Issues in Development Management in Sub-Saharan Africa

Ladipo Adamolekun

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Issues in Development Management in Sub-Saharan Africa

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Foreword

This book is one of a series reporting on policy seminars organized by the Economic Development Institute of the World Bank. Policy seminars provide a forum for an informal exchange of ideas and experiences among policymakers from different countries, leading experts in development, and World Bank staff with respect to major issues of development policy.

Policy Seminar Reports focus on issues raised during seminars that may be of interest to a wider audience. They are not intended to be comprehensive proceedings. However, they seek to convey the essence of the discussions that took place and to bring out any principal areas of agreement or disagreement that emerged among those participating.

Christopher R. Willoughby
Director
Economic Development Institute
of The World Bank
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Summary

The Coordination and Development Administration Division of the Economic Development Institute organized a series of four senior policy seminars and a workshop on development management between November 1986 and December 1988. The aim of the seminars was to promote the exchange of ideas and experiences among senior African policymakers on the broad theme of institutional reforms for strengthening development management. After four seminars organized jointly with three partner institutions, the Economic Commission for Africa (ECA), the Nigerian Institute of Social and Economic Research (NISER), and the Public Administration Promotion Centre of the German Foundation for International Development (ZOV/DSE), a wrap-up workshop was organized in December 1988 in partnership with ZOV/DSE to discuss the draft report on the seminar series and to examine the implications of the findings and conclusions of the seminars for future work in the field of development management, including the role to be played by EDI. In all, 85 participants from 30 Sub-Saharan African (SSA) countries attended the seminars and workshop.

The discussions at the seminars and workshop revealed that senior African policymakers interpreted development management in a broad sense to include the strengthening, expansion, and adaptation of not only the institutions usually associated with the machinery of government—government ministries, departments, other executive agencies, public enterprises, and decentralized (subnational) government units—but also the judicial and party systems as well as nongovernmental organizations (including community associations and consumer associations), professional associations, and private sector institutions (private enterprises and chambers of commerce). Although the discussions at the seminars and workshop covered this rather wide range of elements of institutional development, participants were essentially concerned with the following four specific issues: (a) civil service improvement, (b) capacity building for policy analysis, (c) coordination and implementation of national development policies, and (d) training. The major points from the findings and conclusions in respect of each theme are as follows:

(a) Civil Service Improvement: Acknowledgment of the progressive decline of the civil service institutions in the different SSA countries was followed by a broad agreement on the need to arrest their deterioration and take measures to improve their performance. The major issues of concern raised were staff reduction and growth control, including census of civil servants; salary and compensation policies; professionalization of civil service structure and personnel; and training. It was generally agreed that the overall objective of the improvement measures to be introduced in these four areas (and other related efforts) should be the achievement of increased productivity and efficiency. To assist in the design and implementation of the desirable improvement measures, it was recommended that some studies should be conducted with a view to obtaining a deep understanding of the issues involved in each problem area.

(b) Capacity Building for Policy Analysis: It was agreed that each country should seek to develop indigenous capacity in policy analysis within the governmental bureaucracy through the establishment of policy analysis, planning, and research units. In addition, governments should encourage contributions from nongovernmental “think tanks” to policy analysis capacity building and take measures to develop and strengthen the policy analysis capacity of universities, research institutes, and central banks. It was also agreed that the idea of high-level seminars, workshops, and conferences for both political and
administrative leaders should be maintained and expanded. To this end, it was suggested that universities and management training institutions should start to incorporate formal training in policy analysis in their curricula where this is not already the case.

(c) **Coordination and Implementation of National Development Policies:** Emphasis was put on the importance of three types of coordination: within central government ministries and agencies, between central government and subnational governments, and between government as a whole and the private sector, including nongovernmental organizations. With regard to the relationship between planning and finance, it was agreed that efforts should be made to spell out as clearly as possible the respective roles of planning and finance ministries/departments and the central banks as well as the relationships between these core coordinating organs and the technical ministries. The objective should be to reduce, if not eliminate, the conflict, tension, and ambiguity that commonly characterize the existing institutional arrangements for coordinating these two vital functions. It was also recommended that governments should accord high priority to coordination between public and private sectors by seeking to establish clear guidelines on the desirable frontier between the two sectors after extensive consultations with all the relevant economic interests within the society.

(d) **Training:** Recommendations on training covered training strategy, training institutions, and training materials. It was recommended that each country should articulate a training strategy consisting of a national training policy which spells out the state’s responsibility for the provision of training and the rights and obligations of every state functionary to attend training programs. It was also recommended that the conduct of a training needs assessment for the personnel of public sector institutions should be accorded the highest priority in each country in implementing the training policy. Regarding training institutions, it was recommended that evaluation of existing institutions should be conducted with a view to taking appropriate measures aimed at strengthening them to ensure improved performance. And on training materials, it was recommended that strong emphasis should be put on the production of materials that would be relevant to the realities in SSA countries.

Regarding future work in the field of development management, it was suggested that efforts should be concentrated essentially on formulating and implementing a strategy aimed at developing self-reliant and self-sustaining institutions for the achievement of economic and social development in SSA countries. According to the participants, key elements of such a strategy would include political institutions and processes, civil service reform, public enterprise reform, capacity building for policy analysis, decentralized and community-level institutions and processes, coordination mechanisms and processes, information management systems, management of external resources, and training.

EDI will take full account of these needs in its work program on public/private sector management. Proposed activities have two main thrusts: (a) conduct of direct training activities and (b) development of training institutions. The training activities will focus on the reform of public service, improved management of public expenditures, public enterprise management, and management of decentralized and local-level institutions. With regard to training institutions, EDI will operate mainly through the ongoing UNDP-EDI-ILO (UNEDIL) project (launched in 1987), which seeks to strengthen about 14 selected training institutions in SSA countries. The overall aim is to assist the institutions to develop self-reliance, thereby enabling them to play a key role on issues of institutional reform and policy management throughout SSA.
Introduction and Background

This report synthesizes the key issues discussed in the series of four seminars and a wrap-up workshop on Development Management organized by the Coordination and Development Administration Division of the Economic Development Institute between November 1986 and December 1988. The report is in three parts. The introduction is devoted to a brief account of the background to the seminar series covering such items as location, duration, participants, and partner institutions. In the second part, which constitutes the core of the report, the discussions of the key issues identified by seminar participants as the central concerns in Development Management are reviewed in some detail with particular attention to the major findings and conclusions. The third part is devoted to a discussion of the implications of the major findings and conclusions of the seminars for future work in the field of development management, including the role to be played by EDI.

Given the interest expressed by both the country participant teams and the partner institutions involved in organizing the seminars in the report that EDI had undertaken to prepare on the seminar series, it was agreed at the end of the third seminar that a wrap-up workshop would be organized in December 1988 to discuss the draft of the report before its eventual publication. The third part of this report is based largely on the outcome of the discussions at the workshop. And this final version of the full report takes into account the views, comments, and suggestions of the workshop participants.

In June 1985, EDI organized a workshop whose objective was to assist the Coordination and Development Administration Division (EDICD) in developing a strategy that would guide its work in the field of Development Management. Subsequently, EDICD adopted a strategy of intervention with the following specific objectives: (i) increase the capacity of member countries to analyze and design the institutions needed to achieve development goals; (ii) provide a forum for discussion of policy and managerial alternatives leading to performance improvement in public agencies; and (iii) assist selected specialized training institutions in improving their curricula and in the training of trainers.

One of the priority actions taken by the Division was to organize senior policy seminars (SPS) focused on critical problems in managing development programs and projects. This particular activity, which is related to two of the objectives mentioned above, had been strongly recommended by the participants at the June 1985 workshop. It was also decided that the SPS series would start first with Sub-Saharan African (SSA) countries and extend later on to Asia, Latin America, and the Middle East.

The following statement of objectives was used in the announcement of each of the four SPS on Development Management organized between November 1986 and July 1988:

The proposed seminar aims at promoting the exchange of experiences among senior policy makers ... on the broad theme: institutional reforms for strengthening development management. The seminar will focus on the coordination aspects of development policy formulation and implementation. It is expected that participants at the seminar will compare their concrete experiences and discuss ways of achieving better coordination of development policy formulation and implementation as well as propose measures for strengthening their administrative systems with a view to making them more development-oriented.

1. Fifteen of the twenty-nine participants at the workshop attended one, two or more of the four seminars. It was, therefore, possible to obtain views on the accuracy and balance of the report.
The decision to focus the SPS series on institutional reforms for strengthening development management was dictated by the awareness that the weakness of the public administration institutions in SSA countries was a major explanatory factor for the rather poor record in the implementation of development programs and projects in these countries. The fact that several of the countries were also embarking on far-reaching economic policy reforms at about this time (mid-1980s) further underscored the importance of strengthening institutional capacity. Significantly, a large number of the SSA countries were, on their own initiative (in some cases with external support), engaged in the process of reforming their public administration (PA) systems with a view to making them more development-oriented. Some of these PA reform initiatives date back to the late 1960s, and the most notable among them include those in Kenya (1969), Mali (1970), Nigeria (1974), Tanzania (1972), Senegal (1968), and Sudan (1972). By the mid-1980s, several of the existing reform initiatives were still being revamped while new ones were being launched in some other countries (Central African Republic, Ghana, Sierra Leone, Uganda, and Zambia, among others). The fact that several of these PA reform efforts had to be specifically oriented to support wide-ranging economic policy reforms, variously referred to as national economic recovery programs and structural adjustment programs (SAPs), gave an added urgency to the articulation and implementation of appropriate institutional reform measures. It is also important to mention that the concern with institutional reform was related in part to the attention drawn to the subject in two key documents adopted by African heads of state and government in 1980 and 1985: the Lagos Plan of Action (1980) and Africa’s Priority Program for Economic Recovery, 1986-1990 (1985).

Given the objectives of the SPS series, it was decided that countries to be invited would normally be represented by cabinet members (ministers, deputy/vice ministers and secretaries of state) and their immediate collaborators, referred to variously as permanent secretaries, directors-general and secretaries-general. To ensure that participants from a given country would have some chance of making an impact on their return home, each country invited to the seminars was requested to send a team of three or four members drawn from the office of the president/prime minister, ministries of finance, planning/economic development, and civil service/administrative reform. There were a few participants from non-ministerial agencies (for example, central banks) national legislatures, and chambers of commerce. In all, 76 participants from 28 countries attended the seminars.

Seminar 1: Burundi, Côte d’Ivoire, 
(November 10-14, 1986) Mauritania, Niger, Senegal, and Zaire
Seminar 2: Ethiopia, The Gambia, Ghana, 
(July 6-10, 1987) Uganda, Sierra Leone, and Sudan
Seminar 3: Benin, Cameroon, Central 
(November 16-20, 1987) African Republic, Congo, Gabon, Guinea, Mali, Rwanda, and Togo
Seminar 4: Botswana, The Gambia, Lesotho, 
(July 11-15, 1988) Liberia, Malawi, Nigeria, Somalia, and Zimbabwe

Twenty-one of the participants were cabinet members and there were 17 permanent secretaries, secretaries-general or directors-general. The participants also included one central bank governor, three heads of civil services, one member of parliament, two presidents of chambers of commerce, and heads or senior officials of seven management training and research institutions. The list of participants in the seminars is provided as Annex 1 to this report.
The first SPS organized in West Berlin, in November 1986, for selected Francophone SSA countries, was in partnership with the Public Administration Promotion Centre of the German Foundation for International Development (ZOV/DSE). ZOV/DSE was also EDI’s partner institution for the third seminar in the series held in Berlin in November 1987 for another group of selected Francophone countries. The second SPS, which was the first for selected Anglophone countries, was held in Addis Ababa, Ethiopia, in partnership with the Economic Commission for Africa (ECA). The fourth and final SPS, also for selected Anglophone countries, was held in Ibadan, Nigeria, in partnership with the Nigerian Institute of Social and Economic Research (NISER). Each SPS lasted for one week and this was considered the ideal duration by most participants.

The wrap-up workshop was organized in West Berlin in December 1988 in partnership with ZOV/DSE and attended by a representative each of the two other partner institutions involved in organizing the seminars, ECA and NISER. There were twelve participants, representing ten countries that had participated in the seminar series (Cameroon, The Gambia, Ghana, Mali, Mauritania, Niger, Senegal, Sierra Leone, Sudan, and Uganda) and two countries that were being invited to participate for the first time (Madagascar and Tanzania). Five of these participants (from The Gambia, Senegal, Sierra Leone, Sudan, and Uganda) had attended one or the other of the four SPS, and the other five had not. There were also two senior trainers from Zaire and Ghana whose participation at the workshop was sponsored by the UNEDIL (UNDP-EDI-ILO) project for strengthening selected management training institutions in SSA countries. In total, then, the seminars and workshop were attended by 85 participants from 30 countries. The list of participants in the workshop is provided as Annex 1A.
The Key Issues

Significantly, no formal attempt was made to define development management at any of the four seminars. From the discussions at the seminars and the workshop, it emerged that participants were primarily concerned with arresting the process of institutional decay in their respective countries. The corrective strategy should be a process of institutional rejuvenation or redynamization which takes account of ongoing economic policy reforms. To achieve this institutional rejuvenation simultaneously with the formulation and execution of economic policy reforms calls for insights from several disciplines, notably economics, politics, law, and management/administrative sciences. It was against this background that participants ended up with a broad interpretation of development management to include the strengthening, expansion, and adaptation of not only the institutions usually associated with the machinery of government but also the judicial and party systems as well as nongovernmental organizations and private sector institutions.

At the first seminar in West Berlin, discussions were focused largely on administrative reform, especially the day-to-day problems in governmental administration.\(^2\) The second seminar, the first for Anglophone African countries, underscored the multidisciplinary nature and the multidimensional aspects of development management as mentioned above. It was emphasized that because the crisis of development in the different African countries is both economic and institutional, economic policy reforms should be accompanied by the redynamization of the political, social, and administrative institutions. On economic policymaking, participants expressed the need for their governments to be fully involved so that reform measures would not appear to be imposed on the governments but fully “owned” by them and the process fully understood by the population. This led to a consensus among participants on the desirability of capacity building for policy analysis and the importance of effective channels of communication between the governors and the governed. Two institutional reform measures were emphasized by the participants: the rehabilitation of the civil service and the improvement of coordination mechanisms to ensure effective implementation of development programs and projects.

During the third seminar, most of the issues raised at the second seminar reemerged. Participants discussed the problems of selecting the appropriate development scenarios for their countries, including the important subject of the role of the state and the margin between the public and private sectors. Considerable interest was also expressed in how best to ensure effective citizen participation in the development process through decentralized government units and nongovernmental organizations. The last seminar benefited from the overview of the preceding seminars provided by the moderator of the series who stressed the importance of viewing development management as the management of change. There was a general consensus among the participants on the need for their governments to simultaneously tackle the problems of economic policy reform and institutional reform, which they described as being dynamically interrelated. On civil service improvement, they advocated greater professionalism as an instrument for achieving better performance. They also emphasized the importance of improving the methods of coordinating governmental activities both within the central government itself and between the central government on the one hand and decentralized government units and nongovernmental organizations on the other.

The variety of issues summarized above were grouped together under the following three broad themes in the draft report presented to the wrap-up workshop in West Berlin in December 1988: civil service improvement, capacity building for policy analysis, and effective coordination and implementation of national development policies. The following account of the major findings and conclusions that emerged in respect of these three key issues reflects, as faithfully as possible, both the differences and similarities in the actual discussions that took place at the seminars and workshop.

Civil Service Improvement

One of the objectives of the seminars was to propose measures for strengthening the administrative systems in SSA countries with a view to making them more development-oriented. In each of the 28 countries represented in the seminars, the civil service institution is the core of the public administration system. It is, therefore, logical that in discussing performance improvement in public administration, the civil service should occupy center stage. Indeed, as already mentioned above, the first seminar was focused almost exclusively on civil service improvement. Perhaps, the first point to highlight on this subject is the intriguing observation made at one of the seminars on how civil service institutions, which were perceived as valuable assets for promoting development in the immediate years after independence, have progressively declined to the point of becoming obstacles to development. Is it the initial perception that was wrong or have the civil service institutions really deteriorated over the past two decades? The answer given to this question at one of the seminars suggests that the participants supported the point about the progressive deterioration of an institution that was initially an asset with promise. According to the participants, the causes of the poor performance of most civil service systems in Africa include serious decline in the quality of new entrants, the neglect of the civil service institution by both the government (inadequate equipment and deteriorating conditions of service, especially poor incentive systems) and the institution's own leading managers (lack of commitment and dynamism); fragmentation of the institution through indiscriminate expansions; problem of periodic "purges" (mass dismissals) and partisan politicization. Particular reference was made to the serious resource constraints of recent years which hinder the implementation of corrective measures in most countries.

Although the country-specific nature of the subject limited cross-national comparisons, some areas of common interest to participants emerged from the discussions of selected country experiences. More than half of the countries represented at the seminars were at different stages of implementing civil service improvement programs. The list includes Cote d'Ivoire, Mauritania, Niger, Senegal, The Gambia, Ghana, Uganda, Sierra Leone, Sudan, Guinea, Mali, Central African Republic, Botswana, Liberia, Lesotho, Malawi, Nigeria, and Zimbabwe. The following four issues featured prominently in the discussions: (i) staff reduction and growth control, including census of civil servants; (ii) salary and compensation policies; (iii) professionalization of civil service structure and personnel; and (iv) training. It was generally agreed that the overall objective of the improvement measures being introduced in the four areas (and other related efforts) was to achieve increased productivity and efficiency.

On staff reduction and growth control, the "demonstration effect" of a thorough census of civil servants was acknowledged. Attention was drawn to the positive results obtained from the conduct of civil service census in Tanzania, Sierra Leone, and Cameroon: in Tanzania, a civil service census

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3. For a detailed study of the decline of the civil service institution in Nigeria from the position of being described as "Nigeria's one real achievement since independence" in the mid-1960s to one in which it became battered and shattered from the late 1970s onward, see Ladipo Adamolekun, *Politics and Administration in Nigeria*, London, Hutchinson, and Ibadan, Spectrum Books, 1986.
conducted in 1985 resulted in a reduction of 1.2 billion shillings from a total wage bill of 11 billion shillings; in Sierra Leone, a similar exercise conducted in 1988 resulted in a significant reduction in the country’s annual wage bill; and in Cameroon, the civil service census exercise, baptized “operation antelope,” resulted in savings of 23 million CFAF in 1988. It was, therefore, recommended that a census of civil servants should be conducted in countries where this has not yet been done. It was emphasized that the purpose of an effective census is not only to establish the actual staff strength while eliminating the rampant phenomenon of “ghost workers,” but also to know where inadequacies exist so that corrective measures might be taken. To ensure that the gains from census exercises are consolidated, it was recommended that civil service personnel management agencies (ministries, departments, or commissions) should establish computerized personnel management systems. However, it was also pointed out that decisions on staff reduction, redeployment, and growth control, which might involve the departure of a significant number of staff, should be accompanied by measures for assisting the departing staff in order to mitigate, if not eliminate, negative social and political consequences.

The issue of civil service salary and compensation policies generated considerable interest. There was a consensus on the diagnosis of the problem—very low real wages and few incentives resulting in low morale and low productivity and in some cases, loss of skilled staff. Other dimensions of the problem include reconciling salary differentials and equity within the civil service and comparison of civil service salaries and fringe benefits with those available in other parts of the public service (notably public enterprises and universities) and in the private sector. This latter point is particularly important in the light of the importance that some participants would like to see attached to an exchange of top-level managers within public sector organizations on the one hand and between public and private sector organizations on the other. A critical prerequisite for implementing this intersectoral mobility is the reduction in the wide disparity which exists in several SSA countries in the salaries and fringe benefits paid to the top managers in these organizations.4

On professionalization, it was agreed that the objective should be to recruit, train, and deploy civil servants as experts and specialists in specific functional areas such as personnel, finance, and planning/research/statistics. This would necessitate a radical modification of the status and role of amateur generalist administrators (in the countries where they exist), and the structure of government ministries and departments would be reorganized to reflect the functional specializations of the professionalized personnel. There was general agreement on the significant improvements in productivity and efficiency that could result from a successful implementation of this professionalization scheme. But the problem of implementation (a few of which were already evident in the Nigerian case presented at one of the seminars) could result in partial and distorted professionalization with very limited positive impact on efficiency and productivity.5

The consensus on the importance of staff training as a key element in any strategy aimed at achieving improved performance in public administration institutions was paralleled by dissatisfaction with the limited impact achieved by the combined efforts of national governments and international organizations in the field of training since independence. At a seminar on training and performance improvement in public administration organized in January 1988 as a follow-up to the first SPS for selected Francophone SSA countries, it was revealed that training policies were either unclear or nonexistent and that the training function was not supported with adequate human

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4. One proposed strategy for determining wages and salaries with a view to ensuring intersectoral mobility and high institutional performance in developing countries is to "set salaries for the top management, or elite, in all activities throughout the economy at approximately the same level and provide the same package of incentives." See A. Israel, *Institutional Development, Incentives to Performance*, Baltimore, The John Hopkins University Press, 1987, p. 131.

5. An important dimension to professionalization which was missing in the discussions is the "development of values, standards, and institutions that are inherent in each profession or skilled work." See Israel, *Institutional Development* . . . op. cit., p. 131; see also pp. 148-150.
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and financial resources. Attention was also drawn to efforts aimed at shifting emphasis from a legal perspective on public administration to a managerial perspective.6 The only example of a creative approach to training cited at the seminars was that of The Gambia where a national training policy has been adopted, including a five-year “rolling” program that would ensure systematic training for all civil servants. A civil service training advisory committee is to be established to supervise and monitor the implementation of the program. It was recommended that training needs assessment for the personnel of public sector institutions should be conducted in countries where this has not yet been done. It was also agreed that training institutions at the national, subregional, and regional levels should be evaluated with a view to taking appropriate measures aimed at strengthening them to ensure improved performance. Opportunities for promoting fruitful coordination and networking, including rationalization and restructuring, should also be identified and implemented.

Participants at all four seminars identified several other actions which would have to be taken as part of a broad strategy to achieve improved performance in civil service institutions. These issues include review of the legislative framework of the civil service, review of recruitment and employment/deployment policies and practices, simplification of rules, regulations and procedures and flexible application of same, restructuring of ministries, departments and other government agencies. Others include mechanisms for enforcing accountability and control and public service ethics (standards of behavior). In recognition of the dynamic interrelationships among these various issues within the overall context of seeking to achieve increased productivity, efficiency, and accountability in the civil service institutions, it was recommended that studies should be conducted to shed more light on the full dimensions of the problems involved, to share experiences, and propose solutions. The following specific studies were recommended: (i) comparative studies in staff reduction and redeployment in the civil service; (ii) comparative studies on remuneration policies in the civil service; (iii) evaluation of training policies, training needs assessment, and the reform of training institutions; and (iv) studies on the simplification of administrative rules and procedures.7

Finally, there was broad agreement on the usefulness of two lessons highlighted in the presentation of specific national experiences of implementing civil service improvement measures (Cote d’Ivoire, Central African Republic, The Gambia, and Nigeria): (i) the importance of political commitment to both the initiation and implementation of improvement measures and (ii) the need to provide adequate information on the rationale for the improvement measures being undertaken to both the civil servants affected and the general public with a view to creating a favorable environment for implementation. On the whole, the discussion of implementation experiences was rather tentative because the institutional reforms cited at the seminars have been in existence for only a few years.

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6. The seminar was jointly organized by the Public Administration Promotion Centre of the German Foundation for International Development and the Bureau organisation et methodes (BOM) of the office of the president, Senegal. EDI provided pedagogical assistance to the seminar. Significantly, participants at a roundtable conference of heads of management training institutions and senior government policymakers in Anglophone West Africa held at the Administrative Staff College of Nigeria and sponsored by the Commonwealth Secretariat in November 1987 had made similar observations to those made later at the Dakar seminar.

7. Participants were informed of the ongoing World Bank’s African Regional Study on Public Sector Reform in four selected countries to document and assess these experiences in civil service improvement, including issues of staff strength reduction and redeployment and salaries and employment policies. This should add to the available knowledge on implementation experience.
Capacity Building for Policy Analysis

In one of the background papers prepared for the seminars, "Adjustment Policies in Sub-Saharan Africa and their Impact on the Institutional Development Process," a key element in the policy environment for managing development in SSA countries was summed up as follows: "The main thing is that, somewhere within the administrative structure, there should be a group of people whose main job it is to think freely about the country's future while taking account of constraints stemming from recent and predictable future developments in the country's economic potential." This idea of systematic thinking about a country's future and articulating a vision of the society was referred to as the "strategic function" in governance. While there was a general consensus on the importance of this strategic function, it was also agreed that it would be difficult to offer prescriptions applicable across countries. However, participants in the seminars acknowledged the need for each country to adopt a formal statement of national development policy characterized by clarity, coherence and consistency. The following were identified as possible sources of national development policies: development plans, constitutions, and special "blueprints," such as party manifestos. And the alternative institutional arrangements examined at the seminars were: (i) establishment of a policy advisory body at the level of the president or the head of government; (ii) establishment of policy analysis, planning and research units within selected (core) ministries and agencies; and (iii) encouragement of policy research by nongovernmental "Think-Tanks," research institutions and universities.

The following are the major points that emerged from the discussions on institutional arrangements for building local capacity in policy analysis.

- Given the centrality of the president or prime minister to the policy process in SSA countries, it is desirable to establish a high-level policy advisory body in his/her office. The policy advisory body could be either ad hoc or permanent, depending on local realities. To function effectively, the body should have clear terms of reference, focus on medium- to long-term national strategies and policies, and have access to policy research work produced by the governmental bureaucracy and research institutes and universities.

- It is essential to develop policy analysis capacity within the governmental bureaucracy through the establishment of policy analysis, planning and research units. However, a decision on whether to establish a single unit at the national level or encourage ministries and departments to establish such units would be a function of the scope and size of governmental administration in each country. As is the case with the presidential policy advisory body, ministerial units should also maintain effective linkages to policy research work carried out outside government. In countries where ministers have special advisers, efforts should be made to ensure that they work in harmony with the in-house policy and planning research units.

- While acknowledging the possible valuable contributions that nongovernmental "Think Tanks" could make to policy analysis capacity building, participants emphasized that such institutions were still underdeveloped in SSA countries and that this could be the case for some time to come. It was, therefore, agreed that emphasis should be placed on developing and strengthening the policy analysis capacity of universities, research institutes, and central banks. Government ministries and departments should be encouraged to provide for budget allocations that could be used to commission policy research.

- Notwithstanding the usefulness of diversifying the source of policy advice to governments (from outside policy experts, independent advisory councils/committees, political party research staff, interest groups, chambers of commerce, professional associations, and the

8. By Xavier de la Renaudière, former senior staff member of the World Bank.
mass media), career civil servants should be made to feel that they are recognized as an
important source of advice. Failure to do this could dampen their morale and reduce their
commitment to the implementation of government policies. This balancing game is
particularly important in countries where government leaders have special advisers.
• As members of international economic and financial organizations like the World Bank and
the International Monetary Fund, SSA countries should accept the contributions of such
bodies to the building and strengthening of policy analysis capacity. Any other available
external assistance for the same purpose (for example, the contributions of Foundations)
should also be welcomed. However, to achieve the desirable objective of limiting the impact
of the “foreign” factor on national policymaking, it is necessary to combine the building of
local policy analysis capacity with deliberate and regular utilization of available local policy
experts.
• Systematic and structured involvement of public opinion in policymaking can help to improve
the quality of policies and enhance the potential for effective implementation. To achieve such
meaningful involvement of the public in policymaking would require progress in the direction
of an open society and a participatory political culture. A closely related point is the need to
strike a balance between top-down and bottom-up approaches in determining national
strategic choices. This implies a real devolution of powers to decentralized local institutions
so that citizens can actively participate in the determination of policies that directly affect them.
The largely formalistic commitment to these forms of participatory policymaking in many
countries has to be translated into concrete actions through the establishment of appropriate
institutions equipped with the necessary human, financial, and material resources. (This point
is discussed further in the section on “Coordination and Implementation of Development
Policies.”)
• On the education and training of policymakers, it was agreed that the idea of high-level
seminars, workshops and conferences (regional, subregional and national) for both political
and administrative leaders should be maintained and expanded. The desirability of involving
senior military officers in such training activities was raised at one of the seminars in view of
the fact that military rule is a widespread phenomenon in SSA countries. To ensure the
success of these high-level seminars, it is essential to pay attention to the quality of the
trainers (importance of relevant practical experience), the location of the training and the
training methods (emphasis on active and participatory training methods). Since these policy
seminars will be concerned essentially with sensitization and increasing awareness about
broad issues in policy management, the duration should be limited to between three to five
days.
• For senior officials immediately below the levels of ministers and higher civil servants,
seminars, courses and workshops on policy analysis lasting between two and six weeks,
could be organized. While such seminars/courses would not turn the officials into trained
policy analysts, they would be exposed to the major concepts and some of the diagnostic
skills used in policy analysis. It was also suggested that universities and management training
institutions should start to incorporate formal training in policy analysis in their curricula
where this is not already the case.9

9. The African Association for Public Administration and Management (AAPAM) and the Economic
Commission for Africa (ECA) recently organized a workshop on “Critical Skills in the Public Policy Process”
for higher civil servants and representatives of schools and institutes of public administration and
management in Banjul, The Gambia. AAPAM plans to organize a few more workshops and hopes that the
training institutions would thereafter continue to provide appropriate training in policy management for civil
servants. See AAPAM Newsletter, No. 27, May-August, 1988, pp. 5-7.
Two issues on which participants expressed strong views deserve to be highlighted. First, there was very strong support for encouraging interdisciplinary policy research and its utilization. It was generally accepted that the most promising strategy is a combination of in-house (that is, within the governmental bureaucracy) research capacity building with outside sources, notably universities, research institutes, and "Think Tanks." The second issue relates to some ambivalence in the attitude of many career higher civil servants to the provision of policy advice by outsiders (noncivil servants) of all categories to the political decisionmakers. While expressing support for the inputs from outsiders, they would nevertheless like to serve as "gatekeepers" who will filter whatever they consider "appropriate" advice to the political leaders. This insistence on channelling alternative policy advice through the civil service filter was stronger among the Anglophone higher civil servants than among their Francophone counterparts. The achievement of the ultimate objective of improving the quality of government policies will depend, to a considerable extent, on the ability of incumbent political leadership teams to derive maximum advantage from policy advice inputs from both the career civil service and the outside sources.

Coordination and Implementation of National Development Policies

Two issues of considerable interest to the participants during the discussions of the coordination and implementation of national development policies were: (i) the context and style of policymaking and (ii) the desirability of redefining the role of the state.

On the Context and Styles of Policymaking

There was general agreement among participants on the possible conflict and complementarity between two approaches to policymaking in governmental administration. On the one hand, a democratic participatory approach, which requires extensive consultations with relevant interest groups and publics and the actual involvement of all the agencies concerned with the policy being formulated, would tend to be slow while possessing the advantage of being more enduring because of its participatory nature. On the other hand, technocratic policymaking, which relies largely on the contributions by technocrats, has the advantages of speed and decisiveness, but the policy outcomes produced could be difficult to implement and sustain in the face of opposition from affected groups who had not been consulted. While it would be desirable for government leaders to seek to combine the positive aspects of the two approaches, prevailing realities could prove decisive. For example, a decision on containing a fire outbreak hardly requires any consultation; fire fighters are called upon for help. And with regard to economic policy choices, which are usually more complicated than cases of fire outbreak, the institutional arrangements in a given country significantly affect the quality, speed and sustainability of the policies adopted.

The discussions of the contexts within which policymaking takes place in most SSA countries revealed that certain prerequisites for effective democratic and technocratic policymaking are largely absent. Thus, for example, the characteristics of an open society, such as freedom of expression and association, publication of, and access to, official information, and a settled political culture that allows for free competition for political power and has an established mechanism for leadership succession which are a sine qua non for democratic policymaking, are largely absent in most SSA countries. Similarly, the expertise and professionalism that underpin technocratic policymaking (notably, the mastery of the diagnostic skills for articulating alternative policies) are in short supply.

10. The existence of the French-inspired ministerial cabinet system in many Francophone African countries probably accounts for the greater tolerance shown for extra-civil service advisers in those countries. The progressive abandonment of the "civil service filter" with regard to policy advice in British governmental administration is a recent phenomenon that has not yet caught on in most Anglophone African countries.
in most of the countries. Therefore, practically every country still has to strive to create the requisite conditions for ensuring the productive blend of democratic and technocratic policymaking. (For obvious reasons, the varying degrees of openness and technocratic competence in the different countries represented at the seminars were not discussed.)

Redefinition of the Role of the State

There was general agreement among participants that the role assumed by the postcolonial state in SSA in the immediate postindependence years needs serious review and redefinition. Most participants took a pragmatic position on the subject, supporting the idea of privatization as one way of reducing the current broad scope of the public sector in their respective countries. It was recommended that the determination of the margin between the public and private sectors in each country (which would vary over time) should always follow extensive consultations involving all the economic interest groups within the society. One major indication of the desirable future direction is the strong emphasis on public sector and private sector cooperation (including the involvement of nongovernmental and voluntary organizations) by participants from several countries in two of the seminars. This trend will certainly have important consequences for the management of development programs and projects in the different countries in the 1990s.

Two other points made at the seminars could assume considerable importance in countries where the redefinition of the role of the state is taken seriously. First, there are activities for which the state is too large as a unit of operation, and this constitutes one of the arguments for the creation and/or strengthening of decentralized institutions. Second, there are activities for which the state is rather small as a unit of operation. This reality is one of the key explanations for the new interest in promoting subregional and regional economic entities in SSA.

Coordination and Implementation of Development Policies

Three types of coordination were discussed: within central government ministries and agencies, between central government and subnational governments, and between government as a whole and the private sector. The issue of implementation was discussed essentially as an important dimension to coordination, and particular reference was made to the fact that the problems of implementing development programs and projects are overwhelmingly country-specific. The key points raised during the discussions are as follows:

- Development plans are still considered key instruments for achieving coordination of national development in several SSA countries. However, the serious resource constraints experienced in most SSA countries in recent years are leading to a reconsideration of the central position hitherto occupied by five-year, medium-term development plans. While some countries seek to improve development planning through the decentralization of the planning process and its effective linkage to the political process (Botswana and Zimbabwe), others are de-emphasizing the role of medium-term plans and opting for short-term (two-or three-year) "rolling" plans that are closely linked to an annual public investment program and the annual budget.

- Notwithstanding the changing role of development plans as instruments of policy coordination in many SSA countries, the relationship between planning and finance is widely regarded as posing serious problems to both the so-called "central guidance cluster" (office of the president/prime minister, ministries of planning and finance, and central bank) and the technical ministries. Participants at each of the seminars showed great interest in discussing the relationship between the ministries of planning and finance. In the end, no consensus was reached on the balance between the advantages and disadvantages of separate or combined
ministries of planning and finance. However, a large number of participants were of the view that a single ministry of finance and planning would help to ensure more effective co-ordination. In this connection, it is instructive to note that at one of the seminars, two ministers of finance and planning from the same country addressed the coordination issue from significantly contrasting viewpoints: each minister would like his ministry to serve as the lead coordinator in the determination of development programs and projects to be executed under the annual budget. But, there was a broad agreement among participants on the need to spell out clearly the respective roles of planning and finance ministries/departments and the central banks as well as the relationships between these core coordinating organs and the technical ministries.

- It is significant that the evidence provided on several of the countries represented at the seminars show that the existing institutional arrangements for coordinating the planning and finance functions are characterized by conflict, tension, and ambiguity. There appears to be very little to show for the efforts made in many of these countries (with substantial support from bilateral and international donors, notably the UNDP and the Bank) to strengthen the two functions and to promote coordination among them. Only one country, Botswana, reported satisfaction with the functioning of its single ministry of planning and finance. The coordinating mechanism adopted consists of the posting of planning officers from the ministry of planning and finance to staff the planning units in the other ministries. These planning officers are charged with the responsibility of ensuring coordination at both the formulation and implementation stages of the planning process. The reports from the individual ministries are reviewed at the regular meetings of all planning officers presided over by the chief executive of the ministry of planning and development.

- A special dimension to the coordination of national development policies is the coordination of decentralized development. Although most of the participants claimed that their governments have adopted decentralization policies, little evidence of actual implementation was provided. However, there was consensus among participants on the importance of ensuring that central governments share decisionmaking on development objectives with decentralized institutions so that effective coordination of national development policies would be achieved. This, in turn, would ensure that decentralized institutions become fully committed to the implementation of the agreed policies and programs.

- Consistent with the increased importance attached to the role of the private sector in promoting development in many of the countries represented at the seminars, participants recommended that coordination between the public and private sectors should be accorded high priority in the determination of national development policies. It was recommended that governments should seek to establish clear guidelines on the desirable frontier between the public and private sectors after extensive consultations with all the relevant economic interests within the society. Participants also agreed that governments should seek to remove obstacles to private sector development efforts by adopting simple and flexible regulatory policies and practices. Specific mention was made of the need to establish one-stop agencies to provide approval for prospective investors. Such agencies would replace the existing multiple business licensing offices in most countries. It was further recommended that governments should seek to coordinate the contributions from nongovernmental and voluntary organizations (both indigenous and foreign) to the development effort.

- One specific issue of implementation examined at the seminars was the adequacy, or otherwise, of existing institutions for implementation and the need for strengthening existing institutions.

11. An interesting presentation on a strategy for achieving coordination through a system of interministerial committees in Rwanda was made at one of the seminars. But the experiment is still in its early stages and it is, therefore, too soon to assess its effectiveness.
institutions, creation of new ones or reallocation of functions among institutions. In general, the need for thorough institutional analysis before reaching a decision on the most desirable course of action did not appear to have been widely appreciated. Rather, the tendency appears to be a preference for the creation of new institutions as if that were in itself a step in the direction of effective implementation. It might also be the case that the capacity to strengthen a weak institution calls for competencies (notably organizational analysis and organizational development) that are not readily available in most of the countries concerned.
Future Directions in the Field of Development Management

Strengthening Institutional Capacity

The key recommendation that emerged from the discussions at the seminars and the wrap-up workshop is the need to strengthen institutional capacity in SSA countries. The term “institutional capacity” was used to refer to the ability of an institution to make effective use of available human, financial, and material resources for the achievement of the objectives set for it. Although the primary concern of participants was with public sector institutions, notably ministries, departments, parastatals/public enterprises and other governmental agencies (including subnational government units), it was also agreed that private sector institutions (for example, private companies and banks), nongovernmental organizations, cooperatives, community organizations, professional and voluntary associations contribute in varying degrees to the development process. This recognition of the need for simultaneous strengthening of institutions in both the public and private sectors is consistent with the point already made about participants’ view that the public and private sectors should henceforth be acknowledged as partners in the development process.

With regard to the public sector, it was agreed that a prerequisite for strengthening institutional capacity is a clearer understanding of the role of the state in national development. There was consensus on the trend towards a reduction in the size and scope of the public sector as well as on an emphasis on improving performance in the activities that remain under state control.

Concerning the economic activities shed by the state to be managed by the private sector, it was stressed that alternative approaches to effective privatization/divestiture should be explored. The discussions suggest that several of the countries would be interested in lessons of experience from both developed and developing countries on issues relating to the management of privatization/divestiture and improved performance in public enterprise management.

The discussions on public sector institutions were wide-ranging, as revealed by the following list of what are regarded as key elements that should feature in a national strategy for institutional development (ID) in SSA countries: political institutions and processes; legal framework of national institutions; civil service reform; public enterprise reform; capacity building for policy analysis; decentralized and community-level institutions and processes; coordination mechanisms and processes; information management systems; management of external resources; training strategy; improving institutional performance; and South-South cooperation and international cooperation. Although many participants would like future work in the field of development management to address practically every subject listed in the proposed ID strategy, the following were identified as the priorities.

Understanding the Political Context of Development Management

Participants at the workshop agreed that there is a strong linkage between the nature and functioning of political institutions and processes and the effectiveness and efficiency of institutions established for managing development policies. This implies that an essential prerequisite for achieving improvement in development management is a recognition of the importance of the political context within which it takes place. The suggestions made by some participants include greater democratization, measures for ensuring accountability, such as legislative control of the executive, and empowerment of citizens for active participation in the political process. Two specific
measures were proposed for promoting citizen participation: public access to government information and the protection of citizens’ rights through the establishment of ombudsman institutions. The phenomenon of military rule in governance was discussed at some length, but there was no agreement on whether its influence, for good or bad, was an appropriate subject for discussion in regional seminars/workshop. In contrast, it was agreed that political leaders (including military political leaders) should be exposed, through appropriate mechanisms, to the institutional issues in development management. Notwithstanding the general agreement on the inadequacies of the existing political institutions in the SSA countries, it was difficult to proceed to the level of prescriptions, given both the country-specificity and intense sensitivity of the issues involved. Clearly, the initiative for creating a favorable political environment for development management should rest with each country, and the help from outside would probably consist of conducting relations with each country in a manner that is conducive to the strengthening of political institutions and processes (greater democratization, openness of the political system, and encouragement of citizen participation).

**Civil Service Improvement**

The interest shown by participants in the seminars and workshop in how best to improve public services in SSA countries was focused specifically on the civil service institution, which constitutes the core of the public service in each country. Although the exact impact of the trend toward a reduction in the scope and size of the public sector on the civil service institutions would only be known on a case by case basis, there was broad agreement on the need to arrest the deterioration of these institutions and take measures for improving their performance. The key recommendation that emerged is that some studies should be conducted with a view to obtaining a deep understanding of the problems of the civil services with particular reference to the legal and legislative framework, structural reorganization, recruitment and deployment, salaries and compensation policies and practices. It was also recommended that several of the studies should have a comparative perspective so that relevant lessons could be learnt from both the failures and successes recorded in other countries outside Africa.

**Training: Strategies, Institutions, and Materials**

The importance attached to increased training as a response to poor institutional performance in SSA countries appears to contradict the acknowledgment by participants that the huge investments in training embarked upon in most countries since independence have produced only modest results. But it is also probable that there is hardly any viable alternative to training. More importantly, the poor results of the past training efforts were caused more by the inadequacies of the training activities carried out than by the ineffectiveness of training as an instrument for achieving improved institutional performance. It was recommended that each country should articulate a training strategy consisting of a national training policy, which spells out the state’s responsibility for the provision of training (notably the provision of adequate annual budgetary allocations) and the rights and obligations of every state functionary to attend training programs. The strategy should also cover the institutional arrangements for managing the training programs.

- It was emphasized that the conduct of a training needs assessment for the personnel of public sector institutions should be accorded the highest priority in each country in implementing the training policy.
- Two priority areas identified for the acquisition of critical skills by middle, and senior-level managers in the public sector are policy analysis and information management. There was general interest in the provision of training activities by national, subregional, regional or
international (bilateral or multilateral) institutions focused on the various elements of ID identified above.

- Consistent with the participants' interest in public-private partnership in promoting development, it was recommended that training programs organized for public sector managers should provide for the participation of some private sector managers with the proviso that appropriate arrangements are made for cost-sharing.

- On training institutions, it was recommended that evaluation of existing institutions should be conducted with a view to taking appropriate measures aimed at strengthening them to ensure improved performance. It was also suggested that opportunities for promoting fruitful cooperation and networking involving institutions at national, subregional, and regional levels should be identified and implemented.

- On training materials, it was recommended that strong emphasis should be put on the production of materials that would be relevant to the realities in SSA countries. It was suggested that African trainers should be assisted to develop the capacity to produce a significant proportion of such materials.

What Role for EDI?

Participants at the workshop were informed that EDI’s future work program in development management in SSA will take into account the desirable future directions that have been indicated. The activities that EDI proposes to undertake in this field, as set out in the Institute’s strategic plan for 1990 to 1994, are in two broad categories: (i) conduct of direct training programs and (ii) development of training institutions.

**Conduct of Direct Training Programs**

Direct training programs to be conducted between fiscal 1990 and fiscal 1994 will focus on the reform of public service (with emphasis on the civil service), improved management of public expenditures (policies, procedures, and techniques), public enterprise management (rationalization, restructuring, rehabilitation, and divestiture), and management of decentralized and local-level institutions. Wherever appropriate, efforts will be made to integrate, to the extent possible, the interests of the private sector in both the content of a training program and the selection of participants. This strategy is being adopted in response to the new commitment in SSA countries to public-private sector partnership in the development process. Furthermore, in organizing these activities, EDI will seek to involve selected partner institutions with demonstrated potential in the different areas. The work program also provides for the allocation of some resources to the development of training materials that would be used in the training activities mentioned above. The materials will be prepared partly in association with staff members in selected partner institutions, and partly by consultants with first-hand knowledge of, and experience with, public service institutions and processes in SSA countries. The latter category would include retired African senior civil servants and senior academics (with some practical experience).

**Development of Training Institutions**

In addition to the forms of assistance to selected training institutions associated with EDI’s direct conduct of training programs (see above), pedagogical assistance, consisting of advice on design and evaluation of courses and seminars and help in teaching courses/seminars, will be provided to some training institutions that are actively involved in providing training programs similar to those undertaken by EDI. Finally, EDI is involved, in association with the UNDP and ILO, in a project...
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whose objective is to strengthen 14 selected management training institutions in SSA countries. The UNDP-EDI-ILO (UNEDIL) project has five main components: (i) strengthen (internal) institutional management; (ii) faculty development; (iii) program development; (iv) assistance to strengthen regional training associations; and (v) women-in-management and women-in-development issues. The ambitious aim is that, by 1994, the 14 core institutions involved in the project would have developed adequate self-reliance to play the lead role throughout SSA on issues of institutional reform and policy management.

Postscript

The major achievements of the seminars and workshop on which this report is based are highlighted in the Executive Summary. In this Postscript, I wish to make three general observations.

The willingness of 85 senior African policymakers (including 25 ministers) to participate in a series of seminars and workshop devoted to the exchange of views and experiences on issues in development management is very significant. The obvious explanation appears to be the importance that the participants attach to the strengthening of institutional capacity for development management. The point was made in the last SPS in Ibadan and in the workshop in West Berlin that economic policy reform and institutional reform must go at an equal rate. This assertion is also consistent with the trend in recent structural adjustment programs where institutional strengthening is recognized as essential for the success of economic reforms.

Another remarkable point about the seminars and workshop is the consensus among participants on the importance of the key issues that were discussed in spite of the distinctive local realities in the different SSA countries represented. Significantly, there were more similarities than differences in the national perspectives on these issues. This phenomenon certainly has something to do with the fact that development management, understood as the management of change, has the same essential features in all SSA countries. There are two converging dimensions to the change process taking place in these countries. First, there is the slow process of changing the administrative institutions and practices inherited from the erstwhile colonial powers to take account of post-independence realities. In particular, the primary concern of the colonial administrative systems with the maintenance of law and order had to be reoriented toward the development objectives of the post-independence governments. Second, the development crisis experienced in practically every one of these countries over the past five or more years has led to the adoption of broadly similar development policy reforms which in turn call for wide-ranging institutional reforms. In these circumstances, the differences in the administrative legacies in the countries (largely an Anglophone/Francophone dichotomy) became less significant than the similarities in the institutional reform measures currently being implemented in The Gambia, Ghana, and Uganda, on the one hand, and the Central African Republic, Mauritania, and Senegal, on the other. This reality constitutes a strong argument in support of a significant increase in the number of bilingual training activities on the continent.

A final observation concerns a few important gaps in this report. Given what is widely acknowledged as the "implementation gap" in the management of development programs and projects in SSA countries, it is surprising that the solutions proposed by the participants did not really go beyond those already advocated in existing institutional reform programs, except perhaps, the strong case made for building indigenous capacity for policy analysis. The critically important issue of the impact of culture on management, especially the challenge of creative adaptation of positive cultural elements and the abandonment of certain negative elements, were not raised by the
participants. For example, what are the consequences of the social welfare network in most traditional African societies for the delivery of social services? And in what ways do the different patterns of clientelist political and religious relations in many of the SSA countries affect discipline and performance in public sector organizations? It is possible that the cultural diversity on the continent was responsible for this silence. If this is the case, the subject could be more appropriate for national seminars and workshops. Another important missing topic in the discussions is the impact of technology on management. Although technological development is still at a rather low level in most SSA countries, there are already some management processes and procedures in governmental organizations, public and private enterprises that have become exposed to technological innovations, especially in the areas of office technology and information technology, such as computerization and automatic data processing. This subject is likely to receive some attention in the 1990s. Perhaps the most significant gap was the total absence of any reference to the problem of corruption in its various manifestations: abuse of office for personal and group enrichment, embezzlement, bribery, and in some cases, straightforward theft. While this problem is not peculiar to SSA countries, its deleterious effects in many of the countries constitute serious obstacles to the implementation of development programs and projects. It would, therefore, be necessary for each country to adopt appropriate damage control measures.
Annexes
Annex A

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M. Eckhard HEIDLING
Secrétaire du Séminaire
Addis Ababa  
July 6 - 10, 1987

Ethiopia

Mr. Yilma Bekele  
Manager  
Research Department  
Ethiopian Management Institute (EMI)

Mr. Meresha Gugss  
Commissioner  
Civil Service Commission

Mr. Alemayu  
Head, Planning and Research  
Ministry of Finance

The Gambia

Mr. Alieu M. N’gum  
Director of Planning  
Ministry of Planning and Industrial Development

Ghana

Mr. E. A. Sai  
Member/Secretary  
Committee of Secretaries and Head of Civil Service

Dr. Kofi Frimpong  
Coordinator for Skills  
Mobilization, Training and Administration  
Structural Adjustment Program  
Secretariat (SAPSEC)

Mr. G. K. Sackey  
Member/Secretary  
National Economic Commission

Uganda

H. E. Abbey Kafumbe-Mukasa  
Deputy Minister  
Ministry of Finance

Mr. Mukalaazi Kibuuka  
Economic Assistant to the Prime Minister and Secretary to the Presidential Economic Council

Mr. H. J. Obbo  
Permanent Secretary  
Office of the President and Head of Civil Service

Sierra Leone

H. E. D. Abdullai Conteh  
Attorney General and Minister of Justice (Former Foreign Minister)

Mr. Emile V. Carr  
President  
Chamber of Commerce

Sudan

Mr. Abdel Karim Yacoub  
Director General  
Sudan Academy for Administrative Sciences

Dr. El Hag El Tayeb El Tahir  
Deputy Commissioner  
Relief and Rehabilitation Commission

Mr. Ismat Mustafa Abdelhalim  
Undersecretary  
Civil Service Chamber  
Ministry of Finance and Economic Planning

Moderator

Mr. G. de Lusignan  
Deputy Director  
Economic Development Institute  
World Bank
Seminar Codirectors
Mr. L. Adamolekun
Coordination and Development
Administration Division
Economic Development Institute
Dr. M. J. Balogun
Regional Adviser
Public Administration, Management

Resource Persons
Professor A. Phillips
Director General
Nigerian Institute for Social and
Economic Research (NISER)
Ibadan, Nigeria

Professor G. Mutahaba
Secretary-General
African Association for Public
Administration and Management

Mr. L. de Merode
Senior Economist
Public Sector Management Unit
Africa Technical Department
World Bank

Economic Commission for Africa
Dr. Sadiq Rasheed
Chief, Public Administration
Management and Manpower Division

Mr. Peter Efage
Regional Adviser
Public Administration, Management
and Manpower Division

Dr. James A. Bukhala
Chief, Human Resources Development
Section, PAMND

Mr. Crispin Grey-Johnson
Economic Affairs Officer
Public Administration, Management
and Manpower Division

The World Bank
Mr. M. Payson
Resident Representative
Bank Mission, Ethiopia

Mr. T. Nkodo
Division Chief
Coordination and Development
Administration Division
Economic Development Institute
Berlin II
November 16 - 20, 1987

Benin

S. E. Saliou ABOUDOU
Ministre de la Justice, Chargé de l'Inspection des Entreprises Publiques et Semi-Publiques

M. Léonard GBAGUIDI
Conseiller Economique à la Présidence

M. Justin GNIDEGOU
Membre du Bureau Politique du Parti, Président, Département de l'Agriculture et de l'Industrie à la Présidence

Cameroon

M. Théodore BOUGNA BARLA
Sous-Directeur du Contrôle de l'Exécution du Plan, Ministère du Plan et de l'Aménagement du Territoire

M. Samuel EBO
Directeur Général, Centre National d'Administration et de Magistrature

M. Eyenga ESSOMBA
Directeur Adjoint de la Prévision, Ministère des Finances

M. Samuel FOKWA
Inspecteur d'Etat

Central African Republic

S. E. Guy DARLAN
Ministre, Conseiller Economique à la Présidence

S. E. François FARAFROND
Secrétaire Général, Chambre du Commerce et d'Industrie, des Mines et de l'Artisanat (Ancien Ministre d'Etat, Chargé des Finances et du Plan)

S. E. Louis PAPENIAH
Secrétaire d'État au Plan

Congo

M. D. DIABATANTOU
Secrétaire Général au Plan

Gabon

M. Mezui MVE
Directeur de la Planification Générale, Ministère de la Planification et de l'Economie

M. Favien OVONO-NGOUA
Conseiller Economique auprès du Ministère des Finances et du Budget

Guinea

S. E. Mamouna BANGOURA
Commissaire Général à la Réforme Administrative

M. Michel KAMONO
Directeur Général au Plan

Mali

S. E. Mamadou TOURE
Ministre des Finances et du Commerce

S. E. Ahmed MAHMOUD
Ministre de l'Emploi et de la Fonction Publique
Rwanda

M. Alexandre MUTERAHEJURU
Secrétaire Général,
Ministère de la Fonction Publique et
de la Formation Professionnelle

M. Callixte NZABONIMANA
Chef de Service Planification à la
Présidence

M. Justin TEMAHAGALI
Secrétaire Général,
Ministère de l’Intérieur

Togo

S. E. Kofi O. EDOH
Ministre de l’Enseignement Technique
et Professionnelle

M. Kwassi KLUTSE
Directeur de la Coordination du Plan

Observer

S. E. A. TALL
Ambassadeur du Mali à Bonn

World Bank/Economic Development Institute

M. Ladipo ADAMOLEKUN
Formateur principal à l’IDE,
Co-Directeur du Séminaire

M. Guy de LUSIGNAN
Directeur Adjoint, EDI
Modérateur du Séminaire

Mme. Myrna ALEXANDER
Chef de Division (Département Technique, Région Afrique), BIRD

M. Louis de MERODE
Chargé Principal d’Opérations (Région Afrique), BIRD

M. Xavier de la RENAUDIERE
Ancien Directeur de Département, BIRD
Consultant/Conférencier

M. Théodore NKODO
Chef de Division à l’IDE

M. Ismael SERAGELDIN
Directeur de Département (Région Afrique), BIRD

German Foundation for International Development

M. Joachim KREL
Directeur du Centre de Promotion de l’Administration Publique (ZOV) de la DSE
Co-Directeur du Séminaire

M. Joachim MULLER
Chargé de Programme pour les Gestions de Base, les Ecoles et les Instituts d’Administration, ZOV/DSE
Co-Directeur du Séminaire

Consultants/Speakers/Rapporteurs

M. FLIEDNER
Ministerialrat, Chef de Section 221 (Education, Sciences, Mass Media,
Promotion de l’Administration) du Ministère de la Coopération Economique
M. Josef HANSEN
Ministerialrat, Chef de Section 112
(Sahel, Soudan) du Ministère de la
Coopération Economique

M. Herbert KONIG
Professeur ordinaire des Sciences
Administratives et ancien
Ministerialdirigent du Ministère
Fédérale des Affaires Economiques

M. Robert DOSSOU
Professeur et Doyen de Faculté à
l'Université Nationale de la
République de Bénin
Consultant/Conférencier

M. Nicolas JEQUIER
Professeur à l'Université de Lausanne
Rapporteur du Séminaire
Botswana

Mr. Baledzi Gaolathe
Permanent Secretary
Ministry of Finance and Development Planning

Mr. H.C.L. Hermans
Governor
Bank of Botswana

The Gambia

Dr. J. Ayo Langley
Secretary General and Head of Service
Office of the President

Mr. Lamin Samateh
Permanent Secretary
Personnel Management Office
Quadrangle, Banjul

Ghana

Mr. S.A. Amoa
Deputy Director
Ghana Institute of Management and Public Administration (GIMPA)
Achimota, Ghana

Lesotho

Hon. P.J. Molapo
Minister of State in the Office of the Chairman of the Military Council

Mr. A.M. Phakoana
Deputy Principal Secretary
Ministry Planning
Presidential Advisory Committee
Economic and Manpower Development

Liberia

Hon. Charles E. Collins
Deputy Minister for Planning and Policy
Ministry of Planning and Economic Affairs
Monrovia

Malawi

Mr. D.C.W. Kambauwa
Principal Secretary for Administration in the Office of the President and Cabinet

Mr. J.C.K. Mhango
Department of Economic Planning and Development
Office of the President and Cabinet

Nigeria

Mr. O.A. Adeyemo
Director
National Centre for Economic Management and Administration (NCEMA)
Mrs. L. Okunnu
Director General
Political Department
Cabinet Office
Tarawa Balewa Square
Lagos

Mr. M. Omolayole
Presidential Advisory Committee
Office of the President and
Commander-in-Chief
Doddan Barracks
Lagos

Mr. S.C. Opara
Director
Economic and Monitoring Department
Cabinet Office
Tarawa Balewa Square
Lagos

Prof. E. Osagie
Director of Research
Nigerian Institute of Policy and
Strategic Studies (NIPSS)
Kuru, Plateau State

Dr. A.A. Owosekun
Director
Policy Analysis and Research
Department
Nigerian Institute of Economic
and Social Research

Prof. Oye Oyediran
Member
Constituent Assembly
Department of Political Science
University of Lagos
Akoka, Lagos

Zimbabwe

Mr. C. Kanyuchi
Under-Secretary
Ministry of Finance
Economic Planning and Development

Mrs. M.M. Mawema
Deputy Permanent Secretary
Policy and Research
Office of the President and Cabinet

Mr. N. Nyamambi
Senior Economist
Reserve Bank of Zimbabwe

Special Guests

Hon. Alhaji Abubakar Alhaji
Minister of State for Budget and
Planning
Office of the President
Federal Government of Nigeria

Chief O. Falae
Secretary to the Federal Government
Nigeria

Moderator

Mr. G. de Lusignan
Deputy Director
Economic Development Institute
World Bank

Seminar Codirectors

Mr. L. Adamolekun
Coordination and Development
Administration Division
Economic Development Institute

Dr. E.C. Ndekwu
Research Director and Director
Economic Development Department
Nigerian Institute of Social and
Economic Research

Somalia

Mr. Said Ahmed Yusuf
Director General
Somali Development Bank
Resource Person

Prof. A.O. Phillips
Director General
Nigerian Institute for Social and Economic Research

The World Bank

Mme. M. Alexander
Division Chief
Public Sector Management Division
Africa Regional Office

Mr. T. Hussain
Resident Representative
Bank Mission
Lagos

Mr. H.K. Kim
Institutional Development Adviser
Berlin III
December 14-16, 1988

The Gambia
Mr. Lamin SAMATEH
Permanent Secretary
Personnel Management Office

Ghana
Mr. John NKRUMAH
Director
Office of the Provisional
National Defense Council
/Public Administration/

Cameroon
M. Joseph OWONA
Ministre de la Fonction Publique
et du Contrôle de l'Etat

Madagascar
M. Aristide VELOMPANAHY
Secrétaire Général
Ministère de l’Enseignement
Supérieur

Mali
Mme. Sy Lalla DIALLO
Ministre de l’Emploi et de la
Fonction Publique

Mauritania
M. Mohamed Ould MEDANI
Secrétaire Général
Ministère de la Fonction Publique,
du Travail, de la Jeunesse
et des Sports

Mr. Samuel Kwame AWUAH
Acting Deputy Director for Research
Ghana Institute of Management and
Public Administration
Achimota, Ghana

Niger
M. Mohamadou ARZIKA
Secrétaire Général
Ministère de la Fonction Publique,
du Travail et de la Formation
Professionelle

Senegal
M. Moussa N’DOYE
Ministre de la Fonction Publique
et du Travail

Sierra Leone
Dr. Abdulai Osman CONTEH
Attorney General and Minister
of Justice

Sudan
Mr. Abdel Karim YACOUB
Director-General
Sudan Academy for Administrative
Sciences

Tanzania
Mr. Bernard MULOKOZI
Principal Secretary
Ministry of Labor and Manpower
Development

Uganda
Mr. Henry Joseph OBBO
Permanent Secretary
Head of Civil Service

Trainers
Mr. Kandolo wa KASHALA
Director-General
Centre for Training in the Techniques
of Development
Kinshasa, Zaire
Resource Persons

Prof. Nicolas JEQUIER
Professor at the University of
Lausanne - Institute for Studies in
Public Administration
Lausanne, Switzerland

Prof. Herbert KONIG
Professor of Administrative Sciences,
former Assistant Secretary General of
the OECD,
Director of the Institute for
Innovative Development
Bonn, FRG

Prof. Klaus KONIG
Professor
Former Director General, Office of
the Federal Chancellor
Post-Graduate School of Administrative
Sciences
Speyer, FRG

Prof. Adedotun PHILLIPS
Director-General
Nigerian Institute of Social and
Economic Research
Ibadan, Nigeria

Mr. Albrecht STOCKMAYER
Sr. Advisor
Deutsche Gesellschaft für Technische
Zusammenarbeit (GTZ) GmbH
Eschborn, FRG

ECA Representative

Mr. Sadig RASHEED
Director
Public Administration, Human
Resources and Social Development
Division
Economic Commission for Africa (ECA)
Addis Ababa, Ethiopia

World Bank/Economic Development Institute

Mr. Ladipo ADAMOLEKUN
Senior Public Sector Management
Specialist
Economic Development Institute/IBRD
Co-Director of the Workshop

Mrs. Myrna ALEXANDER
Division Chief
Public Sector Management, African
Region, IBRD

Mr. Guy de LUSIGNAN
Deputy Director
Economic Development Institute/IBRD
Moderator of the Workshop

Mr. Mustapha FALL
Regional Policy Advisor
Abidjan, Côte d'Ivoire
Mr. Epraim KAMUNTU
Professor at Makerere University
Regional Policy Advisor
World Bank
Nairobi, Kenya

Mr. Ragaa MAKHARITA
Senior Public Sector Management Specialist
Economic Development Institute/IBRD

Mr. Robert LACEY
Division Chief
Economic Development Institute/IBRD

German Foundation for International Development

Mr. Joachim KRELL
Director of the Public Administration Promotion Centre/DSE
Co-Director of the Workshop

Mr. Joachim MULLER
Section Head
Public Administration Promotion Centre/DSE
Annex B
Seminar Programs
Berlin I
November 10-14, 1986

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<td>19 h</td>
<td>Réception offerte par le Vice-Président du Conseil d'Administration de la DSE, M. GÜNTER SCHLUCKEBIER, à la Villa Borsig</td>
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**Mercredi 12 novembre**

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<tr>
<td>7 h 30 - 9 h</td>
<td>Petit déjeuner</td>
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<td>9 h - 10 h 30</td>
<td>Etude de cas: La réforme administrative en Argentine: problèmes et stratégie M. ENRIQUE GROISMAN</td>
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<td>Vice Ministre, fonction publique, Argentine</td>
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<td>11 h - 12 h 30</td>
<td>Discussion</td>
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<td>Déjeuner</td>
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<td>14 h 30 - 15 h 30</td>
<td>La réforme administrative en République fédérale d'Allemagne M. HERBERT KÖNIG</td>
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<td>15 h 30 - 16 h</td>
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<td>Discussion</td>
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<td>18 h</td>
<td>Réception offerte par le Sénateur aux Affaires Intérieures, M. WILHELM KEWENIG, AU RESTAURANT DE L'HOTEL “Palace” (Europa-Center)</td>
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**Jeudi 13 novembre**

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<td>9 h - 10 h 30</td>
<td>Etude de cas: Ajustement institutionnel en Terrafrie M. RAGAA MAKHARITA</td>
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<td>Travail en groupes</td>
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<td>Pause café</td>
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<td>13 h</td>
<td>Déjeuner</td>
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<td>14 h 30 - 15 h 30</td>
<td>Présentation des rapports</td>
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</table>
15 h 30 - 16 h  
Pause café

16 h - 17 h  
Discussion

19 h 30  
Ballet "Cinderella" à l'Opéra de Berlin

22 h env.
Dîner offert par le Directeur Adjoint de l'IDE
M. GUY DE LUSIGNAN,
at l'hôtel "Steigenberger"

Vendredi 14 novembre

7 h 30 - 9 h  
Petit déjeuner

9 h - 10 h 30  
Synthèse du Séminaire:
- Recommandations des groupes: suite à donner au Séminaire
- Rôle des pays
- Rôle de la Banque Mondiale
- Rôle de la DSE
M. GUY DE LUSIGNAN
M. JOACHIM KRELL

10 h 30 - 11 h  
Pause café

11 h - 12 h 30  
Synthèse du Séminaire (cont.)

13 h  
Dîner

14 h 30 - 15 h 30  
Evaluation du Séminaire

15 h 30 - 16 h  
Pause café

16 h - 17 h  
Séance de clôture

18 h 30  
Dîner

Samedi 15 novembre

Dimanche 16 novembre

Départ des participants
Addis Ababa
July 6 - 10, 1987

Monday July 6, 1987

**Morning**

- Registration 09:30 - 10:00
- Opening Session 10:00 - 11:00
  - Keynote Address by Prof. Adebayo Adedeji, Executive Secretary
  - Statement by the Representative of the World Bank/EDI, Mr. de Lusignan

**Coffee Break:** 11:00 - 11:15

**SESSION 1:** 11:15 - 13:00

- Moderator’s Opening Remarks (Guy de Lusignan)
- Participants’ self-introduction
- Comments by the participants on the Keynote Address, Opening remarks and general objectives of the seminar

**Afternoon**

**SESSION 2:** 15:00 - 16:30

A. **Presentations:**

- Brief overview of background papers/reading materials
- Redynamizing Africa’s Administrative/Managerial Systems and Institutions for Economic Recovery and Development (ECA paper)

B. **General Debate**

**Coffee Break:** 16:30 - 16:45

**SESSION 3:** 16:45 - 18:00

A. **Presentations:**

- Determining National Philosophy, Goals and Strategies: The Nigerian Experience (A. Phillips)
B. General Debate

Evening: 18:30 - 20:30

(Reception: Hilton)

Tuesday, July 7, 1987

Morning

SESSION 4: 9:30 - 13.00

- Case Study I: Institutional Adjustment in Terrafrie (L. de Merode)
- General Discussion

Coffee Break: 11:00 - 11:15

Afternoon 15:00 - 17:30

SESSION 5: 15:00 - 17:30

- Presentation: Institutional Arrangements for National Development Policies (A. Phillips)
- General Discussion

Coffee Break: 16:30 - 16:45

Wednesday, July 8, 1987

Morning

SESSION 6: 9:30 - 13:00

- Discussion groups on selected major themes arising from previous discussions

Coffee Break: 11:00 - 11:15

Afternoon FREE

Thursday, July 9, 1987

Morning

SESSION 7: 10:00 - 13:00
- Presentation and discussion of the reports of the discussion groups

*Coffee Break:* 11:00 - 11:15

*Afternoon*

SESSION 8: 15:00 - 17:30

- General discussion of the issues raised at the seminar since its first day (participants will relate these issues to their national experiences)

*Coffee Break:* 11:00 - 11:15

*Evening:*

Closing Dinner
(Unity House, Ghion Hotel)

Friday, July 10, 1987

*Morning*

SESSION 9: 09:30 - 12:30

- Overview of seminar; major finding and conclusions
- Evaluation of the seminar

*Coffee break:* 10:45 - 11:00

*Afternoon*

FREE/DEPARTURE
Samedi 14 novembre:  Arrivée des participants

Dimanche 15 novembre:  Arrivée des participants

13h00  Déjeuner

14h30 - 17h00  Tour de ville

17h00  Réunion informelle

19h00  Dîner

Lundi 16 novembre:

07h30 - 09h30  Petit déjeuner

10h00 - 11h00  Séance d’ouverture
   - M. P. Kevenhörrster (DSE)
   - M. P. Conen (Secréttaire d’Etat)
   - M. G. F. von Groll
   - M. G. de Lusignan (IDE/IBRD)

11h00 - 11h30  Pause. Photos

11h30 - 13h00  Présentation du programme
   M. Guy de Lusignan
   M. Joachim Krell

Commentaires

13h00  Déjeuner

14h30 - 15h45  Perspectives allemandes sur la gestion du développement dans les pays en voie de développement
   M. Fliedner (Ministère Fédérale de la Coopération Economique)

Discussion

15h45 - 16h00  Pause café
42 Development Management in Sub-Saharan Africa

16h00 - 17h45
Formulation des politiques nationales de développement: Expérience du Bénin
Robert Dossou
Discussion

18h00
Réception offerte par le Président du Conseil d'Administration de la DSE, M. Hans-Günter Hoppe, MdB à la Villa Borsig

Mardi 17 novembre:
07h30 - 08h30
Petit déjeuner

09h00 - 12h45
Compte rendu du rapporteur Les politiques d’ajustement en Afrique sub-saharienne M. Xavier de la Renaudière
Discussion

10h30 - 10h45
Pause café

10h45 - 12h30
Etude de cas: Ajustement institutionnel en Terrafie, M. Louis de Merode
Discussion

13h00
Déjeuner

14h30 - 15h15
Etude de cas: discussion (suite)

15h15 - 17h10
Coordination des politiques nationales de développement M. Robert Dossou M. Callixte Nzabonimana
Discussion

15h45 - 16h00
Pause café

17h15
Départ
Réception offerte par le Sénateur à l'intérieur, M. Wilhelm Kewenig au restaurant de l'hôtel “Palace” (Europa Center)

Retour à la Villa Borsig

Petit déjeuner

Compte rendu du rapporteur
Discussion sur la coordination des politiques nationales de développement (suite)

Travaux en petits groupes de discussion

1. Analyse des politiques et réhabilitation de la fonction stratégique
2. Coordination des politiques nationales de développement
3. (a) Gestion du personnel de l'Etat
   (b) Comment améliorer l'efficacité de l'administration publique

Pause café

Travaux en petits groupes (suite)

Déjeuner

Travaux en petits groupes (suite)

Pause café

Rapports des groupes de discussion en plénière

“Snack”

Départ

Ballet “Lichtknall” à l'Opéra de Berlin
22h00 env. Souper offert par le Directeur Adjoint de l’IDE/BIRD - M. Guy de Lusignan à l’hôtel “Steigenberger”

24h00 env. Retour à la Villa Borsig

Jeudi 19 novembre:
07h30 - 08h30 Petit déjeuner
09h15 - 10h40 Compte rendu du rapporteur
Débat général sur les rapports des groupes de discussion et discussion de quelques expériences nationales

10h45 - 11h10 Pause café
11h10 - 13h10 Remarques de M. I. Serageldin, Directeur, Région Afrique, BIRD
Débat général sur les rapports (suite)

13h10 Déjeuner
15h00 Spécial
Réouverture de la Villa Borsig en présence du Ministre fédéral de la coopération économique, M. Hans Klein et du Maire-Gouverneur de Berlin (ouest), M. Eberhard Diepgen

18h00 Buffet

Vendredi 20 novembre:
07h30 - 08h30 Petit déjeuner
09h00 - 10h50 Synthèse du Séminaire: Rapporteur Conclusions et recommandations
M. Guy de Lusignan
M. Joachim Krell

10h50 - 11h10 Pause café
10h45 - 12h00 Evaluation du séminaire
12h30 Déjeuner et départ des participants

Samedi 21 novembre:

Dimanche 22 novembre:
Départ des participants
Annex C
Follow-up Actions Recommended
by Country Participant Teams

Botswana

1. To intensify public/private sector cooperation in promoting development by strengthening the existing consultative machinery. Private sector development will be taken seriously.

2. To improve policy analysis capacity. Greater attention will be paid to in-house research within the civil service. It will be recommended that government should support policy research within the university and utilize the studies and reports emanating from research work.

The Gambia

1. Recognition of private sector development as an area of emphasis. Special attention will be paid to public/private sector coordination of national development policies.

2. To continue with the implementation of civil service reform and seek to improve the environment of the reform such that increased number of people accept its salient features. Efforts will be made to embark on a review of the impact of the reform.

3. EDI and NISER should further cooperate to assist in monitoring the progress of SAPs and the implementation of institutional reforms.

Ghana

1. The Ghana Institute of Management and Public Administration (GIMPA) will seek to strengthen its research and consultancy activities focused on development management. GIMPA will request for EDI assistance in this regard.

2. GIMPA will endeavor to organize a national SPS on development management, using a modified version of the Ibadan SPS. This exercise will be a follow-up to a top level seminar on privatization organized by GIMPA early in 1988. EDI assistance will be appreciated.

Lesotho

1. Further exploration of how best to ensure effective coordination of planning and finance.

2. Increased interest in decentralized development with emphasis on popular participation.

3. To promote public service training at the national and subregional levels. To explore possibility of cooperating with other SADCC members to organize Ibadan-style SPS on Development Management.
Liberia

1. To emphasize the idea of public and private sectors as partners in progress and intensify actions already embarked upon in this regard.

2. To continue with ongoing civil service reform.

3. Increased involvement of interest groups and the private sector in the formulation and implementation of development policies.

Nigeria

1. Emphasis on manpower training, especially at the middle and top management levels.

2. Exploration of mechanisms for strengthening coordination among core ministries, line agencies, and parastatals.

Somalia

1. Interest in promoting policy analysis capacity building. Some actions already embarked upon in this area will be intensified.

2. Exploration of mechanisms for strengthening coordination among core ministries, line agencies, and parastatals.

3. To proceed with civil service reform with special emphasis on reward system and incentives.

Zimbabwe

1. National development planning agency to strengthen its monitoring capability with a view to ensuring effective implementation of development plans and programs.

2. Restructuring of parastatals with a view to reducing government subsidies.

3. To communicate some of the lessons of experience in implementing civil service reform shared at the seminar to the Public Review Commission currently at work.
Annex D
Background Reading Materials


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