

AFRICAN ASSOCIATION
FOR
PUBLIC ADMINISTRATION AND MANAGEMENT

ASSESSMENT REPORT ON THE RELEVANCE IMPACT,
AND EFFECTIVENESS OF AAPAM'S RESPONSE
TO THE CHALLENGES OF AFRICAN
PUBLIC ADMINISTRATION
1983-1993

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1. INTRODUCTION

1.1 An independent assessment on the relevance, impact and effectiveness of AAPAM's responses to the challenges of African Public Administration for the period 1983-1993 was requested by the AAPAM Secretariat to provide a basis for proposing changes in subsequent years in programme formulation and implementation strategy. The assessment was to focus primarily on the civil service of African governments. The specific objectives of the assignment were:

- (a) Suggest a cluster of indicators against which the impact and effectiveness of AAPAM's various interventions can be assessed.
- (b) Obtain comprehensive and reliable information on the reach and penetration of AAPAM proposals for policy management and institution reform.
- (c) Design, test and administer instruments (including survey, questionnaires, interview schedules, desk schedules) for the collection and analysis of data.
- (d) Provide information on the relevance, impact and effectiveness of AAPAM activities in general and in specific areas (e.g. professionalisation of public service, policy and administrative reform, networking and publication, revenue generation).
- (e) Produce report outlining the findings and recommendations on the relevance, impact and effectiveness of AAPAM activities.

1.2 For pragmatic reasons the country assessment was to be confined to two African countries i.e. Malawi and Tanzania.

2. COMMENTS ON TOR/OBJECTIVES OF ASSESSMENT

The objectives of the assessment are comprehensive and attainable; indeed such assessments should be carried out at periodical intervals as at present AAPAM does not appear to have a mechanism for monitoring its activities in the various African countries. However to restrict the assessment to two countries only and both of them in the same sub-region has grave consequences as this may affect the validity of the findings. In particular it is rather unfortunate that the large West African sub-region which has played such a positive role in the development and growth of AAPAM since its inception in terms of professional inputs, leadership and financial contributions has not been able to participate in this assessment.

3. METHODOLOGY

The tasks stated in the objectives required reliable data. This was accomplished by desk work at the AAPAM Secretariat in Nairobi and field visits to Malawi and Tanzania. Relevant documents and publications were obtained and reviewed. A questionnaire

was designed and administered to obtain information from AAPAM members in the two countries and in particular those who participated in AAPAM activities during the period under review. Extensive discussions were also held with senior present and past government officials, academicians, senior officials of Management Training Institutions, private sector officials as well as with the staff of the AAPAM Secretariat. A list of all persons interviewed and who volunteered information is at Annex C of the report.

This report is divided into six parts:

The first part entitled "Background" covers the African socio-economic scene during the period 1983-1993 i.e. the environment within which AAPAM's had to operate.

The second part outlines AAPAM's activities during the period 1983-1993.

The third part contains observations on AAPAM's activities during the period 1983-1993.

The fourth part lists out the findings of the mission.

The fifth part looks at the future. The sixth part contains the conclusion and recommendations of the study.

Two country assessment surveys are at Annex A & B

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5. BACKGROUND

5.1. The period 1983-1993 coincides with what is generally referred to as the Third United Nations Development Decade. The goals and objectives of the decade were established primarily in relation to the needs of developing countries and were designed to accelerate their economic and social development and to improve the quality of life of their citizens. However, an examination of Africa's development processes during this period including strategies and actual performance reveals that far from being a "development decade" the period was, in the words of Professor Adebayo Adedeji, a "lost decade" for Africa. Africa's socio-economic performance during this period was dismal and has been well documented and it would be superfluous to delve into its details, in this assessment. It will however be touched, be it in a cursory manner so as to place AAPAM's response to the challenges of African public administration in the proper perspective.

5.2. The World Bank in one of its reports encapsulates Africa's socio-economic situation during the 1980's as follows:

"Africa's socio-economic conditions began to deteriorate in the 1970's and continue to do so. G.D.P. grew at an average of 3.6% a year between 1970 and 1980 but has fallen every year since then. With population rising at over 3% a year, income per capita in 1983 is estimated to be about 4% below its 1970 level. Agricultural output per capita has continued to decline, so food imports have increased. Much industrial capacity is idle, the victim of falling domestic income, poor investment choices, a failure to develop export opportunities and inadequate foreign exchange for materials and spares".¹

5.3 Some other salient features of the socio-politico and economic scene during this period included massive borrowings by African governments from external sources and high level of indebtedness. The total estimated external debt for all African countries in 1986 was put at US\$200 billion; debt servicing obligations proved particularly onerous. To compound matters the region continued to experience considerable political and administrative instability which inevitably affected public institutions and organizations. Internecine warfare, droughts, famine, mass movement of refugees, decertification fall in export commodity prices all in various degrees affected the economy and the performance of public institutions. The euphoria of independence gradually waned and gave way to despair, apathy and despondency which is reminiscent and calls to mind the lament of the 18th century poet and songwriter Thomas Moore:

¹ The World Bank, "Towards Sustained Development in Sub-Sahara African: Programme of African (Washington D.C. The World Bank, 1994.

" The harp that once through Tara's hall,
The soul of music shed;
Now hangs as mute on Tara's wall,
As if that soul were fled.
So sleeps the pride of former days,
So glory's thrill is o'er,
And hearts that once beat high for praise,
Now feel that pulse no more."

5.4 As in previous decades the public service was the main instrument in the hands of African governments in the task of social and economic transformation. This put public administration, defined as the process of achieving national goals through public organizations in a pivotal position. The quality of these organizations and the effectiveness of their management processes including policy analysis, planning, budgeting and financial management were critical factors which in a large measure determined the success or failure of government development programmes.

5.5 A cursory examination of the African public services during this period indicates that they were either ill-prepared or were quite unequal to the new challenges facing the African continent. The task of socio-economic transformation was not only monumental and complex but was compounded by the rapidity with which events occurred thus compelling the public service to resort to all sorts of improvisation; but it was seriously constrained and handicapped by institutional weaknesses, including structural rigidity, unqualified manpower, faulty policy analysis, and absence of quantifiable performance indicators; it lacked accountability and mechanisms to instill financial and budgeting discipline, its ethical behaviour left much to be desired. African nations saw their public services gradually slide from decline into decadence; they seemed to have lost their dynamism and sense of commitment and were finding it difficult to respond to environmental demands including the food crisis, debt crisis, refugees and mass poverty.

5.6 Against this background, three significant events took place on the African continent in 1979/80 which had far reaching repercussions on African public administration.

- (i) In July 1979 African Heads of State and Government of the Organization of African Unity adopted the Monrovia Declaration which set out the philosophy, guidelines and measures for national and collective self-reliance in economic and social development for the African region.
- (ii) In August 1979 the African Association for Public Administration and Management (AAPAM) held a Roundtable Conference in Nairobi on "African Public Service - Challenges and a Profile for the Future".
- (iii) In April 1980 a special summit of the Organization of African Unity on economic problems came out with the Lagos Plan of Action and the Final Act of Lagos for the implementation of the Monrovia Strategy.

5.7 The outcome of these meetings posed a very serious challenge to public administration all over the continent. The AAPAM roundtable in particular examined the past performance of African public services and what the future was likely to be.

Among other things it called for a redefinition of new goals and objectives of government as well as re-allocation of manpower which was to be specially trained to meet new challenges. It came up with a "Declaration on Ideals on Public Services" including a code of conduct for public officials.² It set out the following as cardinal features of the future African Public Service.

- flexibility in organizational structure,
- full use of available talent,
- capabilities for efficient job performance,
- broader vision and increased knowledge and skills relevant to new tasks,
- team work and better understanding between politicians and civil servants,
- recruitment of personnel on merit,
- increased resources for personnel and training and better human resources management,
- dedication to duty, speed of action and economic use of resources.

5.8 As Africa's economic situation continued to deteriorate without respite two special sessions of the Organization of African Unity and the United Nations were held in 1985 and 1986 respectively to find ways and means of containing the crisis. The following was the outcome of these meetings:

- (i) Africa's Priority Programme for Economic Recovery (1986-90). (APPER) adopted by the Ordinary Session of the Assembly of Heads of State and Government of the O.A.U. in July 1985.
- (ii) United Nations Special Session on the Critical Economic Situation in Africa (25/5/86-1/6/86) resulting in Resolution 5-13/2 of 1st June 1986 on U.N. Programme of Action for African Economic Recovery and Development 1986-90 (UN-PAAERD).

5.9 The programme of action emanating from APPER and UN-PAAERD outlined policy and managerial measures designed to promote recovery in the short-term and development in the long-run. These were:

- the strengthening of incentive schemes;
- preview of investment policies;
- improved management of the economy through efficient allocation of resources; improvement of the performance of public enterprises;
- encouragement of domestic resource mobilization;
- formulation of effective human resources development and utilization policies (with particular emphasis on the development of entrepreneurial capabilities in the public and private sectors);
- encouragement of grass-roots participation in the development process.

² For further reading see AAPAM publication "African Public Service - Challenges and Profile for the Future: Vikas Publishing House Pvt Ltd.

5.10 To support the above initiatives the United Nations launched a new programme i.e. Special Action Programme for Administration and Management (SAPAM) to reinforce the efforts of African governments in improving the delivering capability of their public services.

6. AAPAM'S ACTIVITIES 1983-1993

6.1 It is against the preceding background that AAPAM carried out its activities in the period 1983-1993. In line with its vision of the African public service of the future AAPAM's activities were designed to sensitize and assist African governments to develop effective and efficient institutional, administrative and managerial capabilities for development to enable them meet the challenges and targets of the Lagos Plan of Action and the United Nations Programme of Economic Recovery. These activities fall under five groupings.

A Roundtable Conferences

6.2 The following Roundtable Conferences were organized between 1983 and 1993:-

- 1983 Changing Ecology for Public Administration and Management in Africa.
- 1984 Public Enterprises versus Private Enterprises - Which Option for Africa - Blantyre, Malawi.
- 1985 Food Crisis in Africa: Policy and Management Accra - Ghana.
- 1986 Policy and Management Issues of African Transport Sector.
- 1987 Economic Structural Adjustment and African Public Administration: Gaborone -Botswana.
- 1988 Human Resources Development and Employment in Africa: Policy and Management Issues: Kampala - Uganda.
- 1989 Towards Enhanced Entrepreneurship in African Public and Private Sectors.
- 1990 The Informal Sector and Non-Governmental Organizations in Africa: Policy and Management Issues: Abuja - Nigeria.
- 1991 Ethics and Accountability in African Public Services: Mbabane - Swaziland.
- 1992 Managing Science and Technology in Africa: Arusha - Tanzania.
- 1993 Political Pluralism and Good Governance in Africa: Implications for the Public Service: Banjul - The Gambia.

6.3 The Roundtable Conference was and still is the premier event in AAPAM's calendar. It usually attracts over one hundred participants who include Ministers, Principal Secretaries, Members of National and Regional Management Institutions, Senior Parastatal executives, the ECA, Senior Academicians, Donor and Foreign Agencies. The meetings are generally of top quality with major lead papers presented by eminent scholars and practitioners of public administration. The recommendations emerging from these roundtables are printed by the host government and circulated to African governments to assist and guide them in the resolution of economic, administrative and management problems.

6.4 The themes at the roundtables during and period under review reflected key policy issues of major concern to African governments and their institutions and AAPAM was able to react to them positively and proactively. Indeed issues which are currently high on the reform agenda of multilateral and bilateral organizations were addressed by AAPAM long before they developed into problems for African governments. For example AAPAM was among the first to initiate the Privatization Debate at its Sixth Roundtable Conference held in Blantyre, Malawi in 1984. Similarly concern for responsible behaviour by public officials was highlighted by the Association at its Roundtable in Nairobi, Kenya in 1979. The issue was also the theme for the 1991 Roundtable at Mbabane in Swaziland which focussed on Ethics and Accountability.

B. Senior Policy Seminars

6.5 By 1987 the need for training oriented activities aimed at enhancing management capacity as well as training for public policy personnel in policy analysis were considered critical for African governments. It was accordingly decided that AAPAM should in addition to its advocacy and catalytic role embark on more direct contribution to capacity building in Africa public administration. In consequence a wide range of high level seminars were held. They included:

- Senior level workshop on the optimal utilization of Management Consultants in Africa- Arusha, Tanzania 1987 and Accra Ghana 1988,
- Senior level Seminar on Critical Skills for Public Policy Management, Banjul, the Gambia 1988,
- Senior Policy Seminar/Workshop on strengthening the capacity of Local Government and Non-Governmental Organizations, Lilongwe Malawi 1991,
- Senior AAPAM/UNDES D Policy Seminar on Decentralization / Strengthening of Local Government in Africa, Banjul, the Gambia 1992.
- Senior Policy Seminar on Strengthening Electoral Administration in Africa, Accra Ghana, 1993.
- Senior Policy Seminar on Enhancing the Entrepreneurial Capacity of the Public and Private Sectors.

- Women in Top Management, Nairobi, Kenya 1992.
- The Role of NGO's and the Informal Sector in Development.
- Senior Policy Seminar on Enhancing Policy Management in Francophone Africa. Dakar, Senegal 1991.

C. Research

6.6 A cardinal objective of AAPAM was to promote research in African Public administration issues. It was felt that confronted with serious problems especially those related to Africa's multiple crisis, governments often reacted spontaneously and consequently such responses lacked coherence and sustainability and did not produce the desired result. Proper research could go a long to ease these problems and to ensure that they were tackled in a professional manner. The following research projects were undertaken:

(i) Administrative Responses to the Crisis in Africa

Duration of project 1989-90 to cover Tanzania, Ghana, Nigeria and Zimbabwe. The objective of the project was to examine the response of administrative systems to the economic crisis, to assess the impact of these responses, to establish grounds for new reforms to enable administrative systems to contribute more positively to the recovery and development of the continent. The research work was concluded in 1990 and the respective reports are being prepared for publication.

(ii) Public Enterprises: Privatization and Entrepreneurship in Africa

Duration of project 1991-1993 to cover Nigeria, Ghana, Kenya, Tanzania, Lesotho, Botswana and Uganda. The aim of the project was to assess the current issue of Structural Adjustment Programmes (SAP), Privatization of public Enterprises and to establish the obstacle to SAPs, their socio-economic impact on society and make recommendations for their realization. The outcome of the project will be a book which will assist African governments undertake sustainable development programmes.

(iii) Women in Top Management in Africa

Duration of project 1991-1993 to cover Lesotho, Tanzania, Uganda, Kenya, Nigeria and Sierra Leone. The aim of the project was to enquire into impediments inhibiting the advancement of women to top policy positions in African public services as well as the private sector and propose solutions so as to involve more women in high level positions in the planning and implementation of development programmes. The outcome of the project will be a book to sensitize African governments so as to modify their policies to involve more women in policy making positions.

(iv) Ethics and Accountability Project

Initiated in 1993 this project was expected to spill over to 1994 to cover Botswana, Nigeria and Tanzania. The aim was to identify the causes and magnitude of corruption in African public services. It was expected that the recommendations would assist African governments to eradicate corruption in their public services, restore ethical conduct and credibility so as to provide impartial services and enhance sustainable development.

D. Publications

6.7 As in the days of the Inter-African Public Administration Seminar series the dissemination of information among members continued to be a major objective of AAPAM. Apart from its quarterly news letter the association published books arising out of conference proceedings as well as research results; Books were also commissioned on specific subject matter to fill the void in the literature. In 1991 the bi-annual Pan African Journal of Public Administration and Management was launched. Some of the books published during the period under review include:

- AAPAM 1986. The Ecology of Public Administration and Management in Africa.
- AAPAM 1987. Public Enterprise Performance and Privatization Debate: A Review of Options for Africa.
- M.J. Balogun and G. Mutahaba 1989. Economic Reconstructing of African Public Administration - Issues, Actions and Future Choices.
- G. Mutahaba 1989. Reforming Public Administration: Experience from Eastern Africa.
- J.C. Senghor 1989. Towards a Dynamic African Economy.
- C. Grey Johnson 1990. The Employment Crisis in Africa: Issues in Human Resources Development Policy.
- E. Chole 1990. Food Crisis in Africa: Policy and Management Issues.
- S.K.B. Asante 1991. African Development: Adebayo Adedeji's Alternative Strategies.
- G. Mutahaba and M.J. Balogun 1992. Enhancing Policy Management Capacity in Africa.
- G. Mutahaba, R. Baguma and M. Halfani. Vitalizing African Public Administration for Recovery and Development.

E. Consultancy

In 1984 using its extensive network AAPAM was able to provide consultancy services to the Ethiopian Light and Power Authority (ELPA) and the Tanzanian Electricity supply Company (TANESCO) to stream-line their billing and accounting systems. The association continued to use resident consultants for extended periods taking advantage of its huge human resource base.

7. SOME GENERAL OBSERVATIONS ON AAPAM'S ACTIVITIES 1983-1993

7.1 AAPAM's activities during the above period were designed to improve the capacity of African public services in the development process and in particular in the resolution of the governance crisis through human and institutional capacity building. This task was facilitated by AAPAM's close links with top government administrators, senior academicians, management experts, international organizations and donors. To achieve these ends AAPAM used a multi-prong approach including its annual roundtable conferences, senior policy seminars, research, publications and consultancy. Considerable time, human and financial resources were invested in this endeavour hence the need for a proper assessment of the impact as well as the validity of the strategy to serve as a basis for proposing changes in subsequent years in programme formulation and implementation. Some fundamental questions have to be asked and answered. Has the effort been worthwhile, was it effective; what has been its impact on African public administration?

7.2 Before an attempt is made to answer these questions it is necessary to bear in mind that AAPAM was operating in an arena where there were several other key players including the ECA, SAPAM, the World Bank, other United Nations agencies notably the ILO and UNIDO as well as national governments themselves. Furthermore it should be borne in mind that AAPAM is not, in the words of Chief Udoji (one of the founding fathers of AAPAM) "another management development and training institution crowding into the field, but rather a broadly recognized and supported professional association that works with and through existing organizations and institutions and that AAPAM emphasizes practical and useful studies to find relevant, applicable answers to immediate problems".³ In the light of these observations it may be difficult to attribute success or failure in the economic recovery programme to any one body. However there were areas in which AAPAM appeared to have made a distinct contribution and some of these are highlighted hereunder.

Administrative Reform and Professionalization

7.3 There is a consensus among African governments that the administrative structures, systems and procedures inherited from the former colonial powers were not development oriented and were quite unsuitable for the rapidly changing and highly volatile socio-economic environment of the post independence era. However, while the issue of reform was given mere rhetoric in some countries others were making a concerted effort to reform the system. Apart from being highly centralized, post

³ See Introduction to AAPAM Publication: A Decade of Public Administration P. XVII.

independent African public services were notorious for their rigidity, hierarchical structures, inter-class conflicts, lack of job evaluation and performance standards, a surfeit of generalist administrators in top policy positions and lack of accountability to mention but a few. It is these issues or bottlenecks which made the public service inefficient, ineffective and unresponsive to the needs of society.

7.4 The issue of administration reform and professionalization of the public service was given high priority by AAPAM from the early seventies and was the theme of the Eleventh Inter African Public Administration Seminar (the fore-runner of AAPAM) in 1972 as well as the Roundtables of 1979 and 1983. Two books i.e. African Public Services and the Ecology of African Public Administration were published on the subject. It was also touched upon in varying degrees at the senior level capacity building seminars. These conferences underscored the concern of the Association with regard to the quality of the African public service and its incapacity to meet the challenges of socio-economic development and the governance crisis. Concern for transparent and responsible behaviour by public officials was also expressed at these forums long before the popularization of these concepts. Unfortunately AAPAM's Declaration on ideals of Public Service made at Nairobi in 1979 are no longer available in many African countries or are just being ignored in the current atmosphere. AAPAM also expressed a strong need for professionalization and specialization in the staffing and deployment of civil servants as well as the need for training to ensure that the civil service developed a capacity to analyse policies, propose options, improve programmes and monitor progress. These issues were further articulated in its journal and other publications and were expected to make a deep impact on participants many of whom were responsible for their implementation in their respective countries.

Decentralization and Local Government

7.5 The issue of decentralization to enhance administrative capabilities in local decision-making continued to engage the attention of African governments as in the two previous decades. It was not clear to what extent, if any, governments were willing to concede power to lower level institutions including Local Government. The latter were in some cases reduced to mere pawns in the hands of politicians and performance was impaired by a chronic shortage of funds as well as trained and qualified manpower. Central government field agencies were constrained by lack of authority to operate under a system which did not encourage local initiative and innovation. A major reason for new revival of interest in local governance was the inability of central governments to sustain them financially and the realization (not new) that local people possessed enormous organizational capabilities that could be utilized for developmental purposes. It was also felt that African economic reforms were unlikely to succeed except they were accompanied by political reforms commencing from the grass-roots level. As a result of these considerations a number of governments began to seek for measures to strengthen their local government systems. Tanzania enacted a new Local Government Act in 1982; a new Local Government Act came into force in Zambia in 1980; Uganda was trying to put into force its new system of Resistance Councils. The Nigerian Government set up a Committee in 1985 to review "Local Government Administration". Similar moves were taking place in Malawi and a number of other African countries.

7.6 AAPAM seems to have been rather slow in responding to these national initiatives. The first move was in 1989 when it commissioned the writing of a book on Local Administration in Africa. The book is yet to be printed. In 1991 a senior policy seminar was organized in Lilongwe, Malawi on Strengthening the capacity of Local and Non-Governmental Organizations in Africa. The seminar came out with positive recommendations to strengthen these institutions so that they could make a meaningful contribution to the economic recovery process and improved governance on the continent. The Lilongwe seminar was followed the following year by a joint AAPAM/UNDESD senior policy seminar in the Gambia on Decentralization / Strengthening of Local Government in Africa. Although late in coming these seminars were organized at a time when African governments were searching for practical solutions to the issue of local governance.

The issue at stake was whether faced with severe resource constraints African governments would be willing to devolve more power to well structured and adequately funded local government institutions, manned by trained and qualified personnel to meet the challenge of rapid growth and the ever increasing demand for more and better services. Many governments are still procrastinating on the issue.

Policy Analysis

7.7 Between 1988 and 1989 AAPAM collaborated with ECA in organizing four seminars on "Enhancing Public Policy Management Capacity in Africa - A focus on Foreign Aid and Self-Reliance" in Banjul, Harare, Badagry and Mbabane. A major objective of these seminars was how policy management capacity could be enhanced to ensure that policy outputs were effective. Over the years African institutions responsible for policy formulation had consistently failed to anticipate problems or to respond adequately to environmental changes. Weak policy analysis was to a large extent responsible for poor enterprise performance, failure of administrative reform and ineffective manpower and training programmes. It had also impaired the capacity of African governments in holding a competitive edge in international negotiations on key issues such as the Debt Crisis, Structural Adjustment Programmes and commodity Prices where they were often caught off-guard by their foreign counterparts. The seminars were therefore not only timely but went a long way to fill a yawning gap in the African public administration system. In fact the issue was considered of such critical importance that for the first time AAPAM organized a seminar in Dakar exclusively for francophone African countries. Not many other organizations have made such a profound contribution to African public administration at the continental level on this vital issue.

Public Enterprises and Privatization

7.8 The 1980's saw an increasing involvement of African governments in productive ventures. The proliferation of public enterprises which had gathered increasing momentum in the previous two decades continued unabated inspite of poor and dismal performance. These institutions were plagued by multifarious political, managerial and financial problems which seriously impaired their effective performance and profitability. Public enterprises alone accounted for a substantial proportion of Africa's external public indebtedness.

7.9 With uncanny foresight AAPAM opened the debate on privatization of public enterprises at its 1984 Roundtable Conference - an issue which is high on the agenda of Africa governments today-eleven years later. The roundtable examined at great length the constraints inhibiting their effective performance and came up with concrete proposals for adoption by governments including Joint Ventures, Management Contracts, merging enterprises with similar objectives, Commercialization as well as Privatization. The report of the roundtable was published in a book; the demand for the book was so great that it quickly went out of print. The report of the conference was sent to African governments and was expected to play an important role in shaping government policies on this vexed issue.

Networking

7.10 Networking has long been recognised as a process not only for enhancing collaboration and co-operation between training and research institutions at national or regional levels but also as a means to promote institutional development and capabilities. Indeed issues such as administrative reform, competence in the economic recovery programmes and training could be effectively handled through networking. Right from its inception AAPAM recognized the importance of this mechanism through the establishment of National Chapters in each country. By this means National Chapters were expected to network among themselves, with regional institutions as well as with AAPAM headquarters. Through this system experts were consulted who were usually members of the association and representatives of international organisations were able to advise on the design and formulation of longterm strategic plans of the Association. Networking emphasized the sharing of information among chapters, through journals, newsletters and seminars.

Publications

7.12 AAPAM publications have been highly commended by readers and experts for their quality, appropriateness and relevance. Many of them are used as teaching texts in Universities and Institutes of Public Administration and Management. They also serve as reference material for practising managers and administrators. These publications have stimulated research and discussion in many countries. Infact, few African organizations have produced such a plethora of literature written mainly by Africans on African public administration. The only draw back is the limited forum for discussing them and inadequate distribution mechanisms.

8. FINDINGS

Relevance

8.1 This study has revealed that between 1983 and 1993 AAPAM was able to involve and sensitize a wide spectrum of civil servants and academicians from many African countries on various issues pertaining to public administration and management through its roundtable conferences, senior policy seminars, research and consultancy programmes. Through these interventions AAPAM was able to alert African governments on the governance crisis and to place at their disposal concrete proposals for its resolution. The effort was consistent and unremitting. Action plans for enhancing the capacity of the civil service were formulated, experiences were shared, professional relationships were forged and a formidable networking machinery was set in motion. This by itself was a very significant contribution which few other organizations had been able to make at the continental level.

8.2 This achievement was acknowledged as far back as 1987 by the late Vice President of Botswana Mr P.S Mmusi and last year by Mr Kipkalya Kones, Minister of State in the office of the President of Kenya who expressed his appreciation over "the impressive successes which AAPAM had made in its activities over the past fifteen years". He also expressed his appreciation of "the contributory role played by AAPAM in uniting the nations of the continent and in encouraging regional development particularly in the area of human resource development".

8.3 In his own remarks at the 1987 Roundtable, the Vice President of Botswana Mr. P.S. Mmusi stated as follows:

"AAPAM also reflects the continental image. Its constitution and membership, its range and scope of activities and its specific concern as highlighted in the theme of the Roundtable and in the range of topics to be deliberated reflect the African concern and aspirations. This I consider to be a most commendable foresight on the part of the Association. In that sense AAPAM serves as an agent for uniting the nations of Africa and underscores the fact that the countries of Africa share a common past, a rich cultural heritage and a varied experience in the field of public administration".

8.4 This study also reveals that AAPAM activities were focussed on improvements in administrative issues and processes which had been recognized as major bottlenecks in programme formulation and implementation. The policy issues which were discussed at the various roundtables, the capacity building workshops for senior officials, the publications, consultancy and research programmes all addressed critical genuine problems. In that sense therefore the activities were relevant to the needs of the continent and were in accord with its mission statement as spelt out by the late Dr. Robert Ouko, first President of AAPAM in his inaugural speech in Freetown in 1971. He stated:

"The Association seeks to foster the professionalization of public research and comparative studies, an increasing appreciation of the value and importance of public administration and management systems. We also seek to promote the adoption of more effective and adequate administrative and management practices and to foster affiliation maintain liaison with international bodies and organizations interested in the progress of public administration and management. We hope to be able to achieve these aims in a number of ways. Firstly by establishing standing committees in research and documentation on special problems related to administrative and management practices. Secondly by organizing training seminars, short courses and conferences on specific issues. Thirdly by distributing and exchanging documents and by publishing research and occasional papers in journals for promoting the development of administrative management science in Africa. Fourthly by providing consultancy services to professional training centres, governments and bodies interested in the progress of African administration and management. Last but by no means least, by promoting inter-country schemes of exchange of public servants and managers".

8.5 Most of the above approaches have been mentioned in this report and were used during the period under review with varying success with the exception of the inter-country schemes of exchange of public servants. AAPAM is confident that this lofty ideal of staff exchange will one day become a reality. With regard to the other methods the study revealed the following:

(a) Roundtable Conference and Senior Policy Seminars

These two activities are being grouped together since they both relate to capacity building and skills transfer. Through these interventions AAPAM was hoping to influence governments by sensitizing senior executives who in turn were in a strategic position to influence policy issues and decision making in their respective countries. This approach reaffirmed the importance of the advocacy/catalytic role which was enhanced because of the close links with top African bureaucrats. The latter were offered a rare and unique opportunity to reflect on common problems, share experiences and formulate proposals for the resolution of the governance crisis. This was reinforced by a wide range of scholarly publications and articles in its quarterly newsletters and bi-annual Journal of Public Administration and Management. It was an effective approach but had the following shortcomings:-

(i) The programmes did not involve the bulk of French African speaking countries except in a few isolated cases. This was a very serious drawback since these countries constitute almost half of Sub-Saharan African nations. They have similar problems with English speaking countries with which they are linked not only by geography but through such

institutions as the O.A.U., E.C.A., A.D.B. and ECOWAS.

- (ii) Not many of those who attended the roundtables and senior policy seminars shared the knowledge and experience gained at those meetings with their colleague on their return to their respective bases. They retained the knowledge within themselves and occasionally used it to shape or influence government on key issues. The knowledge did not permeate the Civil Service machinery because there was no effective system of circulating AAPAM reports and sensitizing the civil service at the national level. At times they were sent to senior officials who merely "noted" them in the files. When the files were eventually closed there was a danger of these reports getting "closed" as well
- (iii) The selection of participants to roundtables or seminars was often left to the discretion of the senior officials in the Ministry dealing with AAPAM. No proper criteria for selection seem to have been evolved and people were at times left out due to faulty selection procedures.
- (iv) The preparation and distribution of Roundtable reports was entrusted to the host governments. It appears that on some occasions the reports did not reach the participants or the Ministry involved so that crucial recommendations were not brought to the attention of governments.

(b) Research

8.6 AAPAM's Research Programme did not get underway until 1989 with the appointment of project teams and project co-ordinators. Research was targeted at institutional and managerial responses of the public service to the challenges of Structural Adjustment, measures for enhancing the entrepreneurial capacity of the public and private sectors, profiles of women in top management positions and the training needs of indigenous management consultants. But geographical coverage seems to be narrowly based and needs to be broadened to reflect the continental character of the association. Research activities appear to be concentrated in a few countries and this is likely to alienate other countries who may feel that their national interests are not well catered for by the association.

IMPACT

8.7 The impact of AAPAM's activities on African public services could be ascertained by the following indicators:

- (a) Favourable reactions by primary users on the information and value of materials and knowledge generated by the roundtables and senior policy seminars

- (b) Endorsement and implementation of some of the recommendations of the roundtables or senior policy seminars by governments.
- (c) Increased demand for reports, books and publications by governments and participants.
- (d) Increased awareness by African governments of the need for institutional reform and capacity building measures indicated by increased demands for AAPAM activities at the national level and continued financial support to the association.

8.8 The primary users of AAPAM's reports (roundtable, senior policy seminars and research) are senior government officials including Principal/Permanent Secretaries, Directors of Management Training Institutions, Public Enterprises managers and University professors. Many of these officials attended AAPAM programmes during the period under review. Several of them were interviewed and they also filled an open-ended questionnaire. Almost invariably they all affirmed that the information and knowledge derived from AAPAM activities was most invaluable and that the reports and other documents generated were of exceptionally high quality and played a decisive role in the formulation and implementation of reform measures in their countries. There is however need to ensure that AAPAM's activities seep through all levels of administration, by way of seminars, group discussions and press releases.

8.9 Some of the recommendations of roundtables or policy seminars had been endorsed by government. In this regard special mention must be made about the financing of Local Government in Malawi. Prior to the 1991 senior policy seminar on Strengthening of Local and Non- Governmental Organizations local authorities in Malawi were dependant on arbitrary and erratic subventions paid by the Ministry of Finance which made it difficult for them to provide services effectively let alone plan and undertake development. The Malawi government accepted a major recommendation of the seminar which stated that

" A formula for the sharing of resources between the central and local government should be constitutionally guaranteed".

This provision has now been enshrined in the new constitution of Malawi although it falls short of the Nigerian situation where the percentage share of Federal Government revenue to local authorities is spelt out. Nevertheless this is a very significant achievement for local councils which had languished for long under a pseudo-colonial legislation.

8.10 AAPAM publications are in great demand not only on the continent but overseas even though the distribution mechanism is inadequate and the books are yet to reach a wider reading public. There is a dearth of literature on African public administration and management written by African practitioners and academicians. AAPAM has made a major contribution in filling this vacuum by producing internationally acclaimed books tinged with an African flavour.

9. THE FUTURE

9.1 The strength of AAPAM rests on the quality of its component parts i.e its National chapters. Whilst the association was acclaimed at the continental level for its excellent performance and the quality of its programmes its National Chapters were either weak or non-existent. It is needless to say that the national chapters are the foundation on which the association rests and must be strengthened for any meaningful and sustained AAPAM programmes at the national level.

9.2 In yet another dimension AAPAM members in the early years were drawn from the high echelons of the public service and universities. As the years went by this interest appeared to wane and during the latter half of the 80's and early 90's few countries fielded a large number of their high level public servants at AAPAM roundtables. In particular there was a conspicuous absence of officers who had retired or left the public service. The need for continuity is crucial and the learning process will be considerably enhanced by a blending of the young and the old which will also ensure a virile cross fertilization of ideas at workshops and roundtables. There has also been some concern in certain circles that AAPAM appears to be dominated by a group of so called big countries. There is need to assuage the feelings of these members so as to instill in them a sense of belonging.

9.3 The strengthening of national chapters should proceed hand in hand with efforts to broaden the membership base beyond the public and university sectors. As a result of current world trends to push back the frontiers of the state by unleashing the entrepreneurial capacity of the private sector effort should be made to extend membership to private organizations.

9.4 The need for AAPAM to get more involved in operational issues is very important. African governments spend vast sums of money on foreign international consultants. This task can be done by AAPAM using its vast network of experts who have a better perception of local problems than their foreign counterparts. AAPAM can also enhance capacity building by producing text books and teaching materials for use in African Management institutions which rely heavily on foreign text books.

9.5 There is need to consolidate what has been achieved in the past. AAPAM's activities in the various African countries need to be constantly monitored and there should be appropriate feed-back to ensure the penetration of programmes. AAPAM has examined various themes during the past decades. Each year a different issue is discussed without a proper appraisal of what has been the response at the national level of past issues. A substantial amount of ground work needs to be done to make AAPAM's presence really felt in the various African countries. It is therefore suggested that the roundtable conferences be held bi-annually to give the secretariat ample time to monitor and consolidate past interventions and to allow for more time for operational activities.

10. CONCLUSIONS AND RECOMMENDATIONS

A basic concern of this study has been to ascertain whether AAPAM's interventions to improve African public administration systems to enable them cope with contemporary governance issues has been worth while and whether the effort has yielded real value for money. The study has revealed that AAPAM's activities have focussed on genuine problems and the intended primary users of its outputs are senior Executives in decision making positions. They were expected to use the knowledge gained through their association with AAPAM and interactions with colleagues from other countries who faced similar problems to influence their governments in adopting and implementing reform measures which would transform the civil service into a strong instrument for tackling Africa's economic crisis and promoting development. In spite of a number of shortcomings the effort has on the whole been successful. These shortcomings have been highlighted in the report and form the basis for some of the recommendations which follow hereunder.

The study has also emphasised the need to establish and strengthen national chapters, through which AAPAM's goals and ideals can penetrate to the grass roots level. It is noted that AAPAM is already doing something in this direction and that expert group meetings have been held at which positive recommendations on the issue were made.

The study noted that during the period under review AAPAM was heavily dependant on the good will of donors for the implementation of many of its programmes. The need for greater financial self-reliance is crucial so that programmes are carried out on a sustained basis

AAPAM must take cognisance of the changing role of the state in programme formulation and implementation. The interventionist approach of the previous two decades is giving way to a more facilitative role by governments. It has also dawned on governments that national development is a shared responsibility between the public and private sectors. In a competitive world economy it is in the national interest that both sectors become mutually self reinforcing and complementary acting in concert in pursuit of national goals using a strategy that best promotes the long term interests of the nation. In the past AAPAM had worked almost exclusively with government or semi-government organizations. The implications of the new change in development strategy with regard to membership, programme design and implementation is crucial for the future of the association.

Finally there is need to consolidate what has been achieved over the years. This should include periodic reviews of past events at national level including problems encountered in implementation of proposals of roundtable and seminar decisions. This will reinforce the partnership which already exists between the association and national governments.

It is accordingly recommended as follows:

- (i) AAPAM should forge ahead with plans to strengthen its National Chapters where they exist and establish new ones where they do not exist. The national chapters are the pillars on which to build a strong viable and effective

association.

- (ii) The criteria for selection of participants to roundtable conferences and senior policy seminars should be clearly defined and the actual selection should be vested in the national chapters.
- (iii) Roundtable and senior policy seminar reports should be prepared and distributed by the secretariat instead of the host government.
- (iv) National Chapters should prepare annual reports outlining implementation of conference resolutions including problems encountered in implementation to assist the Secretariat to monitor progress and to provide assistance where necessary.
- (v) To guard against lethargy the Secretariat should pay more visits to member states to encourage national chapters and to arrange for lectures and short training interventions.
- (vi) In view of the changing role of the state and the current trend to vest the private sector with a greater share of the burden of economic development, membership of the association should be broadened to cater for managers and senior executives of private organizations.
- (vii) The association should make a concerted effort to reach Francophone and Lusophone countries who share similar problems with their Anglophone colleagues.
- (viii) AAPAM's research activities should be evenly spread among all member states.
- (ix) A determined effort should be made to ensure that AAPAM books and publications reach a wider reading public including National Libraries, Universities, Bookshops and other institutions.
- (x) AAPAM should step up its consultancy services to African governments making use of its wide net working arrangements.
- (xi) AAPAM should become more operational and should be directly involved with capacity building programmes at national level to enhance national capacities.
- (xii) In order to ensure that adequate time is given to operational issues including consultancies, consolidation of past activities and appropriate follow up at national levels, the roundtable conferences should be held bi-annually and the duration should be extended to enable various issues to be examined in depth.

Annex A

COUNTRY ASSESSMENT SURVEY

MALAWI

1. INTRODUCTION

Malawi is one of the founder members of AAPAM in 1962 and continued to support the association consistently during the period under review financially and in programme implementation. It was also represented on the Executive Committee for a number of years until the untimely death of the incumbent in an air crash in 1986. The highlight of Malawi's support was in 1984 when it hosted the historic 6th Roundtable on the Privatization Debate.

2. THE ECONOMY

During the 60's and 70's the economy of Malawi experienced rapid growth especially in the agricultural sector. However by the late 70's a recession began which was largely brought about by a number of exogeneous factors including deteriorating terms of trade, trade routes to the sea, adverse climatic conditions and an influx of nearly a million refugees from Mozambique. These factors brought to the fore some underlying weaknesses in the structure of the economy such as export diversification, input dependence of the industrial and energy sectors, weakness in the management of parastatals, slow growth of small holder agriculture and faulty budgetary and planning implementation.

Per capita income declined during the early part of the 80's. This was followed by a gradual improvement which enabled government to reduce the recurrent budgetary deficits. In 1986 G.D.P. was estimated at K2.261 million; per capita income was US\$155. Agriculture continued to be the mainstay of the economy contributing 37% of G.D.P. Pricing policy continued to be used as an instrument for encouraging increases in production and diversification of exports. The government also used controls on private sector investment, foreign trade and business location to stimulate balanced economic activity and to protect consumers and employees.

3. THE PARASTATAL SECTOR

The parastatal sector experienced a slow growth when compared to other African countries. By 1984 it accounted for approximately 25% of G.D.P. and grants and subsidies to the sector accounted for 10% of government recurrent revenue. By 1987 there were 35 parastatals grouped into three categories i.e. Commercial, quasi-commercial and subverted. Three government institutions were responsible for overseeing the performance of the sector i.e. the Department of Statutory Bodies (DSB) the parent Ministry and the Treasury; this created a number of operational problems as the role of each body was not clearly defined. Neither the Director or his deputy at the Department of Statutory Bodies who were recently posted there had any knowledge of the AAPAM

roundtable conference of 1984 on Privatization which was held in their country at a time when the government was involved in the privatization of its public enterprises.

4. THE PUBLIC SERVICE

The estimated labour force in 1986 was 2.7 million; approximately 14.7% was registered as being in formal paid employment. The Civil Service (including teachers but excluding the Defence Force, the Police and Prison service) grew from 10,745 at independence in 1964 to 50,008 in 1987 i.e. a five fold increase. As the economic situation deteriorated in the early 80's a number of structural problems in the civil service became manifest especially in the areas of planning, personnel and financial management. It was clear that even though the legacy of colonial administration was fast disappearing the form lingered on in many administrative practices. Accordingly a Commission (the Harbecq Commission) was appointed in 1985 to evaluate the structures, staffing procedures and performance of the Civil Service. This was followed by the Public Sector Review Report (PSMRR) of 1993. Both reports urged government to undertake institutional and managerial reforms which would enable the civil service to respond effectively to prevailing problems. There was need to clarify the scope and role of government in society and to improve the machinery for policy analysis, personnel and financial management including remuneration.

5. LOCAL GOVERNMENT

In the area of local administration a dual system of devolution and deconcentration operated side by side. Local government operated under a 1966 law which in spite of several amendments was finding it difficult to cope with the developmental needs of the 80's and early 90's. A weak and narrow revenue base, chronic shortage of trained and qualified staff, structural inadequacies all combined to impair performance. The field agencies of the central government were also seriously constrained due to their central orientation which left little room for innovation and initiative. The diffusion of functions at the central government level also resulted in weaknesses in co-ordination, unity of direction as well as bureaucratic rivalries and turf protection. Between 1991/93 with the assistance of bilateral and multilateral agencies the government drafted a new Local Government act and with the assistance of the World Bank set about reforming and restructuring its local government and System. The UNDP also provided support for a new system of Field Administration.

6. IMPACT OF AAPAM ACTIVITIES

The reform of the civil service was slow and was carried out in a peace-meal manner. This to a certain extent reflected the political climate of the time which did not encourage radical changes, but preferred a slow approach. By the early 90's however a wind of change began to sweep across the country and the population began to clamour for more and improved services. Some of the

senior officials of government including the secretaries for Personnel Management and Local Government were frequent participants at AAPAM Roundtables and Seminars and were able to use their offices to promote reforms and changes in public institutions.

The Principal Secretary who was responsible for Local Government in the late 80's and early 90's and who was also a strong AAPAM supporter was able to use his offices to invite AAPAM to hold a senior policy seminar on strengthening Local Governance in Africa in October 1991. This seminar was attended by senior officials from Zimbabwe, Nigeria, Kenya, Tanzania, Uganda and Botswana. One of the key issues discussed was the financing of local government. The seminar recommended among other things that:

" A formula for the sharing of resources between the central and local governments should be constitutionally guaranteed."

It is indeed encouraging that provision has been made in the new Constitution of Malawi that calls on government to make adequate financial allocation for the sustenance of Local Government. Admittedly it falls just short of the Nigeria situation from which the Malawi participants were able to benefit as a result of the seminar but nevertheless it is a significant development. The Malawi participants were also exposed at first hand to the Kenyan District Focus Programme which Malawi is now trying to implement in a modified form.

ANNEX B

COUNTRY ASSESSMENT SURVEY

TANZANIA

1 INTRODUCTION

Tanzania has the singular distinction of being the venue for the first Inter-African Public Administration Seminar which was held in Dar-es-Salaam in June 1962. Since then Tanzania has been a consistent and strong supporter of the association financially and in terms of professional inputs. It was also the venue for the 1992 Roundtable on Managing Science and Technology in Africa as well as some senior level policy seminars and is the centre for four AAPAM research projects i.e. Administrative Responses to the Economic Crisis in Africa, Public Enterprises Privatization and Entrepreneurship in Africa, Women in Top Management in Africa, Ethics and Accountability.

2. THE ECONOMY

Like other sister African countries, Tanzania had its full share of Africa's socio-economic problems during the 80's and early 90's. The economy was under great stress including low and negative growth rates, balance of payment deficits, high rates of inflation, high cost of living and widespread poverty especially in the rural areas. The Tables below speak for themselves.

GDP and Per Capital Income (PCI) 1976 - 1986 at 1976 prices

Year	1976	1982	1983	1984	1985	1986
GDP in million of shilling	21,652	24,104	23,472	23,930	24,561	25,458
PCI in shillings	1,328	1,255	1,185	1,167	1,159	1,164

Source: Annual Economic Review - 1986 (Dar-es Salaam: Government Printer, 1987)

TABLE B

Tanzania's External Trade 1980-85

Period	1980	1981	1982	1983	1984	1985
Exports	4165.9	4807.4	4028.6	4270.1	4354.8	4265.9
Imports	10307.9	10047.2	8595.6	8876.5	9652.8	15287.2
Balance	-6132.2	-5239.8	-4567	-4605.4	-5297.9	-11021.9

Source: Bank of Tanzania, Economic Operations Reports, June 1986, Dar-es-Salaam. Table 21

Table C
Economic Growth in Different Sectors 1983-1986)
(at 1976 Prices: in millions of shillings)

Sector	1983	1984	1985	1986
Agriculture Forestry etc	9,597	9,463	9,788	10,045
Mining	174	176	163	160
Industry	2,103	2,159	2,075	1,935
Energy & Water	413	439	461	523
Construction	549	629	577	572
Commerce & Trade	2,612	2,640	2,662	2,669
Transport, Storage & Communication	1,473	1,703	1,848	1,887
Money and Banking	2,817	2,920	2,993	3,037
Public Administration	4,450	4,555	4,761	5,394
Less Bank Charges	716	754	767	772
Total	23,472	23,930	24,511	25,486

Source: Annual Economic Review 1986. Dar-es-Salaam Government Printer

3. LOCAL GOVERNMENT REFORM

As a result of mounting economic problems the government embarked on a number of measures to redress the situation. One such initiative was the creation of viable structures to facilitate development at the local level. Since independence government had made several attempts to restructure its system of local administration with a view to increasing local participation in grass roots decision making, facilitating co-ordination and minimizing duplication. Operational problems emanating from the 1972 / Decentralization Act had slowly resulted in a virtual run down of the economy and seriously disrupted the provision of social services in both urban and rural areas. A new Local Government Act was accordingly promulgated in 1982 which integrated all development activity under the management of the District Council, the direct election of Councillors and their Chairmen and the making of all decisions that relate to finance by the Council and its committees. However, serious problems still remained in terms of investment planning and implementation, service delivery and maintenance, revenue generation and management. By the early 90's Tanzania was co-operating with the World Bank and other donor agencies

to undertake further studies to improve the performance of its local government system focusing on delivery of social services, improvements in primary education, financial management, manpower development, urban engineering, drainage and road improvements.

4. THE PUBLIC SERVICES

Another major intervention to improve economic management was focussed on the civil service. A significant development in the post independence years was the politicization of the civil service. Hitherto the bureaucracy wielded enormous powers and the curbing of this power became a major objective of government. The first step in this direction was changing some civil service positions into political roles. The second strategy involved amending the General Orders to enable those civil servants who wished to join TANU to do so. Career civil servants were also eligible for appointment to political positions. As a result of these measures the bureaucracy lost its traditional initiative and became demoralized; the new system bred inefficiency as top civil servants decided to play it safe and avoided involvement in decision making. Pressure began to mount for a return to the colonial concept of neutrality and the need for professionalisation.

Several attempts were made in the early 80's to improve the management and performance of the civil service in response to the deteriorating economic situation. In 1981/82 the government embarked on three World Bank sponsored programmes i.e. the National Economic Survival Programme (NESP), the Structural Adjustment Programme (SAP) and the Economic Recovery Programme (ERP). These programmes were focussed on the parastatal and financial sectors, taxation as well as macro-economic management reforms. Later the Kisumu Commission was appointed to enquire into the civil service and recommended among other things that the bureaucracy was too large and that workers who were superfluous due to over manning be retrenched. According to the 1989 census there were 301,857 civil servants. About 27,291 government employees were retrenched in 1985 but surprisingly a good number found their way back into the service due to the then loose system of employment.

The work of the Kisumu Commission did not lead to any significant changes in terms of realignment of functions, staff deployment, streamlining of structures and management systems. Accordingly in 1989 the government in collaboration with the World Bank carried out a joint study known as the Public Expenditure Review (PER); it revealed that the government was facing a public expenditure crisis and recommended substantial staff reductions. In the same year the government also requested the UNDP to look into constraints affecting civil service performance focusing on its size, capacity related problems, management and work procedures.

5. THE PARASTATAL SECTOR

As a result of its socialist orientation Tanzania had a large parastatal sector. In

1984 it had 460 public enterprises but the number had dropped to 197 in 1988. According to the World Bank Development indicators the annual average number of parastatals between 1980 and 1985 was 432. Like in many other African countries the performance of this sector was poor and considerable resources were expended to maintain public enterprises as going concern.

Public enterprises share of external debt outstanding between 1980 and 1985 stood at 12.5%. The Hamad Commission was appointed to review parastatals. It recommended a contraction of the sector through the liquidation of loss making enterprises and merger of others with related functions. In 1993 the government signed an agreement with the World Bank to start a project known as the Parastatal and Public Sector Reform Project (PPRP) with an IDA credit of \$34.9 million to undertake a reform of the sector.

6. IMPACT OF AAPAM ACTIVITIES

Any impact made by AAPAM in Tanzania in the resolution of the governance crisis has been due largely to the position held by several of its members in the government hierarchy. For instance the Head of the Civil service during the period under review was a veteran member of the association and a regular participant at its roundtables. He later became the Chairman of the Public Service Commission and played a key role in influencing the course of the various reform programmes. The Secretary General of AAPAM from 1987 to 1992 was previously head of the Department of Public Administration at the University of Dar-es-Salaam and used his position to infuse AAPAM ideals in various teaching programmes. He is also the author of a number of publications on Public Administration which were used both by the University in teaching and in shaping government opinion on the reforms. The current Executive Chairman of the Civil service Reform Programme Secretariat has been an active member of AAPAM since 1988 and he also used the knowledge gained from AAPAM roundtables and senior policy seminars to influence government policy on reforms. Tanzania has a local chapter of AAPAM called the Tanzania Association of Development Administration and Management (TADAM). Though not very active it meets from time to time to articulate ideas on the crisis and address the press about the goals and objectives of AAPAM.

ANNEX C

LIST OF PERSONS INTERVIEWED

AAPAM SECRETARIAT NAIROBI

1. Professor Ali Yahaya Secretary General
2. Mr. O.A. Wafula Programme Officer
3. Mr. A. Kidane Accountant

TANZANIA

4. Mr. D. Ntukamazina Executive Chairman Civil Service Reform Programme Secretariat
5. Mr. H. Madoffe Director Institute of Finance Management Dar-es-Salaam
6. Mr. C. Magege Director of Personnel, Tanzania Electricity Supply Co. Dar-es-Salaam
7. Prof. S. Mushi Head Department of Political Science, University of Dar-es-Salaam

MALAWI

8. Mr. A.M. Mkoko Controller of Management Services, Department of Human Resources Management O.P.C., Lilongwe
9. Mr. D.C.W. Kambauwa Principal Secretary, Ministry of Environment
10. Dr. Mawindo Controller of Statutory Corporations, Lilongwe
11. Mr. Z.D. Chikosi Deputy Controller of Statutory Corporations, Lilongwe
12. Mr. B.S. Phangaphanga Principal Secretary, Ministry of Local Government, Lilongwe
13. Mr. P.R. Lungu Commissioner for Local Government, Lilongwe
14. Mr. M.A. Banda Director of Investments Press Corporation, Blantyre
15. Mr. B.M. Phiri Human Resources Manager, UNITRANS, Blantyre
16. Mr. J. Mataya Manager, Malawi Chamber of Commerce.