well as development partners.

The Executive constitutes the driving force of this dialogue as it almost always has the initiative.

2.3.2. *Non-governmental stakeholders*

These include the private sector and Civil Society.

1. *The Private Sector*

In most of the countries visited, the private sector is marked by long years of government control and several attempts at resistance translated into the adoption of the principles of economic liberalism.

Within the private sector, the Chambers of Commerce and Industry and the employment councils make up the organs of dialogue for the promotion and defence of interests. These are traditional structures that have good operating experience.

Nevertheless, in the face of a new context characterised by globalisation and technological advances, it is noted that skills within the sector are limited.

The interviews often revealed that even if the representatives of the private sector are official members of the management and advisory organs of the NFPs, they often complain about not being effectively involved in their activities. The private sector also expressed some concern about the institutional anchorage of the NFPs. It prefers a structure that is independent of the government bodies and that enjoys full autonomy.

This point of view was expressed by the countries where the NFPs are functioning, such as Gabon and Chad, as well as in some countries where they are yet to be operational, such as

Benin and Togo.

2. Civil Society

Thanks to the democratic trend initiated in African countries in general and in those chosen for the study in particular, the governments have liberalised legislation on associations.

Nevertheless, observation has shown that the relationship between the administration and civil society is full of suspicion and mistrust. The poor consultation may be explained by the fact that it constitutes a new player that is simply not part of the process of dialogue.

At the level of the interface with the State, the mechanism has evolved. The granting of approvals, initially effected at the level of each ministerial department concerned, is now generally effected by the Ministry of the Interior.

The principle of considering civil society as a major player in national development policies is now accepted. Many initiatives currently underway, primary amongst these being the Programme to Fight against Poverty and the capacity building programmes, emphasise the essential role that populations, through their channels of expression, should play in identifying, implementing and assessing public policies and programmes. It happens that several parameters risk hampering, if not burdening, this dynamic that is desired.

NGOs have multiplied owing to democratisation but also as a result of rather lax legislation. Despite this rapid growth, national NGOs' intervention capacities remain limited. The main obstacles are linked to: the lack of the required professionalism which encourages a slide towards a market logic; therefore losing sight of the social mission that they have in principle; and lastly, the unsatisfactory performance of the structures charged with following up NGO activities.

Donors consider NGOs as important mouthpieces, particularly as concerns the realising of local development programmes or actions linked to human rights and governance. Therefore the main partners have specific budget lines in their programmes, an important part of which often remains unused. NGOs thus are increasingly intervening as implementing agents for rural development, basic education or community health programmes.

The *co-operative movement* has registered immense growth over the past few years. With support from some partners, the groups with an economic vocation have shown particular strength in the agricultural and breeding sectors. The groups face problems in their respective sectors of activity in the same way as the economic operators. Furthermore, they present specific needs in terms of organisational and management capacity building.

Trade unions execute their actions in defence of the rights of those in the categories that they represent, participate in managing some establishments (tripartite management) as well as in consultation proceedings. Trade unions for salaried workers, alongside professional organisations, generally register good representation within consultation and management bodies.

The trade unions capacities' are tremendously reduced given their meagre financial resources, hindrances to accessing information, the lack of training and finally the rivalries between the movements that further reduce the scope of union action within the country.

The press has also experienced rapid expansion since the liberalisation movement at the beginning of the 1990s. Its survival is difficult given the numerous relevant difficulties, such as lack of professionalism, the uncertain nature of income, the purchasing power of the populations.

In several countries, *Civil Society* is still experiencing real organisational problems. It is generally fragmented, and is not very effective in playing its role of challenging established authority and of promoting economic and social development. Civil Society does not often have an adequate regulatory framework and often encounters problems concerning ethics, professionalism and transparency.

The population's low level of education, especially that of women and that of rural populations, is a major hindrance to women's participation in public life and the socio-cultural factors are burdens that hamper the effective participation of certain segments of the society in development actions. This weakness that characterises civil society as far as its organisation and mobilisation capacity, added to the limited institutional mechanisms for dissemination, translate into weak capacity of these actors to fully participate in the development process.

Similarly, the existence of multiple opportunities for consultation (notably fora) may at times result in obstructing certain institutions or structures in fulfilling their mission/ functions

3. Territorial Groups

In the different countries, we can see that for the most part, institutional reform has met with operational difficulties due primarily to:

- the lack of an effective framework for the strategic management of this process of change;
- the weakness of the institutional mechanism and resources (human and material) as regards decentralised services that do not allow for adaptation and participation in the process of change;
- the low level of training for the locally elected representatives and of the population, and ;
- the weakness of civil society at the decentralised level in its role as a principle actor in the process.

Several weaknesses or risks should be highlighted here, which are:

a) human resources:

- The target population's level of education (importance of literacy) constitutes a major constraint. This demands massive investment in literacy programmes, training and IEC for the grassroots communities.
- Tremendous needs in training should also be considered for the local representatives who will be responsible for the development of their regions and communes. Often their level of qualification is insufficient and their capacity for design and management limited.
- The managers responsible for formulating guidelines, defining procedures and ensuring follow-up of decentralisation need further training and need to specialise, notably in the areas of managing local finance, public accounting, management, methods of delegation, etc.

b) Financial and Material resources:

- Aside from human resources, decentralised communities have very little means. Infrastructure is generally collapsed (communication routes, electrical equipment and telephones, obsolescence and poor maintenance of buildings).
- It was widely noted that centralising the management of public finance and the dysfunction identified at this level negatively affected the realising of budgetary expenditure allocated to devolved and decentralised departments.
- The issue of internal resource mobilisation was brought up. This was evidenced by a particularly low collection rate. In the rural communes, the problem is more visible and varies from country to country. An improved distribution of the resources collected locally would constitute a rather partial response to the problem. The assessment of fiscal potential and the setting up of a specific collection system, managed by the local communities, is essential from this point of view.
- The implementing of programmes aimed at supporting community initiatives should be based on exemplary transparency in financial management and effective circulation of information.

The periods identified for resource mobilisation for the benefit of the first annual local investment plans, demonstrate the need to consolidate the decision chain. The credibility of decentralisation amongst the populations depends largely on this.

c) *Programmes to Steer the Process*

- The multiplicity of players – ministerial departments, communities, projects and programmes – poses unresolved problems of harmonising the approaches to indigenous development and support to communities.
- There is still insufficient co-ordination between ministerial departments, even conflicts in the scope of activities, in the implementation of the decentralisation policy.
- The criteria for regional priorities in terms of capacity building of the respective decentralised structures and local communities differ from one programme to the next, as does the rhythm of institutional support that is given.
- At local level, conflicts of jurisdiction between the different players (local elected representatives, governors, prefects and rural mayors) are also evident and can be explained by the fact that the players are new to the domain and have not yet got into their stride.

2.3.3. - *Development partners*

In nearly all the countries there is some co-ordination among the donors, and between the donors and the other stakeholders. This co-ordination generally takes place through development strategy documents and through discussion, such as the joint co-operation commissions.

However in the interviews with government stakeholders and civil society, it became apparent that the issue of co-ordination among the development partners is not always easy.

Countries such as Mali tried to go further, by attempting to practice better co-ordination through an exercise known as the Aid Review (1997-2001).

During the period 1997-2001, the government of Mali and the DAC/OECD decided to undertake a review of the aid system in Mali. A reform programme was put in place. External aid represents a very important element in the mechanism for developing a country. Over the past few years, the flood of aid declared by the partners has risen to 15% to 20% of the GDP, that is about 200 to 250 million FCA francs according to a study conducted by the Club du Sahel.

In order to steer the reform programme, the following mechanism was put in place:

- a Mali-Development Partners Joint Commission, the decision-making body, comprised of the key ministers responsible for co-ordination,
- large scale aid consumers and all ambassadors and heads of co-operation agencies of OECD member countries;
- a Technical Committee, charged with preparing and implementing the decisions of the Joint Commission. It is comprised of about twenty members representing national structures and development partners that are directly involved in the aid process;
- two consultative working groups, one comprising ministers from the Joint Commission on the Malian side, the other on the side of the development partners comprising ambassadors and heads of co-operation agencies of OECD member countries;
- a joint Secretariat responsible for preparing meetings of the Technical Committee, the working groups and the Joint Commission. It is composed of a government representative, a representative of the development partners provided by UNDP and an advisor provided by the Swedish Co-operation Agency at the start of the exercise.

After 30 months of activity, the results of the reform programme launched in 1999 proved to be successful.

A series of major studies were undertaken, but their implementation and conclusions are lacking. The aid reform activities were transferred to the CSLP Unit so as to safeguard the benefits achieved by this exercise and to pursue a forum for dialogue between the country and its partners.

Although the programmes targeted by this review are being pursued under the CSLP framework, the exercise in itself has not fulfilled all the expectations, according to the conclusions of an assessment carried out in January 2002.

It is clear that the effectiveness of the mobilising and co-ordination of aid is called into question by the multiplicity of the structures involved, the absence of a systematic flow of information and an undeveloped follow-up system for co-operation programmes. The main obstacles are summarised as follows:

- mobilisation and follow-up functions (from the time of formulating requests for finance to the signing and implementing of co-operation agreements) are fragmented between several ministerial departments (such as, Co-operation, Planning, Finance, technical ministries).
- preparing and following up the Joint Commission is fraught with difficulties such as budgetary constraints for preparation, weaknesses in the organising of work, the absence of a formal information network on funding agreements and on follow-up reports of relevant projects.
- due to the diversity of approaches and procedures and little initiative amongst some on the ground, it is difficult to ensure effective unity of action among the donors.

EVALUATION OF THE EFFECTIVENESS AND POTENTIAL OF NATIONAL FOCAL POINTS FOR CAPACITY BUILDING

ISSUES FOR REFLECTION / INTERVENTION AND RECOMMENDATIONS

THE AFRICAN CAPACITY BUILDING FOUNDATION
OPERATIONS AND THEMATIC RESEARCH REPORTS

22/2003

3. Issues for Reflection / Intervention and Recommendations

The above diagnosis of the roles and functions of the NFP as far as co-ordinating capacity building activities, as well as that of the different protagonists, reveals a situation where the mission of some is incomplete, that of others is disorganised or has not even begun. Therefore, we need to address an important issue of the study, that is to explore areas for reflection and propose recommendations to the major players in the issue of capacity building.

3.1. Summary of the Conclusions and Issues for Reflection

Capacity building is presently arousing the interest of all the African countries visited. It is underpinned by the notoriously limited capacities of the public sector, which is working seriously on :

- designing and implementing development programmes in line with an appropriate strategy as well as effective organisational structures reflecting national objectives
- effectively managing and maintaining relations with donors.

Today the domain of capacity building has become a craze among stakeholders in the public sector, private sector and civil society.

Similarly, several development partners are involved..

However it should be noted that even though the quest for partnerships and synergy among the various stakeholders is being felt at all levels, this quest has still not been completely effective for all the reasons cited above.

Indeed, strategic frameworks are currently being developed for the fight to reduce poverty, and could provide a solution. In several countries, these exercises have not yet been completed and cannot therefore be assessed objectively. The NFPs still have much to do to achieve the partnership/synergy which is still their key mission.

The lack of a reference framework on capacity building has led to the emergence of numerous projects/programmes, giving rise to duplication of efforts, and other related problems. When they were being created, the NFPs were considered as catalysts capable of mobilising resources from a number of donors. Although efforts were made to mobilise resources, it must be noted that the resources mobilised were, in most cases, below what was expected.

It can be said that, at the moment, in the countries concerned, there is no single structure specifically dedicated to capacity building activities. On the ground, the effect of this is that there are numerous sectoral or thematic projects which are overlapping and which always have a key capacity building aspect. Certainly there are attempts to create coherence in the management and supervisory bodies. But on the whole the co-ordination is ineffective and the initiative of the sectoral Ministries or donors is largely overriding the mechanisms of co-ordination.

This statement needs to be qualified by saying that the process of developing Strategy Documents on Poverty Reduction is currently underway in the different countries. In these documents the issue of capacity building is a key area of focus and the documents lend priority to the co-ordination mechanisms at the various levels (inter-sectoral, cross-disciplinary and with the donors). The fact remains that the process is in its initial stages and, presently, it is not possible to comment on the effectiveness of the said mechanisms.

All in all, on the basis of the experience of the relevant countries, the co-ordination of the issues surrounding capacity building has proved to be ineffective. Therefore a great deal of thought needs to be given to the matter.

The issue of the balance of power between the NFPs and other stakeholders, particularly the state bodies (sectoral ministries, projects relying on external funding), could compromise the performance of the NFPs because we are generally living in a context characterised by the proliferation of programmes that are difficult to coordinate, if there is no trust and the relevant authority is not recognised by everyone.

Similarly the national capacity building programmes have only been finalised in a few countries. In West Africa, among all the countries visited, only Guinea Conakry has a programme, while the others are either at the finalisation stage of the terms of reference or are launching studies yet to be implemented.

When it is taken into account that these programmes are the reference framework for the national capacity building policy and a key instrument of co-ordination, it is easy to understand the amount of ground yet to be covered in this domain, by the various countries.

As a result of discussions in the field, observations have been made by the consultants that all the NFP studies are suffering terribly from the lack of impact that they are having on the general capacity building landscape, from the lack of effectiveness in the missions assigned to them, and from very low viability in the present situation. Furthermore, their utility which is considered low in the present phase, could change for the better in the future.

On the other hand, it was clearly evident that the NFPs are in a better position where institutional anchoring and the participation of the various stakeholders are concerned.

In the light of the above analyses, observations and reports, the following recommendations could be made, based on constructive guidelines that would enable:

- the determining of the most appropriate institutional mechanism for co-ordinating capacity building activities at country level;
- improving the performance of the NFPs or proxy institutions;
- identifying the measures that are apt to improve the performance of those that are experiencing problems linked to dysfunction.

The following recommendations are proposed:

3.2. Recommendations

3.2.1. Strategies and instruments for raising stakeholder awareness of, commitment to, and participation in, the activities of NFPs

Without the commitment of partners in the different NFP activities, it is difficult to realise the national capacity building objectives. Therefore, so as to ensure the sustainability of their efforts alongside the NFPs, it is above all necessary to increase the synergy/partnership between the different players.

Partners (both national and international), need to strengthen not only collaboration but true partnership with the NFPs. The reality at the moment is that this is insufficient.

As far as national partners are concerned, they are not very enthusiastic and they often apply a certain opaqueness when it comes to the operating regulations of the structures.

Concerning international partners (donors), the SENARAC to them appears to be a rival whose actions they are seeking to limit (often without saying this openly). This translates to the existence of sectoral and parallel projects/programmes that contribute to creating situations of double employment and confusion on the ground. Therefore, what should have led to a true partnership, tends to become instead a relationship of simple cohabitation or rivalry.

It is also necessary to clearly define and organise the relationships between the SENARECs, the governments and the donors, by clearly stating the role that each of these actors should play. These three categories should work together around the capacity building objective. The dissipation of their efforts and especially their relationships based on rivalry constitutes an impediment to realising the common objective.

In order to maintain contact between the different actors, frequent meetings to exchange ideas should be planned. They should cover structures linked to the public sector, the private sector and civil society.

Fora should be organised frequently following the example of that held in Bamako in 2001 on the theme of African capacity building. Workshops and studies should be conducted and the results published.

And finally, governments need to be encouraged to take account of the concerns of NEPAD (New Partnership for African Development).

Capacity building undoubtedly constitutes an essential factor in the effectiveness of NEPAD. Accordingly, ACBF, as an organisation whose vocation is to ~~create synergy~~ 201 in the area of capacity building in Africa, is very well placed to assist NEPAD to achieve its poverty reduction objectives. Since this task is both long term and exacting for only one structure, no matter how strong, to support, ACBF ought to pursue the development of its strategy to seek partnership/synergy and engage NFPs to fill this gap by granting them more responsibility.

Hence, at country level, ACBF needs to bring NFPs to take account of the needs of NEPAD and work towards establishing them as structures that are capable of playing an altogether dynamic role in reducing poverty.

3.2.2. Administrative, financial and other considerations linked to location that are capable of enhancing the effectiveness of NFPs

Administrative and financial re-organisation is needed so as to enhance the effectiveness of NFPs.

Therefore, the NFPs' role must be clarified and it must be established as a structure that is sustained by the State. One should remember that based on the findings of the interviews in the field and upon analyses carried out, the current performance of NFPs is relative. Performance fell largely below the objectives and the results expected by the initiators (government/ACBF). The reasons for this have largely been evoked, yet it appears that only in-depth reflection can help to come out of this situation.

This reflection should be aimed at finding solutions likely to bring about greater political commitment of the government around the issue of capacity building, whilst mobilising requisite financial resources for this. To this end, and bearing in mind its importance for strategies to fight poverty, governments should be able to engage in useful discussions with development partners in order to carry to term the Medium Term Expenditure Framework (MTEF) for capacity building.

It is also necessary to improve the NFPs' internal organisation. To accomplish their capacity building mission effectively and efficiently, the NFPs must be established as viable and well structured institutions. Therefore, ACBF should be further involved, alongside the NFPs so as to steer them along the path of organisational development, and this in order to change the organisational performance in a quantitative and qualitative manner.

ACBF needs to commit more resources or at least further sensitise governments, who in turn need to be more involved.

The Foundation should ensure the reorientation of structures, that is to say, the new direction of organisations in terms of objectives and results. It should intervene to:

- increase its financial support to the NFPs from the current US\$50 000. This amount was often deemed insufficient for a truly dynamic structure, especially if autonomy is desired. Furthermore, problems to do with the slowness of procedures were raised;
- improve the quantitative and the qualitative aspect of NFP personnel. In addition to a national secretary, every NFP should have 3 managers, one responsible for managing each sector (public, private and civil society). Each of these managers should be experienced and above all should have an in-depth knowledge of their sector. A rigorous selection procedure should be followed to arrive at suitable and compatible profiles;
- avoid, as far as is possible, the plurality of tasks, particularly where the same person is involved in both the SENARAC and a project, such as is the case in Chad, where the person responsible for the public sector – SENARAC, was also the co-ordinator of PROFESS.

ACBF needs to opt for the full availability of managers. Thus, it is advised that staff be recruited on a full-time basis.

Lastly, work needs to be done to break the hold that the government has over NFPs. We are not advocating a complete disconnection, but rather to ensure that they are not exclusively at the service of State structures alone.

Moreover, one of the conditions for success as far as NFPs' visibility and co-ordination, is taking account of and solving the problems of the private sector and civil society. Therefore, we have noted that the irresolute actions of NFPs in these two vital sectors of economic and social life is a grave reality in most of the countries we visited, especially those where the NFPs were faced with issues of dysfunction.

3.2.3. Strategies and instruments enabling support for the functions, effectiveness and impact of NFPs

In order to guarantee the adequate functioning of NFPs, it is imperious to put in place the following strategies and instruments:

- Place at the helm of NFPs co-ordinators that have not only a manager's profile, but are knowledgeable on issues of management development. In fact, specialists with a cross-disciplinary vision should be recruited;
- Ensure that personnel appointed to NFPs are permanent and receive commensurate remuneration in order to ensure motivation;
- Provide NFPs with sufficient material resources – offices, furniture and office equipment, vehicles, etc.

Furthermore, appropriate and sufficient financing for NFPs needs to be guaranteed, without which they cannot attain the effectiveness objectives.

For NFPs to reach the effectiveness objectives, governments should work to ensure that these structures are instruments that promote capacity building. This would be achieved with the disbursement of resources (financial, material and human) from the governments to the NFPs.

In fact, without acquiring sufficient resources, no organisation would be able to function and meet the criteria for effectiveness and efficiency. Unfortunately, in most of the countries chosen for the study, government intervention to support NFPs is limited, even when the NFP is operational, and this due to budgetary constraints.

One exception is Gabon, where because of the availability of considerable resources, satisfactory support is granted to the SENARAC. Thus the government intervenes with an amount of 108 million CFA francs per year to meet both operational and equipment needs.

This amount is divided as follows: 30 million francs for equipment, 13.6 million for the remuneration of permanent technical staff, 29 million for the fees and honoraria paid to experts and resource persons, and 36 million for operating and mission costs. As far as grants in kind, the government provided a furnished building (offices) with telephone, water and electricity. In 2001, the SENARAC received three vehicles from the government.

The NFP should not be tool used for political ends, but rather an instrument in the service of development.

The government should make the NFPs independent structures, political contingencies. Further, they need to guarantee the credibility of the NFPs by appointing qualified persons who are available and who have a management profile to work in the NFP's office. Credibility appears to be a sine qua non for NFP effectiveness.

Ensuring that there is strong political commitment from the start is also an indispensable aspect. This should be accompanied by the putting in place of corresponding resources to begin with.

Preliminary dialogue needs to be taken up on the basis of the type of memorandum used by the World Bank with its recipient countries. Clear conditions should be defined between the stakeholders.

A structure to evaluate and monitor the implementation of NFPs' tasks should then be put in place. This structure should comprise members of staff from ACBF, supported by consultants. Meetings should be held at least once a year with those in charge of the SENARACs, based upon annual reports.

3.2.4. Suitability of other institutional mechanisms in regard to NFPs as far as co-ordination of capacity building activities

For the mission of co-ordinating capacity building activities to succeed, existing institutional mechanisms for this purpose should suit NFPs.

In addition, a reference framework and a shared strategy for capacity building needs to be in place. This recommendation presupposes the implementation of a capacity building programme which will need to be the reference framework for all capacity building interventions. This programme which will form the subject of a study, presupposes political ownership and will need to establish the capacity building needs and strategies. On the basis of existing development policies and strategies in the different countries, this study will need to analyse governance and the power structure, gaps in management of the economy, hindrances to the development of the private sector and those relating to the development of Civil Society. The study will also need to construct a capacity building programme, specifying the strategic objectives, the guiding principles for its implementation, objectives, and the various components of the programme which will be described in the form of a logical framework.

Most countries showed a keen interest in having an appropriate mechanism for co-ordinating capacity building activities, given that the issue has not yet been managed on a global level but, rather, at a specialised level (decentralisation, management of the economy) or sectoral level.

It then follows that though in the field the roles of the focal points and even of the SENARECs, were clearly specified on paper when they were created, in practise the problems with implementation persist.

It was clearly evident that as long as the NFPs remain as individual entities scattered over numerous tasks, it will be difficult, if not impossible, to be effective. This is why the change towards a permanent structure was recommended by the consultants.

The fact that over 35% of them are not yet operational is a good argument in favour of having a realistic and cautious policy to set up the new NFPs .

3.2.5. The choice of a more suitable framework that would allow ACBF (either through NFPs or other existing institutional mechanisms – proxy institutions) to strengthen the co-ordination of capacity building activities at country level.

Given the dissipation and often superimposition of projects/programmes that translate to a lack of visibility and medium and long term strategy, it is necessary the governments set up high level structures responsible for co-ordinating capacity building activities. It should not be involved in the direct management of capacity building projects and programmes, but should rather ensure that current or future initiatives work towards realising the numerous capacity building objectives. We have already advised that this structure be either the office of the Prime Minister, which is less susceptible to social upheavals and which has a global vision of national difficulties. The strategy of ensuring something is done as opposed to doing it should be adopted. Its missions essentially consists in defining a clear and coherent vision, accompanied with a national capacity building strategy and programme, co-ordinating donors' actions in relation to capacity building, promoting, assessing and supporting national capacity building actions.

Above all, this structure ought to be sustainable. It should be created upon the government's initiative and should avoid taking the form of a project.

More specifically, the structure shall be charged with following up the implementing of the national capacity building programme (performance indicators, expected results, results achieved, etc.,)ensuring an annual review of diagnostics and assessing national capacities and capacity building programmes, and facilitating consultation on operational or methodological issues of capacity building. This structure shall provide development

partners and the public with a document collection on the institutional framework and the existing capacity building programmes, as well as a data base on capacity building projects and programmes (follow-up indicators on impact, particularly emphasizing training, organisation and methods of work). The primary development partners should be involved in realising a study on capacity building strategy and governance as well as in the setting up of the structure.

The establishing of SENARECs in some countries is a response to this concern. Countries that have not yet set up such structures ought to do so urgently. This would also have the advantage of being in conformity with the African governments recommendations to the World Bank.

A REVIEW OF COUNTRY EXPERIENCE IN THE COORDINATION OF PUBLIC SECTOR CAPACITY BUILDING IN SUB-SAHARAN AFRICA: *A REVIEW OF THE EFFECTIVENESS OF NATIONAL FOCAL POINTS FOR CAPACITY BUILDING & OTHER EXISTING INSTITUTIONAL FRAMEWORKS*

GHANA

THE AFRICAN CAPACITY BUILDING FOUNDATION
OPERATIONS AND THEMATIC RESEARCH REPORTS

22/2003

SUMMARY TABLE ON LIMITING FACTORS, CONSTRAINTS, CAUSES AND RECOMMENDATIONS

LIMITING FACTORS AND CONSTRAINTS	CAUSES	RECOMMENDATIONS	RESPONSIBILITY
1. Low impact of NFPs on the capacity building institutional landscape	<ul style="list-style-type: none"> - Lack of role clarity - Lack of adequate resources (Human and material) - Problems with co-ordination - Lack of reference framework on capacity building 	<ul style="list-style-type: none"> - Formulate national capacity building programmes - Formulate and implement a MTEF specific to capacity building 	Governments in collaboration with development partners
2. Ineffectiveness of NFPs (gap between results – objectives)	<ul style="list-style-type: none"> - Lack of conceptual tools - Lack of resources - Inappropriate institutional anchoring 	<ul style="list-style-type: none"> - Raise the NFPs to a high level of co-ordination (Prime Ministers' Office, Ministry of Economics/Planning) - Provision of adequate resources (budget) 	Government/ACBF development partners

3. Lack of efficiency	<ul style="list-style-type: none"> - Under utilization of human resources - Wasting of resources utilised 	<ul style="list-style-type: none"> - Optimal use of personnel - Reorganization of work 	Government/ACBF
4. Lack of visibility	<ul style="list-style-type: none"> - Juvenescence of structures - Inappropriate institutional anchoring - Lack of resources - Little dynamism among steering committees - Problem with co-ordination 	<ul style="list-style-type: none"> - Creation of high level co-ordination structures like the SEBAREC - Make the management and monitoring bodies more dynamic - Develop partnership 	Governments/development partners
5. Present low viability of NFPs	<ul style="list-style-type: none"> - Lack of resources - Lack of vision - Lack of synergy 	<ul style="list-style-type: none"> - Promotion of NFPs - Provision of resources 	Government
6. Utility difficult to see at this time	<ul style="list-style-type: none"> - Lack of vision - Lack of effectiveness 	<ul style="list-style-type: none"> - Setting up structures and programmes 	Government/ACBF and other development partners

7. Lack of credibility	<ul style="list-style-type: none"> - Lack of personnel - Lack of dynamism - Use of co-ordinators who are under political pressure 	<ul style="list-style-type: none"> - Increase resources - Create permanent posts - Recruit based on professional criteria 	ACBF/Governments
8. Poor synergy	<ul style="list-style-type: none"> - Partial availability of personnel - Non conformity of profiles of personnel - Lack of managerial spirit among NFP co-ordinators 	<ul style="list-style-type: none"> - Increase NFP resources - Structural reorganization of NFPs - Managerial profile of NFP co-ordinators 	Government/ACBF
9. Inability to establish health partnership	<ul style="list-style-type: none"> - Poor awareness of partners - Resistance from partners 	<ul style="list-style-type: none"> - Re-dynamising NFPs - Indication of objectives to be attained - Redefinition of partners' roles 	Government/ACBF
10. Poor co-ordination	<ul style="list-style-type: none"> - Lack of resources - Personnel lack dynamism - Lack of vision 	<ul style="list-style-type: none"> - Increase NFP resources - Motivation of NFP co-ordinators - Clear definition of objectives 	Government/ACBF

Annex 1

**SITUATION CONCERNING ACBF NATIONAL FOCAL POINTS IN THE 9 FRANCOPHONE COUNTRIES INCLUDED IN THE
STUDY OF 1ST NOVEMBER 2002**

COUNTRY AND LOCATION	STAFF COMPONENT	SITUATION CONCERNING DONOR AGREEMENT	OPERATIONAL STATUS	KEY RESULTS	COMMENTS
BENIN: Ministry responsible for co-ordinating government economic forecasting activities and development (MCCAG. P-D)	Structure of the national capacity building department	Currently under negotiation	Non operational	Preliminary work on launching the study on national capacity building policies and strategies	Close contact underway with ACBF
CAMEROON: Provisionally located at ENAM	To be defined	To be negotiated	Non-operational	None for the moment	Not yet officially created

GABON: SENERAC: Ministry of Finance and Planning	- 1 part time co-ordinator - 13 part time collaborators	Came into force in March 2001	Fully operational	- Assessment of financial needs	Its members are not representative of the various social stakeholders even if each professional is
				- Assessment of government scholarship programme - Study on administrative reform - Co-ordinated identification of projects for PACT	Responsible for each of these stakeholders. Frequent absenteeism from steering committee meetings

GUINEA-CONAKRY SENERAC: Prime Minister's services	<ul style="list-style-type: none"> - 3 project managers - 3 support staff 	Donor agreement came into effect in November 2000, mobilized halfway	Fully operational	<ul style="list-style-type: none"> - needs analysis. - Assessment underway on the key capacity building projects implemented in the country - Study on the structures - Drafting of national capacity building programme - Organization of validation workshops - IEC activities 	Operational : lack of resources
MALI: Ministry of Economics and Finance (DGDP)	<ul style="list-style-type: none"> - 1 project manager 	Donor agreement currently being negotiated	Non-Operational	<ul style="list-style-type: none"> - None at the moment 	Problem with institutional anchorage

MAURITANIA: Ministry of Economic Affairs and Development	- 1 project manager	Donor agreement negotiated, signed and currently in force (about 30% done)	Operational	- co-ordination of the preparation of the national capacity building programme - IEC Activities	managed by an advisor to the Minister, who has several other functions to
					Perform which could reduce the Fps' visibility
SAO TOME PRINCIPE: Ministry of Finance	3 part-time staff	Donor agreement signed, not yet in force	Non operational	None at the moment	Problems with part-time staff

CHAD: SENERAC Ministry of Economic Promotion and Development	<ul style="list-style-type: none"> - 2 full-time project managers - part-time project manager - 2 support staff members 	Donor agreement signed and entered into force in March 2001	Partly operational because of the lack of funding	<ul style="list-style-type: none"> - National capacity building strategy - Co-ordination of drafting of projects 	<p>Its members are not representative of the various social stakeholders. The simultaneous use of one of the part-time project managers by the 2 structures at the same time.</p> <p>(SENAREC/PROFESS)</p> <p>Source of problem</p>
TOGO Ministry of Financial Economics, (Department of Planning and Development)	1 Project manager (+ departmental staff)	Negotiating phase	<ul style="list-style-type: none"> - Official creation of a SENAREC - Appointment of a national secretary 	<ul style="list-style-type: none"> Management of development capacity building action plan 2002 – 2006 - Macro-economic management capacity building programme 	Close contact with ACBF for donor agreement

Annex 2. Terms of Reference

African Capacity Building Foundation

ANALYSIS OF THE EXPERIENCES OF SUB-SAHARAN AFRICAN COUNTRIES IN CO-ORDINATING CAPACITY BUILDING IN THE PUBLIC SECTOR:

An assessment of the effectiveness and potential of national focal points for capacity building and other existing institutional frameworks.

11 September 2002

PRELIMINARY BASIC STRUCTURE OF THE STUDY AND QUESTIONNAIRE

1.0 INTRODUCTION

In each Sub-Saharan country there are institutional frameworks or organisations which have the co-ordinating mechanisms to improve competence and institutions with a view to national development. Some of these structures determine capacity needs (human and institutional) in the public sector and assist in managing the influx and exploiting technical assistance programmes to respond to the needs that will have been identified. In some countries, the Ministry of Finance and/or Planning or the National Planning Commission offers this kind of framework. In other countries, this is the responsibility of the Ministry of Planning and Human Resource Development. Nevertheless, some countries have gone even further to create a entire ministry for capacity building. These institutional frameworks play a vital role in the process of identifying and defining national capacity building needs and even in co-ordinating the capacity building process, including the management of technical assistance programmes for the development of capacity building in the public sector. How effective are these institutional structures in relation to the frameworks of the National Focal Points for capacity building (NFPs) advocated by the African Capacity Building Foundation? Are NFPs more or less effective as frameworks for co-ordinating capacity building programmes in any given country?

Which institutional framework should ACBF promote, and in which country? These are some of the questions that the Foundation seeks to answer, with a view to re-evaluating the concept and the institutional form of NFPs that can really be promoted so as to co-ordinate capacity building at country level.

A national focal point for capacity building is a national structure whose establishment the Foundation strongly encourages within the framework of its wider mandate with a view to co-ordinating capacity building activities. Since the wider mandate was first implemented, the Foundation has approved the establishment of 26 NFPs. To date, the following countries have enjoyed the Foundation's support: *Benin, Botswana, Burundi, Cameroon, Cape Verde, Côte d'Ivoire, Gabon, Guinea, Guinea Bissau, Lesotho, Malawi, Mali, Mauritania, Namibia, Nigeria, Uganda, Central African Republic, Democratic Republic of the Congo, Republique of the Congo – Brazzaville, Rwanda, Sao Tome and Principe, Swaziland, Tanzania, Chad, Togo and Zambia*. The NFPs of these countries have different levels of operational effectiveness. During the course of its Strategic Medium Term Plan (SMTP), implemented from 2002 -2006, the Foundation will encourage the creation of NFPs in the other 22 Sub-Saharan African countries.

Considering the rather unequal levels of performance of the NFPs, the Foundation must pay particular attention to how quickly it sets up new NFPs. At least 4 of the 11 NFPs whose approval by the ACBF Executive Board in May 2000 opened the way for implementing the NFP concept , are still not operational. This represents more than 35 percent of the first group of NFPs approved by the Foundation. Of the ones in operation some are performing well while others are not . Strategies and instruments for raising stakeholder participation in the activities of NFPs are non-existent in most cases and those that function effectively are poorly defined. The problems which have been brought up and other subjects of concern are good reasons for justifying a study on the effectiveness and potential of NFPs in the capacity building process.

1.1 Role and responsibilities of national focal points

The role of NFPs is evolutionary, since, to large extent, it depends on the national context. The Foundation, however, expects an NFP to insure its visibility by undertaking at least one of the following activities:

- Acting as an instrument giving all stakeholders an opportunity to discuss capacity building issues in the country so that it becomes the receptacle and the source of contributions for the national strategy and for the capacity building process.
- Co-ordinating activities to assess national capacity building needs with a view to determining capacity deficits and areas of priority needs.
- Serving as a source of information on past experience and good practice on strategies, processes and instruments for capacity building at national level.
- Establishing and sustaining the partnership between all the players in national development in order to facilitate adequate funding of national capacity building projects and programmes at national level.
- Supporting exchanges activities and activities to do with the management of knowledge such as training, research and publication of documents on capacity building issues in the country.
- Acting as a focal point for ACBF at national level and a point of contact for donors interested in financing capacity building activities.
- Acting as a vehicle for participatory development.

1.2 Potential advantages of national focal points

The potential advantages of an NFP are, among others:

- It provides an institutionalised process of defining and integrating capacity building needs in national development programmes.
- It offers a mechanism to draw up, implement and follow up plans and strategies for capacity building.

- The existence of an important process of capacity building based on assessment of capacity needs and prioritisation of interventions.
- It acts as an institutional framework to promote a partnership between stakeholders for capacity building in the country.
- It provides an institutional framework facilitating access to the best information on various capacity building activities in the country and to funding support.
- It acts as an instrument encouraging better co-ordination of funding support from donors for capacity building.

1.3 Location, structure and staff complement of national focal points

The location, structure and staff complement of recently set up NFPs vary greatly from one country to the next. Of the 26 NFPs established to date, one has been set up within the office of the Vice President; 2 within the Prime Minister's offices; 13 within the Ministry of Finance and Economics; 7 within the Ministries of Planning and of National Planning Commissions; 2 within the Policy Analysis Centres funded by the ACBF and 1 within the ministry responsible for co-operation and private sector development activities.

By virtue of their structure, certain NFPs are examples of well-established, well-staffed units reasonably devoted to a number of activities associated with the role and responsibilities of an NFP. Some NFPs have full-time professional personnel, while others operate with part-time staff that are on temporary assignments or are available to them temporarily. Others, however, can call on professionals from various ministries and public sector departments. Most of the other NFPs are managed by part-time co-ordinators that can call up on professionals from diverse institutions in the public sector to assist in carrying out their activities. In a number of cases, the co-ordinators are also responsible for public administration.

1.4 Financing and performance of national focal points

Besides the symbolic grant of US\$50 000 given by the ACBF, financing of NFPs is, at present, up to the government. The grant made by the ACBF is meant to support the following activities, among others:

- Acquiring equipment, namely computers, printers, photocopiers,fax machines and other office equipment, with the exception, however, of office furniture.
- Installing communication systems, including the telephone, electronic mail and the Internet.
- Preliminary activities for a survey evaluating or describing national capacities, formulating the national strategy and plan for capacity building, organising a partners' forum, developing national databases on capacity building activities and

on best practice relating to capacity building strategies and processes.

- Training, research and publication.

Activities undertaken by NFPs to date include co-ordinating surveys, assessing capacity needs (Gabon, Nigeria), drafting the National Strategy for Capacity Building (Namibia), providing technical advice on capacity needs and intervention strategies to governments, including assessing human resource needs for national development plans (Botswana), co-ordinating administrative reform (Gabon), and follow-up of economic performance in various sectors (DRC), in addition to other activities. Therefore, almost half of NFPs are sufficiently active. However, they are generally still very new structures. It will therefore need time for them to reach that level of efficiency where the advantages of their existence will be appreciated. In fact, transforming national focal points into effective and powerful national institutions will depend on the nature of support that they receive from governments and other stakeholders as well as donors who appreciate the role and responsibilities entrusted to them.

2.0 STUDY

2.1 Objectives

The ACBF conducted a sample study of the 26 existing NFPs in Sub-Saharan Africa in order to get a general guide on how to strengthen the framework for co-ordinating capacity building activities during the implementation of the Strategic Medium Term Plan (SMTP) and enhance the performance and effectiveness of its NFPs. The study analyses the performance of other institutional structures that have succeeded in co-ordinating capacity building activities and managing technical assistance programmes for human and institutional capacity development. The study will focus on the effectiveness of NFPs and other existing institutional structures in co-ordinating the capacity building process and channelling technical assistance towards human and institutional development, as well as their effectiveness in carrying out their responsibilities. Its specific objectives are:

- 2.1.1 To find out to what extent the concept of NFPs is understood, appreciated and implemented in the countries where these frameworks have been set up.
- 2.1.2 Assess the degree of stakeholders' awareness of, support for and participation in the activities of NFPs in the countries where they have been established.
- 2.1.3 Ascertain the general level of effectiveness of NFPs in relation to their offices, number of staff, the relevance of their activities, their financing, administration and/or the results of these factors.
- 2.1.4 Assess the long-term viability of the NFPs.
- 2.1.5 Review the other institutional structures that may exist in the country chosen for the study and assess the suitability and effectiveness of NFPs in co-ordinating capacity building activities. The countries that were selected are Ethiopia, Ghana, Mozambique and Tanzania. The study will analyse their experiences in co-ordinating capacity building programmes in the public sector apart from the framework offered by national focal points recommended by the ACBF. By making this analysis the study will determine the advantages and disadvantages of the framework offered by the ACBF's NFPs in relation to other institutional mechanisms that exist in these countries.
- 2.1.6 Give an opinion on the most suitable institutional framework to guide the ACBF in co-ordinating capacity building activities at country level, based on the preceding points.

2.2 RANGE

The study will analyse the relevant experience acquired through the national focal points in co-ordinating capacity building activities and managing technical assistance programmes, and will go on to critically examine the following elements, among others:

- The role the Foundation expects NFPs to play in keeping with the vision of the countries in which they have been set up;
- Stakeholders' degree of participation in the activities of NFPs;

- Suitability of the location of NFPs ;
- Adequacy of workforce;
- Appropriateness and relevance of activities;
- Financial support (financial commitment of the State);
- Organisational and administrative mechanisms necessary for NFPs to operate;
- Performance – activities underway and their impact;
- Long-term viability prospects of NFPs;
- Performance and effectiveness of other institutional frameworks - their location, workforce, current activities, level of financial support and so on.

Consequently, the study will determine, among other things:

- Whether or not NFPs and other institutional frameworks (proxy institutions) understand their role and responsibilities regarding capacity building – what they believe to be their role in relation to the activities they actually conduct.
- To what degree all the main partners – *key ministries in the economic sector and bodies for public sector development, organisations representing the private sector (e.g.: Chamber of Commerce and Industry), framework organisations in civil society and major NGOs engaged in development activities, multilateral and bilateral organisations such as: the World Bank, IMF, UNDP, private foundations and bilateral bodies for development --* are aware of the existence of an NFP or proxy institution.
- Particular partners and institutions who were consulted during the setting up of the NFP or proxy institution.
- Partners' impressions of the visibility, effectiveness, utility and viability of the NFP or proxy institution.
- The factors taken into account when determining location and the major partners consulted in this regard.
- The procedure used to determine the NFP or proxy institution's annual programme of activities and the number of stakeholders involved.

- Strategies used for raising stakeholder participation in the activities of NFPs or proxy institutions.
- The description and rank of partner representatives taking part in the activities conducted by NFPs or proxy institutions.
- The size of the NFP or proxy institution's staff complement:
 - Number of full-time employees
 - Number of part-time employees, on temporary assignments or made available to the NFP
 - Number of foreign collaborators and which institution the personnel come from
- The composition of the management board of the NFP, if necessary, and the number of times it has convened since its inception.
- The average annual budget and its sources of finance.
- The activities carried out by the NFP since its inception and, if necessary, their impact.

2.4 Expected results

The study will draw conclusions and make recommendations that will make up a constructive guide, based on its analyses, observations and comments: (i) to determine the most judicious institutional mechanism to co-ordinate capacity building activities at country level; (ii) enhance the performance of NFPs or proxy institutions ; (iii) draw up a plan of action aimed at improving the performance of those NFPs that are still lagging behind; and (iv) space out approval for new NFPs within the framework of the Strategic Medium Term Plan. More precisely, the study will make key recommendations on:

- Strategies and instruments for raising stakeholder awareness of , commitment to, and participation in, the activities of NFPs;
- Administrative, financial and other considerations linked to location that can enhance NFPs' efficiency;

- Strategies and instruments for sustaining operation, effectiveness and impact of NFPs;
- Suitability of other institutional mechanisms relative to the NFPs for co-ordinating capacity building activities;
- The choice of a more suitable framework that would enable ACBF (either through NFPs or other existing institutional mechanisms -proxy institutions) to strengthen the co-ordination of capacity building activities at country level.

2.5 Methodology

A suitable methodology will be used for the study. It will comprise a detailed analysis of data on experience in establishing and managing national focal points to implement technical assistance programmes, particularly through UNDP and other multilateral, bilateral and regional organisations; field surveys; interviews and an analytical framework to analyse information and performance.

2.6 Length of the study

The study will be conducted from 10 October to 21 November 2002. A draft report will be submitted to the Foundation by 18 October 2002, at the latest. The study will cover the following tasks:

- Examining the documents and perfecting methodology and tools for the survey 10-11 October
- Field survey, assignment to countries with or without NFPs and administration of the tools for the survey 14-30 October
- Analysing information, preparing the draft and final reports
 - Draft report 11 November
 - Final report 21 November

3.0 STUDY TEAM

The study will be co-ordinated by the ACBF's Department of Information Management and Programme Support and will comprise two teams – the first will cover NFPs and proxy institutions in Anglophone Africa while the other will cover NFPS and proxy institutions in Francophone Africa. If need be, the inclusion of competent personnel in these teams from UNDP and other institutions with experience in national or regional focal points will be encouraged.

QUESTIONNAIRE

1. Which institutional structure co-ordinates capacity building activities and runs technical assistance programmes in your country - national focal points for capacity building?
2. What is the national focal point (NFP) called?
3. When was the NFP established?
4. Where did the idea to establish the NFP come from?
 - *From the government? From which ministry or body?*
 - *From the private sector? From which organisation?*
 - *From civil society? From which organisation?*
 - *From the ACBF?*
 - *Others?*
5. Has the grant agreement from ACBF to the NFP been negotiated and signed?
6. If the answer to question 3 is a negative one, what is the reason for the delay?
7. Using a range of 0 to 5 (0 = poor, 5 = excellent), how would you assess the NFP's visibility among major institutions in the public and private sectors, organisations in civil society, financing bodies and other capacity building institutions in the country?
8. Where was the NFP set up?
9. Which organisation(s) chose these offices? Which other partners were involved in choosing it?
10. Which ministry, institution or body supervises the activities of the NFP?
11. How are the NFP's activities that are to be carried out identified and approved?
Is there a management body responsible for this?
12. Which partners are represented in the management bodies of the NFP and what are the bodies?
13. Describe the qualifications and rank of these representatives.
14. What is the size and composition of the NFP's personnel?
 - *Number and rank of full-time employees*

- *Number of part-time employees /on temporary assignment or made available to the NFP*
 - *Institutions from where the part-time /temporarily assigned employees come*
15. How regularly does the NFP's steering committee meet, if it exists?
16. What is the size of the NFP's annual budget and where does it get financing from?
- *How much does the government contribute – cash or kind?*
 - *How much comes from the private sector?*
 - *How much financial support comes from civil society?*
 - *How much does ACBF's grant amount to?*
 - *How much financial support comes from other partners?*
17. List the activities that the NFP has carried out to date.
18. What has the NFP's impact been from the time it started operating?
19. In your opinion, is the NFP financially and operationally viable in the long term ?
20. Cite three examples of your NFP's good points and three of its weaknesses.
21. In your opinion which is the most suitable institutional structure in your country that can promote dialogue among stakeholders (government, the private sector and civil society) and co-ordinate national efforts for capacity building?
22. Please add any comments or observations that you feel would be relevant to the study.

Annex 3 : ACBF Comments on the Report

Evaluation of the Effectiveness and Potential of National Focal Points for Capacity Building

Ousmane M DIALLO

Abdrahamane SANOGO

Preliminary Comments

(A) General Comments:

First, the Draft Report of the Study largely meets the six objectives of the study as specified in the TORs and the information content is good. This can however be improved. There is need for specificity when references are made, rather than broad statements. The Table on generic problems, which forms the core of the fieldwork, should be explained in greater detail for EACH of the countries. For instance, what factors account for the “*little participation of other stakeholders in NFP activities, poor visibility of NFP, ineffectiveness of NFP activities, very poor impact and inadequate institutional framework for capacity coordination*” in Cameroon? The Table, which is a very good summary, needs explanation on country-by-country basis.

And second, the recommendations are indeed very helpful. Unfortunately, they are not in line with the expectations of the study as detailed out in the TORs. Your recommendations should be guided by the following (*c.f.* NFP TORs):

- Strategies and instruments for raising stakeholder awareness of, commitment to, and participation in, the activities of NFPs

- Locational, administrative, financial and other considerations that can enhance NFPs' effectiveness
- Strategies and instruments for sustaining operation, effectiveness and impact of NFPs
- Suitability of other institutional arrangements relative to the NFPs for coordinating capacity building activities.
- The choice of a most suitable framework for ACBF (either through NFPs or other existing institutional arrangements - proxy institutions) to strengthen the coordination of capacity building activities at the country level.

(B) Specific Comments

1. The quantitative analytical framework on page 10 of the text should be moved to the annex. To avoid conceptual difficulties in the use of the framework, it will be advisable for you to define the concept of effectiveness (and efficiency, if necessary) in simple terms and work with such definition.
2. Do away with the quantitative analytical framework in the text. The framework: *Results/Objectives ≥ 1* is not very relevant to this study.
3. The performance should not be explained strictly in terms of effectiveness and efficiency in the sense in which you have proposed the analytical framework
4. Provide information on the activities undertaken by the NFPs where they are functional as is the case of Gabon, Guinea Conakry and Chad.
5. Provide information on the operational status of each of the NFPs. The actual funding support available, location, number of staff, the specific activities carried out, accomplishments and the extent to which they are used by governments and other development partners.
6. Section 6: *Institutional Framework*. Identify the location and management structure of each of the NFPs. The presentation here is too broad.
7. Section 7 and 8 are contradictory. In 7 you stated that stakeholders in civil society and the private sector **do not seem to understand the NFPs**, whereas in section 8 you seem to say in all the countries visited **all stakeholders fully understand the concept of the NFPs**.

8. Identify the organizations or agencies that represent each of the stakeholders on the Management/Monitoring/Steering Committees of the NFPs in countries where they are functional. The presentation in section 7 (*Good Participation by all Stakeholders in the activities of the NFPs*) is too broad.
9. In section 2.3.2, *Non-governmental Stakeholders*, the Report refers to several countries, presumably visited in the course of the fieldwork, whose civil society is experiencing organizational problem and thus may not be able to participate in the activities of the NFP. It would be good to identify the countries in the Report.
10. Revisit the recommendations and align them with the expectations of the TORs of the Study
11. Would you consider any one of the NFPs visited a good practice in the context of the role expected of them as per the TORs?

Thank you

Gene Ogiogio

Manager, KMPSD

Annex 3 : List of People Met

1 – BENIN

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Director of Vocational Training and Agricultural Extension Services, Ministry of Agriculture, Cattle Rearing and Fisheries..

- **Antoinin Koami AKAKPO :**
Director of Administration, Ministry of Finance and Economics
- **Placide E. D'OLIVEIRA :**
Director of Internal Training, Ministry of Finance and Economics
- **Cosme Z. ZINSOU :**
National Employment Council
- **Madame Lucienne CARRENA AZONJOUMON :**
Director of Continuing Vocational Training, Ministry of Public Services, Labour and Administrative Reform
- **Tidjiani CHAKIROU :**
Secretary General of the Chamber of Commerce and Industry
- **Simon GNANSOUNOU :**
1st Secretary of the Economic and Social Council
- **Pr.Fulbert AMOUSSOUGA GERO :**
Dean of the Faculty of Economic Sciences and Management of the University of Abomey Calavi.
- **Dr. Madame OSSENI A.K. Koubourath :**
Chairperson of the Federation of NGOs

2 – CAMEROON

- **Mr Moïse Albert N'DJAMBE,**
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- **Mr Benjamin AMAMA,**
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- **Mr EFFIOM Lawrence Eyo,**
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- **Mr André MBENG,**
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- **Mrs Bleue Régine ISOUNGUI,**
Communications Advisor, Special Funds for Equipment and Inter-district Interventions, Yaoundé.

3 – GABON

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- **Mr Michel KENGUEL ,**
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4- GUINEA CONAKRY

- **The Honourable Lamine KAMARA**
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- **Lassana KOUROUMA**
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