

Improving Public Sector Capacity Developmentⁱ in Africa by Strengthening African MDIs

Paper prepared by AMDIN in preparation of the Conference of Ministers' of Public/Civil Service, October 2008

INTRODUCTION

1. This paper was requested by the substance committee supporting the preparations for the conference of Ministers for Public and Civil Service in October 2008. The theme for the conference, i.e. "*Capacity Building for the future capability of the African public service*" and the mandate for the African Management Development Institutes' Network (AMDIN) and its member institutions conflates naturally in this task.
2. As part of its commitments under the preparatory process for implementation of the African Governance and Public Administration Programme (AGPAP) AMDIN is in the process of concluding a macro level assessment process of Management Development Institute (MDI) capacities and planning consultation with member organizations across the continentⁱⁱ. The Ministers' conference offers an ideal platform to share some of the findings, and to allow for alignment with and guidance from the Ministers' Conference on how to create the most optimal policy and operational environment for MDIs to optimize their efforts with respect to capacity development on the African continent – at least as far as their purview would allow for.
3. The work of the AMDIN is strongly supportive of the agenda of the Ministers' Conference, particularly with respect to Human Resource Development (HRD) and Capacity Development for the African public sector. Since its inception a solid structural and organic link has been formed between the All Africa Conference of Ministers of Public/ Civil Service and AMDIN. **AMDIN constitutes an important vehicle for the Conference of Ministers. Through the training efforts of its member institutions it has the potential to infuse public sector organizations and employees with the ideas and values underpinning the collectively formulated African policy agenda with respect to public sector transformation. For example, it has a potentially critical role to play in the domestication of the African Public Service Charter and sharing**

knowledge with respect to African innovations in the public administration terrain.

These MDIs include the schools and institutes of administration (SIAs) in the higher education sector, public administration research institutes (PAIs) and other public sector training institutions (PSTIs)ⁱⁱⁱ. The network organisational form of AMDIN is ideally suited for rapid communication across a broad spectrum of ever-growing organizations, with their embedded expertise, to support African ownership and content, and to encourage the sharing of whatever resources are at our disposal – even if that does not imply significant financial resources. The network, independent from other formal governmental and regional structures, offers the added advantage of flexibility, rapid response and limited bureaucracy to negotiate in implementation of programmes and projects. However, the regular exchange and quality interaction with those responsible on the political/ policy level of public sector change on the African continent is critical. As will be argued throughout this paper, such interaction constitutes a *sine qua non* if AMDIN and its member institutions want to be relevant and responsive to the overall agenda for development and the fight against poverty.

4. The paper sets out to briefly establish the importance and relevance of the capacity agenda, drawing the connections between capacity, development, the MDG process, good governance, effective institutions and people. It proceeds to make some cursory comments on the current status of African public sector capacity, the continued gap between what we need and what we actually have, as well as put forward some of the most common reasons for the continued existence of such discrepancies between what is intended, desired and real. The paper then shifts its emphasis to the MDIs themselves: outlining what potential roles the MDIs can play, acknowledging that capacity development is much more than only training. The paper shows how MDIs see themselves contributing more successfully to developing public sector capacity (and to a lesser degree in other sectors) by re-asserting their roles in terms of consulting/ organizational development, as well as in the critical area of (applied/ policy) research. The paper would be misleading if it does not include an honest reflection on the current capacity of the MDIs themselves and flag some of the most important impediments that are preventing MDIs from giving optimal effect to their potential role. However, an option of sidelining the existing institutions because of their shortcomings in favour of embarking on a programme of establishing new capacity development or leadership development institutions will be counterproductive. The paper argues that should the

same amount of resources, energy and goodwill be channeled to the existing, but struggling institutions, than what new organizations will demand, the results will be exponentially better and more likely be more efficient and effective. It simply makes more sense improving what you have already invested in, rather than starting all over again, with no guarantees for better results.

5. Finally the paper sets out to focus the discussion by listing recommendations within the domain of this paper that were previously made and that could be considered by the Conference of Ministers. Similarly some suggestions emanating from the AMDIN consultative process which would require commitment by the Ministers, either as a collective or in their respective national settings, are outlined

6. The paper is reflective of many limitations. Obviously the area under discussion is huge and cannot be dealt with comprehensively in a single paper.^{iv} However, the most important limitation that requires flagging is that we depart from an understanding that optimal performance can only take place when competence, motivation and opportunity intersect. Therefore, although the role of MDIs in improving public sector performance is crucial, it is not exclusive. All problems associated with capacity cannot be attributed to the MDIs. Note for example a review of Ghana's capacity found:

“Ghana possesses considerable human capacity. Talented individuals are found in government, non-governmental organizations, educational institutions and the private sector, and at all levels—national, district and community. An institutional framework of under-performing organizations, poor policies and a fractious polity has often stifled their talents.”^v

Much of the policy and operational environments needed to ensure a motivated public sector workforce what are appropriately utilised, fall largely outside the purview of MDIs. They can at best advise governments on some of these aspects, and as far as possibly sensitise managers as to how best achieve ideal situations in the workplace, but certainly they cannot take the decisions, nor on a daily basis implement those decisions and create a workplace that brings the best out of public servants. Salary reforms, better public sector infrastructure and working conditions; merit appointments and sound performance management practices belongs to government in general, and to the policy departments responsible for public sector reform and management of the line departments specifically.

7. MDIs are not in control of the environment in which new learning imparted by the MDI will be applied in practice. The point in theory is very clear that unless a base can be established for the transfer of learning between what takes place on a training course and what can be applied within the “sending” organisation’s context any training efforts’ impact is fundamentally compromised^{vi}. By focussing on the MDIs the paper in no means want to create the impression of MDIs being the saviour to all capacity problems and all the above issues need to be taken into consideration if headway is to be made in respect of capacity development.^{vii}

WHY IS CAPACITY SUCH AN IMPORTANT ISSUE WITH MUCH CURRENCY AND RELEVANCE IN THE AFRICAN SITUATION?

8. There is an often expressed connection made in the literature regarding the very critical relationship between capacity and development. The capacity building approach of the World Bank of the early 1990s emphasized that one of the root causes of poverty, illiteracy, and ill health was lack of capacity in two domains: (i) in government, to design and implement proper development strategies, and (ii) in society, to hold government accountable for its actions. The World Bank approach also identified capacity development as a goal in its own right, and cautioned that it should not be treated as a means to an end only (i.e. economic and social development).
9. Much of the existing literature emphasizes the importance of **public** sector capacity. The conclusion of Webb et al. (2008) after considering the work of Bates (2001); Kaufmann, Kraay, and Mastruzzi (2005); Przeworski and colleagues (2000); van de Walle (2001) is an example of this orientation:

“the quality of the public sector— accountability, efficiency in service delivery, transparency, and so forth—correlates strongly with—and is thought by many to contribute to— long-term growth and poverty reduction...”^{viii}

In terms of the international community, and multilateral organisations there is also agreement on this connection. Note, for example, the statement by the IMF that the experience of its member countries leaves no doubt that strong domestic institutional capacity is a precondition for economic and social development and for effective public policy making.^{ix} It is generally agreed that an organisation has capacity when it can:

- identify, plan, prioritise, implement, monitor, and learn from specific courses of action;
- mobilise, deploy and where necessary motivate resources (assets, people, money and information) consistently and continuously on agreed public priorities; and
- discipline a heavily constrained system to pursue agreed objectives collectively.

10. Capacity constraints feature constantly in assessments regarding countries' ability (or inability) to achieve the MDGs^x, increasing the urgency of the entire capacity development agenda. Note for example the UNDP's Kermil Dervis' 2005 statement on this issue:

"Clearly, there are capacity implications for implementing an MDG-based development strategy in relation to the ability of countries to manage the scale-up needed to achieve the goals in the time left before 2015, while at the same time expanding the delivery of essential services. From public sector management and administration, to human resources and infrastructure, the need to strengthen the ability of countries to absorb additional resources and at the same time build their own national and local capacity has never been so important to achieving sustainable development outcomes."^{xi}

In its 2003 publication the Economic Commission of Africa (ECA) supports this notion by stating:

"the endurance and viability of the democratic exercise in Africa in the long term will be determined by the effectiveness, fairness and public accountability of its political and public sector institutions."(ECA 2003: 31)^{xii}

11. The ECA goes further, placing particular importance on **the people** in the public service, arguing that mobilisation and harnessing of this resource is critical and that the building of essential institutional capacities (of which human resources is an integral part) is a pre-requisite for the continent to succeed in its quest against under-development and poverty (2003:32). The importance of human resources in any organisation, their value orientation and the associated competence and technical training of employees have over decades been emphasised by different international leaders. For example, Dag Hammarskjold, Secretary General to the UN during the period 1953 – 1963 put it as follows:

“Fundamentally, man is the key to all problems, not money. Funds are valuable only when used by trained, experienced and devoted men and women. Such people, on the other hand, can work miracles even with small resources and draw wealth out of a barren land.”

Half a century later Kofi Anan mirrored the same sympathies when he said:

“Just as investment in physical capital is necessary to generate economic growth, so investment in human resources must be recognized not merely as a by-product of economic growth but as a driving force for development.... Technical and professional training lays an essential foundation for the acquisition of skills and for renewing, adapting or changing those skills to better suit the evolving needs of individuals and societies.”

12. Bourguignon et al. (2008) agrees with shifting the emphasis away from financial and economic considerations, placing the **policy and institutional environments** on equal par with that of public resources or financial assistance in terms of successfully achieving the MDGs.^{xiii} It must be stressed that human resources and skills development of individuals are widely seen as an integral part of institutions, since all institutional and structural arrangements can only be operationalised by human beings.

13. A further aspect that is closely tied to capacity and human resource is the issue of the learning organization, and the associated field of knowledge management. Jain (2006) shows that knowledge management is progressively gaining higher reputation today because of the recognition of the importance of human capital. “To say that knowing is a human act is to highlight the fact that knowledge involves humans who do the knowing” (Lang, cited in Jain, 2006). This highlights the intrinsic nature of knowledge, therefore defining people as the centre of the knowledge management process. Since public sector organisations in the prevailing environment are seen as knowledge and learning organisations it follows that the development of its human capacity in this terrain is critical for the foreseeable future. James Wolfensohn^{xiv}, for example, points out

“A key element for development effectiveness is the enhanced capacity of developing countries to formulate, execute and evaluate the outcomes of their own development strategies. This requires capacity to access knowledge, drawing from multiple sources and adapting them to local conditions, and to tap opportunities offered by new information technology...”

14. It is now widely acknowledged that in the prevailing global context the competitiveness of countries and regions are hugely informed by their orientation to knowledge. This is

an even more important factor to achieve competitive advantage and realise economic growth than traditional economic factors such as land, capital, labour and climate. Given the under-developed market and third sector in the African context, strengthening the knowledge management aspects of the public sector is likely to be a very beneficial lever to catapult African societies in general onto a higher trajectory, joining the post-industrial brigade, without necessarily moving through a period of industrial development. This is the only way in which Africa could become competitive with other regions in the global set-up.

15. **Good governance**, development and capacity are closely associated in the literature and agendas of many of the multilateral institutions. In its 2005 African Governance Report the ECA closed the loop between these three constructs. The report states:

“... in order for the institutions of governance to perform their functions efficiently and effectively they must be endowed with the appropriate capacities. Good governance is a development issue with capacity-building ramifications.”(2005: 197)^{xv}

THE CAPACITY DEVELOPMENT AGENDA THUS FAR

16. There is no shortage of evidence for high level discussions, debates and in some instances commitments or plans in international and multilateral bodies with respect to capacity development in general, but also Africa specifically. A few examples, which are not comprehensive by any stretch of the imagination, should suffice to provide an indication of these:
17. In 1997 the UN held a meeting with the focus on “*Redesigning the State for socio-economic development and change*”. Five specific issues were identified as of particular importance under that theme. The majority of these were directly related to issues of government capacity. The five themes were: (i) enhancing the professionalism and ethical values and image of the public service; (ii) rethinking the state for socio-economic development; (iii) creating an enabling environment for private-sector development; (iv) promoting an enabling environment for sound governance and (v) strengthening government capacity in the mobilisation, management and accountability of financial resources. Within the UN, the UNDP has always played a particularly visible role with

respect to the capacity development agenda. In Southern Africa, until the end of 2007, for example, the Southern Africa Capacity Initiative (SACI) undertook an extensive programme aimed at capacity development in the sub-region.

18. During the 2002 meeting of the African Union (AU) Assembly held in Durban a resolution was considered to proclaim a capacity building decade in Africa, lasting until 2011, placing us already past the halfway mark in this particular decade. This step was done in response to the determination of African Heads of State and Government to eradicate poverty and commit the continent to a path of sustainable growth and development, while at the same time being part of the global economy and its decision-making structures. While doing so the Assembly immediately juxtaposed this desire with the recognition that the enormous capacity needs in all the sectors in their respective countries, and that such capacity limitations pose a major impediment to the desired development, since capacity constitute a critical element to move to the effective implementation of any development strategies on the continent. To this effect it was proposed that the AU Assembly proclaim 2002– 2011 the "DECADE FOR CAPACITY BUILDING IN AFRICA" and undertake to ensure that local Capacity Building features prominently in the development policies of our respective countries. It further proposed to demonstrate greater commitment to Capacity Building on the continent by pooling African resources and capacities, and allowing the African people to take ownership of their development processes and to promote the multilateral organisations, particularly those based in Africa, whose task is to strengthen and develop capacities on the Continent.^{xvi}

19. The Fourth Pan African Conference of Public Service Ministers of Public Service held in 2003 identified a number issues to be addressed should better progress need to be made with respect to HRD in African public services. Amongst these were the following:

- *Adequate budgetary allocations to capacity building efforts.* Budgetary allocations for human resources development in the public service in general have not only been very low, but also extremely vulnerable to reductions and re-allocations. The general recommendation was to earmark 20 per cent of personnel costs for staff training.
- *Adequate funding of training/educational institutions.* MDIs in all these manifestations should be funded adequately to meet the expectations of the public service. It was inter alia argued that adequate funding will enable them to maintain their facilities, and to

Comment [HJ1]: Check this figure: reported by ECA, but looks incorrect. 2 per cent is more likely.

acquire sufficient teaching and learning materials and equipment to allow the to function as institutions where public servants will be desirous of receiving training from.

• *Institutional relations between governments and their public sector training institutions.*

A position was advocated for a defined relationship and effective co-ordination between the various national agencies responsible for implementing public service reforms and the MDIs. A strong formal institutional relationship between the reformed focal point and capacity building institutions was deemed crucial in building the requisite and effective institutional capacity within the public service for formulation and implementation of appropriate strategies for public service reforms.

20. For the past three years the AU-NEPAD has been working on a Capacity Development Strategic Framework CDSF for the continent. The framework is developed around six cornerstones, including: (i) leadership transformation; (ii) citizen transformation; (iii) knowledge - based and innovation - driven decision and development processes; (iv) utilizing African potentials, skills and resources for development; (v) capacity of the capacity builders; and (vi) integrated planning and implementation approaches and continuous improvement processes. The main vehicle to operationalise the capacity development strategic framework presently is the NEPAD Capacity Development Initiative and the processes are designed bearing in mind the African Peer Review Mechanism (APRM) processes as well as the requirements of the Regional Economic Communities (REC)s. The framework has been piloted in a small number of countries during last year, and in July a further consultative meeting was held with key stakeholders to discuss issues of implementation further.

21. Under the auspices of the World Bank Group's Africa Action Plan one of the strongest alignments of development partners' initiatives are taking place around capacity development. The CDMAP (Capacity Development Management Action Plan) was launched in July 2006, bringing together the AfDB, EU, DfID, French Cooperation, USAID, NORAD and GTZ. Based on extensive consultations the CDMAP emphasizes delivering results by creating space for learning by doing. It embodies 20 actions focused on five goals and outcomes: (i) more reliable and accountable public financial management systems; (ii) improved capacity for effective delivery of public services; (iii) better and more appropriate skills to support growth and competitiveness; (iv) capacity to deliver essential services in post-conflict countries and (v) improved capacity for country

leadership for more effective management and monitoring of results. CDMAP covers 43 countries, and was forecasted, to by this financial year account for 38 per cent of the World Bank's portfolio.^{xvii}

AFRICAN PUBLIC ADMINISTRATION, PUBLIC SECTOR PERFORMANCE AND THE PUBLIC SECTOR CAPACITY GAP

22. Notwithstanding significant efforts in capacity development and some increases in growth in Africa, few African countries are positioned to achieve the Millennium Development Goals. As it is, the overall real GDP growth rate of 5.7 per cent in 2006 (compared with very similar rates during the previous two years) are attributed to strong global demand for key African export commodities, and in part to improvements in macroeconomic management (OECD: 2007)^{xviii}.
23. Continued public sector capacity gaps are frequently cited as one of the most important reasons for Africa's desperate state in human development; slow economic growth; and poor governance record. In a short, but highly critical paragraph the ECA captured many of the varied dimensions of the capacity and skills shortage in their 2003 report:

“In the case of the civil service, the mandate of civil servants is to manage the institutions of governance, and also advise ministers on a wide range of issues such as health, education, transport, economic growth and poverty reduction. They also assist in the design and delivery of public services, and in the drafting of rules and regulations. However, most of the public servants lack the ability to formulate, implement and monitor policies, programmes and strategies focused on economic growth and sustainable development. In addition, they do not have adequate physical infrastructure, office equipment and other facilities to perform their duties in a professional manner. Many civil services lack motivation and are most of the time demoralized due to low salaries, poor working conditions, and appointment based on criteria other than merit.” (ECA 2003:32)

This extract already points to some of the contributing factors, demoralization and low levels of motivation due to the remuneration regime, less than conducive working conditions and appointment systems that undermine the concepts of professionalism and merit which are closely associated with public service as a profession of choice. Below is a further elaboration on some of the underlying reasons and contributory factors for this continued gap.

24. African public administrations have neither been shielded from overall developments in the public administration field, nor escaped the influence of different models that periodically emerge and are advocated directly and indirectly by, for example, international organisations. As a consequence of the continents' colonial history, but in more recent years also the excessive use of consultants and heavy reliance on conditional technical assistance, public administration in Africa is a conglomeration of ideas, initiatives, tools and techniques influenced and underpinned by very different philosophical and normative stances. As such it is often incoherent, or at least plagued by serious internal tensions that hinders effective performance. Some of this is reflective in the discussions regarding finding a public administration that is reflective of intrinsic and well recognized African values, rather than the transferred administrative models with their roots in the former colonizing countries. However, in more recent years the tension is also to be detected in the wide prevalence of neo-liberal thinking exerted through the spread of the New Public Management paradigm and all its associated tools and techniques, while at the same time searching for solutions within the realm of the developmental state, the thinking which is closely associated with the successes of the East Asian tigers and cubs. Whereas neo-liberal thinking has notions of liberal democracy and minimalist perspective of state as some of its core features, the experience of the developmental state in the Asian context points to a curtailing of individual and group rights, e.g. unionization and through significant levels of regulation – both aspects to be frowned upon in neo-liberal thinking. Those success stories under the rubric of the developmental state relied on strong, capable states with substantial and powerful public administrations to support implementation of public policy, backed up by potent regulatory capacity in the state to guide and direct existing markets, ameliorating the worst excesses of free marketeering and prioritizing the development goals of the state.^{xix} The African reality will pose serious challenges to the direct and uncritical transfer of either of these models, yet, many are running directly into this trap.

25. African public service capacity has been severely compromised through pressures brought onto governments to cut back on the numbers of public servants in order to balance the salaries and wage bills in economies that clearly suffered from serious structural defects. In 1998 the ILO for example reported that in sub-Saharan Africa, the ratio of public service employment to population was falling. In 1996 less than 1 per cent

of the population was on average employed by the public service, compared to about 3 per cent in other developing countries.^{xx} Developed countries on average at that stage had 10.9 per cent of their population in public employment, while transitional economies (Eastern Europe) had 16 per cent. African countries had by far the lowest ratio of public servant to population, notwithstanding the enormous need for, and reliance on the state to provide public services and a safety net, in the absence of a functioning market, and yet it was pressurised as part of lending conditionalities to cut it back, even further. In the African context Botswana is often cited as a good example of an effective African public administration. However, the ratio of public servants to population in that country is 5.1: 1000, a ratio significantly higher than for most of the rest of Africa South of the Sahara (excl. the Seychelles). These figures clearly point to the need of higher number of public servants, rather than cutting back. The issue of a feasible remuneration dispensation in the absence of viable tax bases in many African countries needs to be separated from the discussion regarding an optimal size of public administration for effective public sector capacity.

26. Capacity development efforts have been criticized and found wanting in terms of lasting impact. They have been described as suffering from being piecemeal, poorly sequenced and not adequately underpinned by programme design, monitoring and evaluation.^{xxi} It is imperative that we must adopt a long term perspective with regards to the capacity development agenda on the continent. Impatience for results, signaled by too many, too frequent and often premature changes in terms of policies, programmatic initiatives, organizational roleplayers, and so forth is counterproductive. Commitments made in terms of strategic directions to pursue, or organizations to establish/ revitalize need to go beyond the lifespan of individual roleplayers and they must reach beyond changes in leadership or decision-makers. Francis Fukuyama engages in his recent book '*State-Building: Governance and World Order in the 21st Century*' with the question whether or not there can be a general theory of capacity development or state building that can provide a basis for policy guidance in developing countries. The answer he gives is mainly no, but partly yes. His book reflects on the fact that part of this difficulty sits in the conceptual confusion, but also that capacity development requires a series of inter-related, technically complex, organisationally challenging and politically risky changes to the way any state conducts its business. He clearly demonstrates that fundamental

increases in state capacity, which more often than not threaten entrenched interests, need to be built over a long period of time. For example, it took the UK almost a century and a half to give meaning to the Northcote-Trevelyan reforms.

27. A very honest self-reflection undertaken by some of the development partner community in 2002 came to the conclusion that developing national capacity remains an elusive goal. Notwithstanding the training of thousands as well as deployment of large cohorts of technical experts the desired goals have not been met, and quite often shown perverse and unintended results:

“Educational attainments have increased dramatically, to the point where unemployed graduates resort to driving taxis while others join the “brain drain.” Yet development undertakings have constantly faced a lack of necessary skills and weak institutions. Donors can ship out four-wheel-drive vehicles, or textbooks, or computers; they can dispatch expatriate experts, whether on long-term secondment or on short-term consultancies. But they have not really appeared to transfer knowledge—or at least not in the catalytic way that might ignite a positive chain reaction throughout developing societies... There have been positive micro-improvements, but not the kind of macro-impacts that build and sustain national capacity for development.”^{xxvii} (Fukuda-Parr, p.3; 2002)

A similar exercise during the mid-1990s focussed on capacity building, supported by the UNDP, WBI, AfDB. It drew an equally pessimistic conclusion:

“Generally, however, the capacity building-oriented PSRPs did not to [sic] have any perceptible impact on service delivery in the CEI [Country Engagement Initiative] countries. In addition, the capacity building measures were in many instances piecemeal and fragmented. One singularly significant shortcoming was the conspicuous absence of effective pay and incentives reform, which remain critical to sustainable capacity building.” (Kiragu 2002: 6)^{xxviii}

28. Africa public sector capacity is further challenged, both on the demand and the supply sides by the HIV and AIDS pandemic. By way of example: The ILO estimated that in Malawi, between 1990 and 2000, deaths among public service workers increased ten fold. As a result, unfilled vacancies in national ministries of education, health, agriculture and water development stand at over 50%. The negative impact shows on the workforce supply side, as well as the simultaneous increasing burden on, or demand for public services. Absenteeism, higher turnover as a consequence of mortality, lower productivity, loss of motivation and distractedness are but some of the negative

consequences the African public sector as employer needs to confront as a consequence of this pandemic. In addition, the cost of recruiting, replacing and training new public servants is putting strain on the already meager human resource budgets.

29. African public sector capacity is not unaffected by a global and regional labour market, resulting in the so-called “brain drain”. Data on the brain drain in Africa is scarce and inconsistent; however, statistics show a continent losing the very people it needs most for economic, social, scientific, and technological progress. We know that since 1990, Africa has been losing in the region of 20,000 professionals annually. Over 300,000 professionals reside outside Africa. Ethiopia, for example, lost 75% of its skilled workforce between 1980-91. It is often those who are better qualified, better trained, higher skilled, more resilient and better calculated risk-takers who takes the leap to find employment elsewhere, for reasons of better work conditions, better conditions of service and more personal security. This profile includes a substantial part of public service managers, professionals and intellectuals. Technical assistance and capacity development programmes have been criticized for reasons that the best local candidates are identified by development partners during those processes, offered jobs and in the process removed from the national capacity pools. Some analysts, such as Dr Lalla Ben Barka from the ECA are particularly pessimistic about the brain drain phenomenon, stating that “*In 25 years, Africa will be empty of brain*” (cited in Tebeje).

30. The discussion about the mobility of human resource capacity in a global set-up is though, more complex than the above, and certainly not only having negative consequences. The circulation of global experience as an important capacity developer should not be negated, nor the positive effect of substantial foreign earned salary remittances to countries where the economic base is seriously compromised. Exportation of human resource skill could be seen as an economic strategy, provided this is done consciously and the necessary frameworks put in place to ensure that gains indeed come to the country of origin, or where the public expense was incurred in terms of education and training. In addition, those leaving Africa for long or indefinite periods do not have to be entirely lost to the continent. Initiatives around mobilising and tapping into the skills of those in the African Diaspora are gaining ground.

31. Africa as a continent is still plagued by many violent conflicts or where countries have emerged from conflict, they remain vulnerable to return to situations of conflict and instability. Countries that experience conflicts are characterized by public servants leaving in large numbers, decimating the professional public service (e.g. Uganda) and sometimes removing the infrastructure and files of government in the process, eroding the very source of power of public administrations, i.e. knowledge and information (e.g. Rwanda).

THE ROLE OF THE MDIs

32. MDIs are specialised institutions, created by governments to contribute to human resource development, either by playing an in-service post-employment training function (much as the corporate university concept of large employers in the private sector) or by exclusively providing compulsory training prior to entry into the public service, or parts thereof. In addition, they were traditionally seen as undertaking critical work in terms of applied policy research, as well as organisational development, more broadly. They therefore provide fertile ground for incubating new ideas, promoting discussing and changing behaviour over a large domain in the public service. They therefore hold the potential in a healthy policy and operational environment to both stimulate debate, but also serve as a critical, somewhat removed voice and particularly through the iterative cycles of reflective practice offers the potential for promoting critical thinking and integrating conceptual and abstract understanding with the realities of praxis and the prevailing context.^{xxiv}

33. In many instances MDIs are institutional legacies of the post-independence period, where the need was recognised to leave behind vehicles which could rapidly deliver to scale indigenous professional public servants in the wake of the decolonisation process. They take on many different forms, perform different roles and display significant variance across the continent. One of the clearest lines of distinction between these institutions can be found in whether they form an integral part of the professional preparation, and a necessary roleplayer into entry into a country's public service (at least for the core public administration and the management levels, if not more generally) (the so-called placement institutions, predominantly found in the form of ENA's or ENAM's in those African countries with a French colonial history) or whether they are seen as an optional

extra, and increasingly deemed as one of many other providers in the national and even international training and education system, which have to undertake their tasks within a self-sustainability framework, fairly typical in countries with an Anglo-phone tradition or those who wholeheartedly embraced the Structural Adjustment Programmes (SAP) of the World Bank. Critical in this divide is the proximity of the ENA/ MDI to the centre of government policy making and transformation of the public administration, as well as the financing models. In addition, the ENAs are associated with a much stronger sense of public sector professionalism, with a pride instilled in those who went through some prestige selection and training processes.

34. In 2003 the ECA commented on the recognition of the importance of training as an appropriate instrument of capacity building and regarded the establishment and revival of several MDIs in Africa as evidence of this affirmation.^{xxv} The ECA also argued for the establishment of specialised training institutions that could take care of, what it described as “the increasing need for the acquisition of specialized skills for the administration of the public service”. In its report it categorised the need to improve public service management skills as an “essential element of any public service reform programme”. It further described training and capacity building as “the essence of human resource development” and “the aspect of public management reform that has the potential to realize results more immediately than most other mechanisms”. It therefore concludes the logic of the centrality of training and capacity building is inescapable (ECA 2003: 47).

35. Specifically in post-conflict countries, there is a pattern of prioritising the establishment of MDIs. Where they have existed before, the transformation of these institutes are prioritised and they are re-developed.

36. The AMDIN regional workshops further registered an emerging trend of new MDIs being established – sometimes in the face of existing organisations. The rationale of establishing these institutions, as well as the manner in which it is done, is not always convincing. What seems to be in vogue is to establish leadership training institutions alongside long established and functioning institutions that provides management development, suggesting leadership is distinct and removed, rather than part and parcel of management of organisations and what they do. In the process, resources and available

energy are often redirected to the new initiative, making the survival of institutions that are already hamstrung in terms of available financial resources even more difficult. It could be argued that even though room exists for performance improvement by the existing organisation those problems could have been sorted out if the same resources which are now diverted to building new institutions were directed to the existing institutions. Participants in the AMDIN regional workshops issued a cautionary note on this aspect, i.e. that the establishment of new institutions should only be undertaken where a real organisational gap can be identified and where an existing institution cannot be strengthened in order to fill that gap. It needs to be recognised that part of the problem with institutional capacity development in Africa is the perpetual establishment of new structures and organisations, and the withdrawal of support to existing ones on grounds that ranges between the whims and fads of the part of development partners and the donor community, to personality clashes between MDI leadership and government officials. There is sometimes the deep desire of some leaders to leave behind personal legacies in the form of organisations or even brick and mortar projects, without considering the larger picture. The AU-NEPAD Capacity Development Strategic Framework also lists this particular issue of unending establishment of new institutions, rather than working through the implementation and performance problems experienced by existing institutions as highly problematic.

37. In a 1999 discussion of public sector training institutions in a number of African countries, Olowu and Adamolekun pointed to the following shortcomings:

- Training is often treated as a discreet event, not part of organizational improvement;
- Many trainees are selected on the basis of bureaucratic politics and patronage, rather than on the basis of addressing the greatest need;
- Competent trainers are rare; training itself is a poorly developed profession;
- Training curricula and models are usually based on borrowed models and rarely updated;
- Classroom-based, academic style teaching dominates in most training programmes, raising serious questions regarding relevance;
- Training evaluation is limited to assessing happiness levels, rather than impact on knowledge, attitude, behaviour and job performance; and

- Most training institutions are poorly financed and managed.^{xxvi}

The 2003 ECA report also commented on some of the challenges faced by the MDIs. It found as follows:

In general terms, however, the standard of capacity building programmes in Africa has been compromised. Over the years, the MDIs have been excluded from the centre of advice to the periphery of government administration, and in many cases they are under-performing and/or are no longer consulted about government policy decisions. In many cases, MDIs have been accorded low status, have insufficient human resources, suffer from high staff turnovers/brain-drain and receive inadequate funding. The deregulation of training in Africa has also led to the entry of unqualified trainers in the training field. (ECA 2003: 45)

38. The AMDIN regional MDI assessment workshops held in June and July 2008, in aggregate received feedback from about 80 per cent of African countries' MDIs. The findings of those workshops underscored the above mentioned criticisms and assessment. However, where the above assessments were almost wholly negative, the AMDIN workshops also found the following positive aspects to share:

- MDIs have survived the worst excesses of the rolling back of the state; the sacrifice of training budgets in the name of efficiency drives; and the pressures of trying to behave in a self-sustainable way. For all the hardship many feel they have learnt valuable lessons; re-looked at the product offerings and continued to re-new, trying to be responsive to the needs and demands of those they are to serve;
- MDIs in many African countries are the “owners” of substantial infrastructure; often left behind as part of the de-colonisation process and paid for by the colonizers or subsequently paid for in various capacity development programmes and projects. These constitutes valuable assets, that although they might not have been maintained as one wishes, still can be refurbished, updated and made exceptional at a lower cost than what it would be if infrastructure is to built from scratch;
- Many MDIs are the site for quite sophisticated networking information and communication technology – offering many possibilities for the training and capacity development agenda that yet needs to be exploited completely;

- In many instances the current MDI leadership is highly experienced managers who have ushered their institutions through difficult times. They know where the weaknesses are, understand their institutions and national settings and are very committed and enthusiastic to make their institutions better capacity developers for who they regard as their key “clients”: their governments;
- MDIs have come together fairly organically; embraced the philosophy of the AU to pool their resources and efforts; recognise African talent and indigenous resources that will be better suited for Africa’s transformation initiatives, and are convinced that as Africans we need to own our development efforts.

39. The following challenges that emanated from the AMDIN workshops are lifted for emphasis and/or further elaboration:

- Many MDIs experience problems in understanding precisely what governments’ require in terms of training support to public sector reform and general governance processes. This is particularly acute where a situation of ‘isolation’ of the MDI prevails – often rooted in the low esteem MDIs are held in and their position on the periphery of the policy discussion. This creates a viscous cycle, difficult to break, since MDIs are neither able to organically understand what government requirements are as they are not a central part of the process^{xxvii}, nor are they able to conduct detailed training needs analyses on a regular and ongoing basis given the resource constraints they experience. Consequently MDIs too often make assumptions about what is required, and when the resultant training does not result in tangible performance improvements, the credibility of the institution (and indeed attitudes to training in general) are negatively affected.
- The difficulty of producing ‘customised’ material in an aggressive cost recovery/ income generating environment is a contributory factor to the bad fit between training materials and the contextual realities of a particular national setting. It is much cheaper to simply present existing material than to spend time and money on making sure that materials meet the specific and defined needs of a particular government department. Where MDIs have been able to address these problems (NIPA, Zambia; Burkino Faso ENA, GIMPA, Ghana amongst others), there has

been a concomitant rise in both the credibility of the institute and the level of public sector training provided.

- Most African countries lacked a coherent public sector human resource development and training policy, creating an ineffective environment to give direction and provide coordinated leadership with respect to these important issues. What is desperately sought is a policy commitment by the political leadership to the importance of HRD and training, down to setting targets as to the minimum number of days of capacity development each public sector employee should be exposed to as part of their performance agreements, e.g. the case of Singapore.
- A tension has been identified between the objectives of financial self-sustainability, autonomy and proximity to/ influence in the policy process. Initial analysis point to a trade-off in that the more autonomous the MDI – both in terms of finances and structural arrangement with the state, the less influential it becomes in terms of the policy process and the less relevant to the public sector its course and other knowledge offerings. This is a very dangerous trend, since governments are potentially losing a very important previously exclusively dedicated part of the public machinery to address issues of capacity development in the public sector. In order to ensure financial sustainability MDIs are expanding their target markets to include more lucrative audiences (e.g. private sector training) or instead of focusing on in-service training is shifting to the offering of academic degree programmes.
- Important aspects of MDIs work has been withering away due to shortage of adequate financial and human resources, which in turn sets in motion the progressive downward spiral of their reputation slipping since they cannot employ the best and adequately experienced. This is particularly notable with respect to the research and internal government consulting functions.

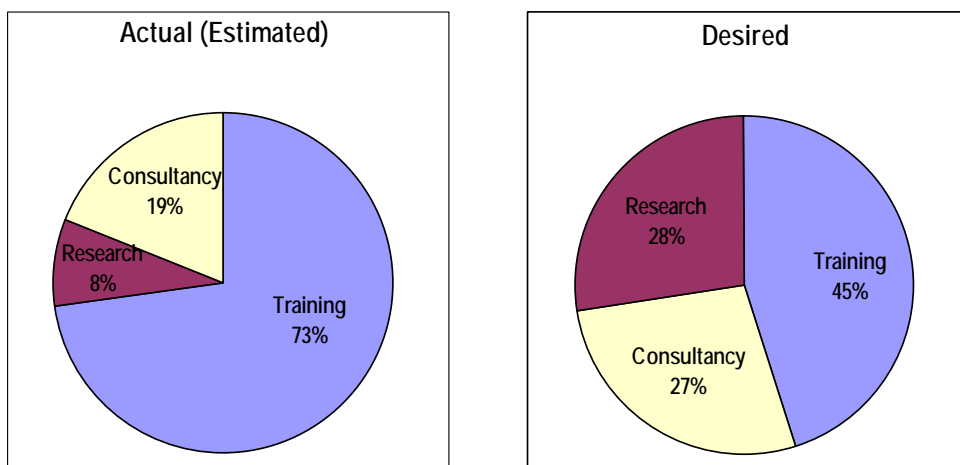
40. Notwithstanding the importance of training in the capacity development equation, as recognised by the ECA, the MDI community has a potentially much more substantial role to play than only providing training. The ECA itself argues for this, advising that “government training and capacity building institutions need to be mainstreamed into the decision making process and the experts in the training institutions should be used

as “think tanks” in the formulation, implementation and evaluation of national policies, strategies, programmes and projects” (ECA 2003: 47). Indeed, it defines the roles of MDIs from inception to have been providing (a) training, (b) consultancy/organisational development and (c) research services to government officials (ECA 2003:44). Olaopa (2008) drawing on the work of other international scholars cogently argues the point if MDIs “are not engaged in rigorous thinking, conceptualisation, analysis and the search for models and rules, their teaching and the learning within them will be the weaker for it.” He makes the point that in the absence of adequate research and consultancy capability the MDIs will not be able to claim the label of “learning organisations”.

41. During the AMDIN regional workshops this aspect came up repeatedly for discussion. From some of the empirical feedback received, it is clear that MDIs are keen to broaden their activities to assume new roles, or re-assume roles that were initially intended, but which became neglected due to the pressures associated with ensuring financial self-sustainability, and the associated chasing of the so-called “cash cows”. Such a broadening of roles is seen as a critical lever to become fully effective.

42. This line of thinking coincides with the growing evidence that capacity development takes place on at least three levels, of which individual skills development is only a very small part. Even in terms of individual capacity development the old classroom method of lecturing, associated with old-style university education and still in much evidence in African MDIs, is arguably the least effective in terms of developing lasting capacity. Much more powerful approaches, such as experiential learning, mentoring and coaching, action research and so forth have been around for some time, and their success record established. However, factors such as numbers of course participants; available infrastructure; competence and applied experience of the training faculty, in their subject area but also as trainers; outdated perceptions on how learning takes place all inhibits a general move to embracing these newer approaches.

Role division of MDIs: Actual and Desired (Source: AMDIN East Africa w/shop)



The extension of the role of the MDIs includes moving beyond the domain of the less tangible issues of knowledge and skill, into passing on values and attitudes, thus becoming involved in the area of behavioural change. In this role the MDIs becomes a potentially strong partner in changing public service cultures, for example, by popularising the relevant public service and professional codes, by advancing responsible risk-taking and higher tolerance of risk in order to create an environment in the public sector, supportive of innovation, and so forth.

SUMMARY AND RECOMMENDATIONS

43. In summary, across the overall public administration analysis, capacity development gap assessment and the role of the MDIs we find the following key dimensions underpinning the problems, and identify these as the areas that should receive attention:

- 1) Poor anticipation of the future of (African) public administration
 - a. Future influenced by changes in demand; development in terms of technology; changes in PA paradigms, etc
 - b. Reactive, not pro-active (needs assessment methodologies)
 - c. Planning & futures research capability poorly developed

- 2) Difficulty for governments to attract and retain the best and to manage them to get the best out of them

- a. Human Resource Management Practices not adequately developed
 - b. Remuneration and conditions of employment not competitive
 - c. Brain-drain international; regional and national
 - d. Inadequate HR planning practices
- 3) Capacity Development Efforts de-linked
- a. Delinked from context, country goals and objectives; policy initiatives and organisational improvement initiatives
 - b. Too much and disjointed foreign influence through "best practice transfers"
 - c. MDIs too far removed from the policy and planning processes of governments
 - d. Too much unfamiliarity with strategic directions, etc. by roleplayers, e.g. public servants/ managers; MDIs; etc.
- 4) Absence of National and sub-national Human Resource Development and Training policies
- a. No obligation for continued HRD
 - b. Recognition of training institutions that meet certain standards/ requirements
 - c. Professional requirements for placement and promotion/ career progression not clear
- 5) Much effort and resource dedicated to capacity development without us being able to tell what works and what does not
- a. Efforts of many agencies/ role players piecemeal and not happening in integrated framework (each of decision-making principals developing own frameworks/ methodologies/ reporting requirement, etc)
 - b. Monitoring and evaluation frameworks inadequate
 - c. Competencies to implement M&E/ review/ assessment poorly developed and institutionalised
- 6) Capacity of the capacity developers (MDIs) have been eroded and neglected over past 30 years
- a. Budget cuts and pressures for self sustainability
 - b. Human Resource Issues in MDIs
 - c. Research and OD functions sacrificed

44. Instead of making a completely new set of recommendations we would recommend that the Conference of Ministers in the first instance engage with and make a commitment for implementation, putting in place monitoring and evaluation mechanisms with respect to the three areas that it already considered, but did not decided on during the 4th Pan African Conference in 2003, these being:

- I. **Adequate budgetary allocations** to capacity building efforts;

- II. **Adequate funding of training/educational institutions**^{xxviii}, and
- III. **Strong institutional relations** between governments and their public sector training institutions (both on national and continental level).

45. In addition, we would recommend that the Ministers' Conference engage and take decisions on how to implement those recommendations made by the ECA 2003, and which it finds agreeable. Some of these relate to the Ministers' Conference positions listed above. The ECA conclusions were:

- I. Calls for a new form of civil service and new procedures whereby the quality of services offered by public administrations is essentially put under the same scrutiny as services provided by the private sector. To respond to these requirements, the civil service should be provided with adequate material, human and financial resources.
- II. African governments should emphasize investment in developing human capital towards effective policy formulation, analysis, implementation and evaluation. Trained and highly developed personnel, complemented by political will and commitments, have become basic inputs into the realization of the public sector reform agenda in Africa;
- III. Capacity building in policy management should be the priority of African governments, given that public service reforms depend on the policy management skills of public officials. Governments should embrace a new culture of participation, accountability and transparency. All stakeholders must be involved in the policy development process for support and ease of implementation;
- IV. A competency-based approach to the training and development of public servants is recommended. The need to train public servants as better managers is widely recognized as an essential element of any public service reform programme;
- V. African Public Service agencies need to formulate strategic plans, which should form the basis of effective public service delivery. Government should involve MDIs and allied institutions in the policy formulation process.
- VI. African countries should commit themselves individually and collectively to taking incentive measures focused on accelerating the return home of the vast majority of their élite and scholars who are working abroad, particularly in Europe and America. (ECA 2003 pp. 51-52)

46. The new recommendations AMDIN would like to make for consideration, by the Ministers Conference under this topic pertains to:

- I. A commitment made by countries to work towards the adoption of comprehensive human resource development and training strategies for their respective countries, bearing in mind their own particular contexts. AMDIN is prepared to develop a framework document that raises the key issues for consideration by national structures and to propose a process for developing such a national policy.
- II. Supporting the creation of capacity within existing institutional arrangements (e.g. OFPA; the African Futures Research Institute; CAFRAD; AAPAM, AMDIN; CODESREA; etc) that will allow the **African Public Administration community** to anticipate the future of public administration on the continent more effectively and that will permit the MDIs to work more pro-actively, rather than reactively, e.g. a futures research programme in the area of public administration and human resource planning.
- III. Where it does not already exist, that serious consideration be given to the devolution of authority to MDIs to select, appoint and performance manage their own staff and that mechanisms be found on how to bring the practical expertise and current operational knowledge of serving public servants into the MDIs without negatively affecting the morale of either of the groups involved.
- IV. Ensuring that capacity development initiatives, as well as policy and organisational change initiatives be linked to national development priorities. In order to do this successfully, communication channels and platforms between the political/ policy roleplayers and the MDIs should be created and/or strengthened. Impending policy changes should be communicated early and clearly to MDIs to make the necessary adjustments in their curricula and training materials.
- V. That the organic relationship between the Ministers' Conference and the organized public administration knowledge community, including AMDIN, continues to grow and that the growth of the African MDI network continues to be supported, given AMDIN's very important role in Africa specific knowledge production and sharing relevant to public administration and associated areas, as well as the perpetual strengthening of capacity of the MDIs themselves^{xxix}. The relationship between the Minister's conference and other organizations in the African public administration

knowledge community, such as AAPAM and CAFRAD should likewise be maintained and strengthened.

- VI. That monitoring and evaluation capacity is created and resourced at multiple functional nodes within the continental Public Administration knowledge community in order to track implementation of the initiatives agreed on, assess the impact of these initiatives and collate and extract the lessons for further improvement from all the interventions undertaken.

47. It will be necessary, that on whichever of these the Conference agrees, a way is found to incorporate the implementation of such initiatives into the long term strategy of the AGPAP.

ENDNOTES

ⁱ The terminology in use “capacity development”, as distinct from “capacity building” for some is intended to acknowledge the existence of some level of capacity, prior to any intervention taking place. Where no prior capacity exists, the use of “capacity building” would be the more appropriate term to use. This distinction is particularly advocated by the UNDP which argues that there is a paradigmatic difference between the two concepts. Another explanation of the difference is that capacity development intimates a longer term effort, while capacity building is associated with a more short term effort (Olowu D. 2007. *REBUILDING AFRICAN STATE CAPACITY FOR BETTER GOVERNANCE AND SUSTAINABLE DEVELOPMENT*, African Development Bank, Tunis

However, we need to be pragmatic and acknowledge that in much of the literature there is a tendency to use these two terms as interchangeable. Note for example the theme of the Ministers’ Conference itself, as well as of key African Union resolutions on the matter, tend to use the term “capacity building”. When drawing on supporting quotations from other authors it is therefore impossible to interpret the concepts in a narrow and purist manner. A typical definition of capacity building/ development would be that it “encompass a variety of strategies that have to do with increasing efficiency, effectiveness and responsiveness of government performance” (Grindle, 1997, p. 5). Another example, albeit somewhat circular in that it does not unpack capacity itself further, is the OECD’s articulation of the concept of ‘**Capacity development** as the process whereby people, organisations and society as a whole unleash, strengthen, create, adapt and maintain capacity over time’ (OECD. 2005. ‘*Good Practice Paper on Capacity Development for Development Assistance*’ Paris 2005, p. 6)

Capacity has been defined by others, if not by the OECD. It is said to be “the ability to perform functions, solve problems, and set and achieve objectives. Each society has the capacities that correspond to its own functions and objectives.” (Fukuda-Parr et al. 9:2002). Capacity is therefore context specific, and the content of it, is likely to change over time. What is recognised as capacity in a rural, pre-modern society, will be very different in a post-industrial, highly urbanised society. As countries transform themselves, their capacity demands will change concomitantly.

A country or society’s capacity is also more than the sum total of individual capacities. It is in their intersection of the capacities of respective individuals that the strength of the cloth, or the so-called social and organisational is capital formed. Effort of countries and societies aimed at developing capacities, must therefore go beyond expanding individual human skills. As Fukuda-Parr et al. observes: “Capacity development thus takes place not just in individuals, but also between them, in the institutions and the networks they create” (2002: 9)

There is general agreement on three distinguishable dimensions of public sector capacity:

- **Human capacity:** individuals with skills to analyse development needs; design and implement strategies, policies and programs; deliver services; and monitor results.
- **Organizational capacity:** groups of individuals bound by a common purpose, with clear objectives and the internal structures, processes, systems, staffing, and other resources to achieve them.
- **Institutional capacity:** the formal ‘rules of the game’ and informal norms – for example, in collecting taxes, reporting on the use of public resources, or regulating private business – that provide the framework of goals and incentives within which organizations and people operate. (Some authors, e.g. Olowu choose to refer to this aspect as policy management capacity.) (World Bank Operations Evaluation Department: *Capacity Building in Africa. An OED Evaluation of World Bank Support*, The World Bank, Washington DC, 2005, pp 7-8)

ⁱⁱ AMDIN was fortunate to be included as part of the UNDP Preparatory Assistance to the implementation of the African Governance and Administration Programme. One of the key outputs of the AMDIN workplan for this financial assistance was the holding of three regional workshops. The workshops served a range of purposes: knowledge sharing; building the network and so forth. However, of primary concern was the development of a deep understanding of the situation of the MDIs – what some would call a macro level needs assessment. In this report we report on the insights developed during that process. The workshops were held during June and July 2008; the first that catered for MDIs from West and North Africa were hosted by the ENA, Senegal; the second with a concentration of Eastern and Central Africa participants were hosted by KIA, Kenya; and the third and final catering for Southern Africa was hosted by LIPAM; Lesotho. AMDIN wishes to express its thanks to the

UNDP; the governments of the hosting countries and finally the hosting institutions that allowed us to undertake some substantially organizing of the network for future collaboration across the continent and across traditional language divides.

ⁱⁱⁱ Public sector training institutions include both those responsible for the general public administration, management and leadership areas that are relevant across all public sector organisations as well as those which are focused on skills relevant for particular sectors and/ or professions, e.g. foreign service training academies; nurses, teachers and police training colleges and so forth. The AMDIN network currently is particularly representative of the more generic public administration related institutions, and has yet to organize the sector/ profession specific institutions. The comments made in this paper, will therefore be biased towards the first, although not dismissive of, or exclusionary of the latter's importance if the capacity issue on the continent needs to be addressed effectively.

^{iv} The paper tends to concentrate on aspects of capacity that deals with capacity development related to Core Public Administration; Management and Leadership. What is excluded, although very important, particularly bearing in mind the interests of the RECs would be sectoral technical and professional skills, e.g. engineering; health; education; etc. This is partly to avoid the Ministers of Public Administration crossing organisational boundaries in the AU and its structures in their decisions pertaining to Capacity Development. It is however a very important aspect that should be considered if mention is made of a comprehensive public administration capacity development strategy. Thus far AMDIN has also not mobilised membership that will specifically target sectoral training institutions.

^v OECD *An Independent Review of World Bank Support to Capacity Building in Africa: The Case of Ghana* <http://www.oecd.org/dataoecd/23/33/35280593.pdf>

^{vi} Schofield 1996: 11

^{vii} Analysis of the DAC Network on Governance's (OECD) report "The Challenges of Capacity Development: Working towards Good Practice" shows that factors influencing capacity development identified are mainly linked to overall government processes, such as remuneration, performance management, organisational culture and so forth..

^{viii} S. Webb (team leader), M. Casanegra (tax administration), A. Evans (civil service reform), O.-H. Fjeldstad & J. Isaksen (anticorruption), I. Funke (ass team leader), R. Webb (history), C. Wescott (public financial management). 2008. *Public Sector Reform: What Works?* Washington DC: World Bank (IEG Evaluation Report)

^{ix} Rodrigo de Rato, Managing Director, International Monetary Fund (2005)

^x When engaging with the MDGs it must be borne in mind that for many the goals are stated as rather minimalistic benchmarks and that in fact Africa's benchmarks should be higher if it wants to compete globally.

^{xi} Dervis, K. 2005. "Today's Critical Challenge: Building Capacity to Achieve the MDGs" *World Bank Development Outreach*, September 2005

^{xii} Economic Commission for Africa. 2003. *Public Sector Management Reforms in Africa*. http://www.uneca.org/publications/dpmd/public_sector_mangt.pdf (accessed 07/08/08)

^{xiii} Bourguignon, F, C. Diaz-Bonilla and H Lofgren. 2008. *Aid, Service Delivery, and the Millennium Development Goals in an Economy-wide Framework* Washington: The World Bank Development Economics Prospects Group Policy Research Working Paper 4683 (WPS4683)

^{xiv} Quoted in World Bank (2005) *Capacity Enhancement through Knowledge Transfer: A Behavioral Framework for Reflection, Action and Results*. World Bank, Washington.

^{xv} Economic Commission for Africa. *2005 African Governance Report 2005*. ECA, Addis Ababa, Ethiopia

^{xvi} African Union. 2002. *Preliminary Resolution On The Proclamation By The African Union Of A Capacity Building Decade In Africa*.

http://www.africa-union.org/official_documents/Decisions_Declarations/durban%202002/Durban%202002%20Assembly%20of%20the%20African%20Union.pdf (accessed 06/08/08)

^{xvii} World Bank (2006) Capacity Development in Africa: Management Action Plan (CDMAP). (SecM2006-0323). Washington.

^{xviii} OECD (2007) *Economic Report on Africa: Accelerating Africa's Development through Diversification*. <http://www.oecd.org/dataoecd/40/28/38808352.pdf> (accessed 06/07/08)

^{xix} For a more comprehensive discussion see Chapter 2 of UNDP 1995 *Public Sector Management, Governance and Sustainable Human Development*. Discussion Paper 1, Management Development and Governance Division, Bureau for Policy and Programme Support: New York. <http://mirror.undp.org/magnet/Docs/!UN98-21.PDF/Psm.htm> (accessed 06/08/08).

^{xx} International Labour Organisation. 1998. Human Resource Development in the Public Service in the context of Structural Adjustment and Transition: Report for discussion at the Joint Meeting on Human resource Development in the Public Service, Geneva. <http://ww2.unhabitat.org/istanbul+5/pe76.htm>

^{xxi} See for example **An Independent Review of World Bank Support to Capacity Building in Africa: The Case of Ghana**. <http://www.oecd.org/dataoecd/23/33/35280593.pdf>

^{xxii} Sakiko Fukuda-Parr • Carlos Lopes • Khalid Malik (2002) "Institutional innovations for capacity development" in Sakiko Fukuda-Parr • Carlos Lopes • Khalid Malik (Eds.) (2002) *Capacity for Development: New Solutions to Old Problems*, United Nations Development Programme. Earthscan Publications Ltd London and Sterling, Virginia

^{xxiii} Kiragu, K. (2002) *Improving Service Delivery Through Public Service Reform: Lessons Of Experience From Select Sub-Saharan Africa Countries* A Paper presented at the Second Meeting of the DAC Network on Good Governance and Capacity Development held at the OECD Headquarters, February 14-15, 2002 under the auspices of Donors Working Group on Public Service Reform, Country Engagement Initiative <http://www.oecd.org/dataoecd/1/41/20601625.pdf> (accessed 07/08/08)

^{xxiv} Vide the discussion of the work of Clarke (1998) and Schon (1991) on these issues in Olaopa, t (2008) *The New World Oder and its Implications for Training and Development Institutions in Nigeria*. Paper presented at the 2008 Annual conference of Management Development Institutions (MDIs) in Nigeria, organized by the Centre for Management Development (CMD) Lagos, on 29 July 2008.

^{xxv} Economic Commission for Africa. 2003. *Public Sector Management Reforms in Africa*. http://www.uneca.org/publications/dpmd/public_sector_mangt.pdf (accessed 07/08/08)

^{xxvi} Olowu, D and Adamolekun, O. (1999) "Human Resource Management" pp. 87 – 106 in Adamolekun, L (Ed.) *Public Administration in Africa: Main Issues and Selected Country Studies*. Westview Press, Washington.

^{xxvii} One MDI spoke of problems experienced with perceptions by government that they are always 'late' with their course offerings in support of new government initiatives – by the time that they have become aware of a policy direction, and have developed material, the initiative is often well underway. This also highlights the problems experienced by many MDIs of long lead times between training needs being identified and programmes being implemented – a general problem but one which is exacerbated by, for example, having to follow tortuous public sector procurement processes.

^{xxviii} Note the decision of the Ministers Conference Bureau Meeting during November 2007 in Windhoek. After considering a financial forecast based on only the current membership fee to belong to AMDIN, i.e. US3000, the Bureau resolved that countries should resolve to contribute additionally to AMDIN through their

MDIs. This will be a necessary step if Africa ownership of AMDIN is to be sustained and donor dependency is to be avoided.

^{xxix} Note the content of the above end-note on this matter.