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Republic of Ghana



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German Technical
Cooperation



Sector Network
Rural Development

Sector Wide Approaches: Do They Really Help The Poor?

Proceedings of a Regional Forum

13 to 16 November 2001

Accra, Ghana



E. Benson-von der Ohe

W. von der Ohe

Abbreviations

ASIP	Agricultural Sector Investment Programme
CIDA	Canadian International Development Agency
CSO	civil society organisation
CSRP	Zambian Civil Society for Poverty Reduction
DfID	Department for International Development (United Kingdom)
DIE	Deutsches Institut für Entwicklungspolitik (German Development Institute - GDI)
FAO	Food and Agriculture Organization of the United Nations
FASDEP	Ghana's food and agriculture sector development framework
GPRS	Ghana's Poverty Reduction Strategy
GTZ	German Technical Cooperation Agency
HIPC	Heavily Indebted Poor Country
IDP	integrated development project
IFAD	International Fund for Agricultural Development
INGO	international non-governmental organisation
IMF	International Monetary Fund
KfW	German financial cooperation agency
KEPIM	Kenya Participatory Impact Monitoring
M&E	monitoring and evaluation
MTDP	Medium Term Development Plan
MTEF	Medium Term Expenditure Framework
NGO	non-governmental organisation
ODI	Overseas Development Institute
Oxfam	a British INGO

PAPSCA	Uganda's Programme for the Alleviation of Poverty and Social Costs of Adjustment
PEAP	Uganda's Poverty Eradication Action Plan, equivalent to a PRSP
PMA	Uganda's Plan for Modernisation of Agriculture
PPP	public-private partnership
PRA	Participatory Rapid Appraisal
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
SADC	Southern Africa Development Community
SIDA	Swedish International Development Agency
SIP	sector investment programme
SP	sector programme
SPA	Strategic Partnership with Africa
SPAS	Social Policy Advisory Services, a GTZ project in Kenya
SNRD	Sector Network for Rural Development
SWAP	sector wide approach
UDN	Uganda Debt Network, an NGO
WB	World Bank
WG	working group

Contents

Abbreviations

Introduction

I.	OPENING OF THE WORKSHOP	1
	<i>Chair of Day 1: Levina Owusu, Ghana</i>	
A.	WELCOME BY THE DIRECTOR, REGIONAL DEPARTMENT AFRICA, GTZ, GERMANY	1
	<i>Peter Conze</i>	
B.	OPENING ADDRESS BY THE MINISTER FOR FOOD AND AGRICULTURE, REPUBLIC OF GHANA	1
	<i>The Hon. Major (rtd) Courage Quashigah</i>	
II.	STATE OF THE ART	3
A.	THE STATE OF THE ART OF SWAPs AND LESSONS LEARNED SO FAR	3
	<i>Stephen Jones, Oxford Policy Management, Oxford, UK</i>	
B.	EXPERIENCES WITH PRSPs FROM THE PERSPECTIVE OF A BILATERAL DONOR	3
	<i>Renate Kirsch, Strategic Partnership with Africa, GTZ, Eschborn, Germany</i>	
C.	THE SCOPE FOR PRO-POOR GROWTH STRATEGIES	4
	<i>Uwe Otzen, German Development Institute, Bonn</i>	
D.	SECTOR PROGRAMMES AND PRSP IMPLEMENTATION: CHANCES AND CHALLENGES	4
	<i>Carla Berke, Kreditanstalt für Wiederaufbau (KfW), Frankfurt</i>	
E.	DISCUSSION ON PRO-POOR STRATEGIES AND CHANCES & CHALLENGES OF SWAPs/PRSP	7
	<i>Audience questions to Otzen and Berke</i>	
F.	COUNTRY PRESENTATIONS.....	8
III.	THE ROLE OF CIVIL SOCIETY IN NATIONAL REFORM AND DEVELOPMENT STRATEGIES	10
	<i>Chair of Day 2: Collins Nkatiko, Zambia</i>	
A.	CIVIL SOCIETY AND AGRICULTURAL REFORM: COMPLEMENTARY EFFORTS UNDER POVERTY REDUCTION AND SECTOR PROGRAMMES IN ZAMBIA	10
	<i>Anthony Mwanaumo, ASIP Consultative Forum, Lusaka, Zambia</i>	
B.	EXPERIENCES OF THE ZAMBIAN CIVIL SOCIETY FOR POVERTY REDUCTION (CSPR) PROGRAMME	10
	<i>Kasote Singogo, Zambia Investment Centre, Zambia</i>	
C.	DISCUSSION ON CIVIL SOCIETY AND POVERTY REDUCTION IN ZAMBIA	11
	<i>Audience questions to Mwanaumo and Singogo</i>	
D.	CIVIL SOCIETY OWNERSHIP OF UGANDA'S POVERTY ERADICATION ACTION PLAN (PEAP)	12
	<i>Kevin Akoyi Makokha, Civil Society Task Force for the review of the Poverty Eradication Action Plan, Uganda</i>	
E.	KENYA'S PARTICIPATORY IMPACT MONITORING OF THE PRSP	14
	<i>Stephen Wainaina & Leonard Obidha, Ministry of Finance and Planning, Kenya</i>	

F.	DISCUSSION ON INVOLVEMENT OF CIVIL SOCIETY IN PRSPs AND PARTICIPATORY APPROACHES IN EAST AFRICA.....	15
	<i>Audience questions to Makokha and Wainaina & Obidha</i>	
G.	ACKNOWLEDGING WINNERS AND LOSERS AS PART OF PROGRAMME DESIGN.....	17
	<i>Désirée Dietvorst, Consultant, Frankfurt, Germany</i>	
H.	DISCUSSION ON WINNERS & LOSERS	18
	<i>Audience questions to Dietvorst</i>	
I.	THE WORLD BANK'S POSITION ON SIPs, SWAPs AND PRSP	18
	<i>Plenary session with Peter Harrold, World Bank, Ghana</i>	
J.	PREPARATION FOR WORKING SESSION 'THE ROLE OF CIVIL SOCIETY IN NATIONAL REFORM AND DEVELOPMENT STRATEGIES'	23
K.	WORKING SESSIONS ON 'THE ROLE OF CIVIL SOCIETY IN NATIONAL REFORM AND DEVELOPMENT STRATEGIES' AND 'WINNERS AND LOSERS: THE ROLE OF CIVIL SOCIETY IN NATIONAL REFORM AND DEVELOPMENT STRATEGIES'	24
	<i>WG 1. What is the role of civil society (commercial / for-profit sector) in national strategies?</i>	<i>24</i>
	<i>WG 2. What is the role of civil society (non-commercial sector) in national strategies?</i>	<i>26</i>
	<i>WG 3. Winners and Losers in SWAPs: How have we helped the poor? (programme impact).....</i>	<i>27</i>
	<i>WG 4. Winners and Losers in SWAPs: How to help the poor? (programme design)</i>	<i>29</i>
IV.	INTEGRATING REGIONAL PRIORITIES INTO NATIONAL REFORM AND DEVELOPMENT STRATEGIES.....	33
	<i>Chair of Day 3: Kevin Makokha, Uganda</i>	
A.	INTEGRATING REGIONAL PRIORITIES IN GHANA'S HEALTH SECTOR PROGRAMME	34
	<i>S. K. Akor, Ministry of Health, Ghana</i>	
B.	DISCUSSION OF REGIONAL PRIORITIES IN A HEALTH SWAP IN GHANA.....	34
	<i>Audience questions to Akor</i>	
C.	THE MANAGEMENT OF LOCAL NON-SECTORAL GRANTS UNDER UGANDA'S PLAN FOR THE MODERNISATION OF AGRICULTURE (PMA)	35
	<i>Peter Ngategize, Ministry of Finance, Planning & Economic Development, Uganda</i>	
D.	THE ROLE OF LOCAL GOVERNMENT IN INTEGRATING REGIONAL PRIORITIES INTO NATIONAL STRATEGIES: EXPERIENCES FROM GHANA.....	36
	<i>Reinhard Trenkle, GTZ/MOFA, Ghana</i>	
E.	ROUNDTABLE DISCUSSION OF PRSP EXPERIENCES	37
	<i>Peter Ngategize (Uganda), Ian Kumwende (Malawi), Prof. Amah Akor (Ghana), Waweru Kamau (Kenya) & Kevin Makokha (Chair – Uganda)</i>	
V.	NEXT STEPS.....	42
	<i>Chair of Day 4: Hon. Dep. Minister, Dr. Abdel Majeed Haroun</i>	
A.	ADDRESSING RURAL POVERTY: A REGIONAL PERSPECTIVE.....	42
	<i>Albert Engel, GTZ, Eschborn, Germany</i>	
B.	WORKING SESSIONS ON 'INTEGRATING REGIONAL PRIORITIES IN NATIONAL REFORM AND DEVELOPMENT STRATEGIES' AND 'MEASURING POVERTY AND PROGRAMME IMPACT'	42
	<i>WG 1. Integrating regional priorities: How can capacity constraints at decentralised level be overcome? What is a realistic approach to capacity building?</i>	<i>44</i>
	<i>WG 2. Integrating regional priorities: Has decentralisation led to poverty reduction? What determines poverty impact? What have we learned, what can be improved?</i>	<i>46</i>
	<i>WG 3. Measuring poverty: Why do we need a common understanding of poverty? How can it be achieved?</i>	<i>48</i>

	<i>WG 4. Measuring programme impact: How can we identify and track poverty-related outcome indicators?</i>	<i>49</i>
C.	THE WAY FORWARD.....	51
	<i>Moderator: Werner von der Ohe, GTZ-Kenya, Speaker of WG-SIP/SWAP in SNRD</i>	
D.	CLOSING CEREMONY	53
E.	EVALUATION OF THE FORUM	54
F.	FIELD TRIPS TO TWO DISTRICT ASSEMBLIES (GHANA'S DECENTRALISATION EXPERIENCE)	56
	<i>Organisers: Lena Otoo & Johann Hesse</i>	

ANNEXES 57

Annex A.	<i>Workshop programme</i>
Annex B.	<i>List of participants</i>
Annex C.	<i>Brochure announcing the forum</i>
Annex D.	<i>Minutes: East African sub-regional preparatory meeting</i>
Annex E.	<i>Opening speeches</i>
Annex F.	<i>Country reports on the status of sector programmes & PRSPs</i>
Annex G.	<i>Presentations by resource persons</i>
Annex H.	<i>Presentations prepared but not given due to time constraints</i>
Annex I.	<i>Participants' evaluations: detailed results</i>
Annex J.	<i>Certificate of participation</i>
Annex K.	<i>Literature displayed during the Forum</i>

Introduction

Sector wide approaches (sector programs, sector investment programs, etc.) have been a major focus of development efforts in Africa. Over the past five years, they have been widely adopted as promising tools for financing and managing of development initiatives in health, education, transport, and the agricultural sector in many countries. Currently, more than 78 sector-wide programs are being implemented, of which 67 are based in Africa.

Africa suffers from an extremely high incidence of poverty. When the World Bank and the International Monetary Fund started the debt relief initiative, which is commonly known as 'Heavily Indebted Poor Country' (HIPC) initiative, the reduction of poverty became the main focus of development programs. Since clear strategies to fight poverty became conditionality for debt relief under HIPC, many African countries started to prepare **Poverty Reduction Strategy Papers (PRSP)**. Up to now, 35 Interim PRSPs have been developed, of which 20 are in African countries, and four "full" PRSPs have been drafted and are being prepared for implementation.

SWAPs and poverty reduction

As decision makers are now looking for **appropriate implementation tools** for such strategies, sector-wide approaches (SWAPs) are seen as the obvious choice. Sector programs are considered the pillars for the implementation of poverty reduction strategies. However, while considerable experience has been gained in the preparation and gradual implementation of sector programs, little experience has been gained about **how** sector-wide approaches can actually benefit the poor.

Assessing the direct impact on poverty was therefore at the centre of the future debate on sector programs and was the key topic of this year's regional forum held in Ghana in November 2001.

Key Issues the Forum aimed to address

This year's Forum focused on the impact of sector wide approaches on poverty, including such issues as

- How can the poor make their voices heard?
- What is the scope for pro-poor growth strategies?
- What are the means to unlock the potential of the poor?
- How can we trace the poverty impact of sector programs?
- Are different strategies needed to reach the rural vs. the urban poor?
- What combination of "pillars" (sectoral SWAPs) is essential to achieving poverty-reducing effects?
- How can SWAPs ensure that benefits actually trickle-down to the poor?

Regional fora

This Forum was part of an ongoing series of annual meetings on sector wide approaches in the African region, primarily but not entirely Sub-Saharan Africa. Such Fora seek to:

- provide a platform for the exchange of experiences among practitioners

- enable a structured discussion and analysis of key areas of constraint as identified by participants
- compile relevant information for dissemination to practitioners
- provide a regional perspective as a counterweight to other international debate-platforms, which tend to be largely donor-dominated and not specific to Africa.

The regional fora are always aimed at *implementers* of sector programs and planners of PRSPs, national coordinators and staff responsible for the elaboration of PRSPs, civil society organisations, and *practitioners* from development organisations. This contrasts with many international meetings, which target national policy makers who set the broad outlines but are not involved with detailed planning or implementation.

The regional forum was organised by:

- **Sector Network Rural Development (SNRD)**, an initiative of **German Technical Cooperation (GTZ)**. This was the sixth workshop on sector wide approaches initiated by SNRD's SIP Working Group. SNRD has initiated and supported various regional events and brought together decision makers on sector wide approaches since 1997.
- The partner and co-organiser for this year's Forum was the **Ministry for Food & Agriculture of the Republic of Ghana**. Special thanks go to Johann Hesse, Lena Otoo and their colleagues who so ably handled the local arrangements.

Major funding was provided by

- the **International Fund for Agricultural Development (IFAD)**, without whose generous support this year's Forum would not have been possible.

There were around 75 participants (see Annex B), compared to ca. 50 in the previous year. They represented 14 African countries – Cameroon, Egypt, Gambia, Ghana, Kenya, Malawi, Mozambique, Namibia, Nigeria, Sierra Leone, South-Africa, Tanzania, Uganda, Zambia, and Zimbabwe – up from 11 in 2000 and 7 countries in 1999.

This volume summarizes the content of what was presented and discussed. We hope it will prove useful to the participants and also to others involved in making sector wide approaches successful tools for development and poverty reduction in their countries.

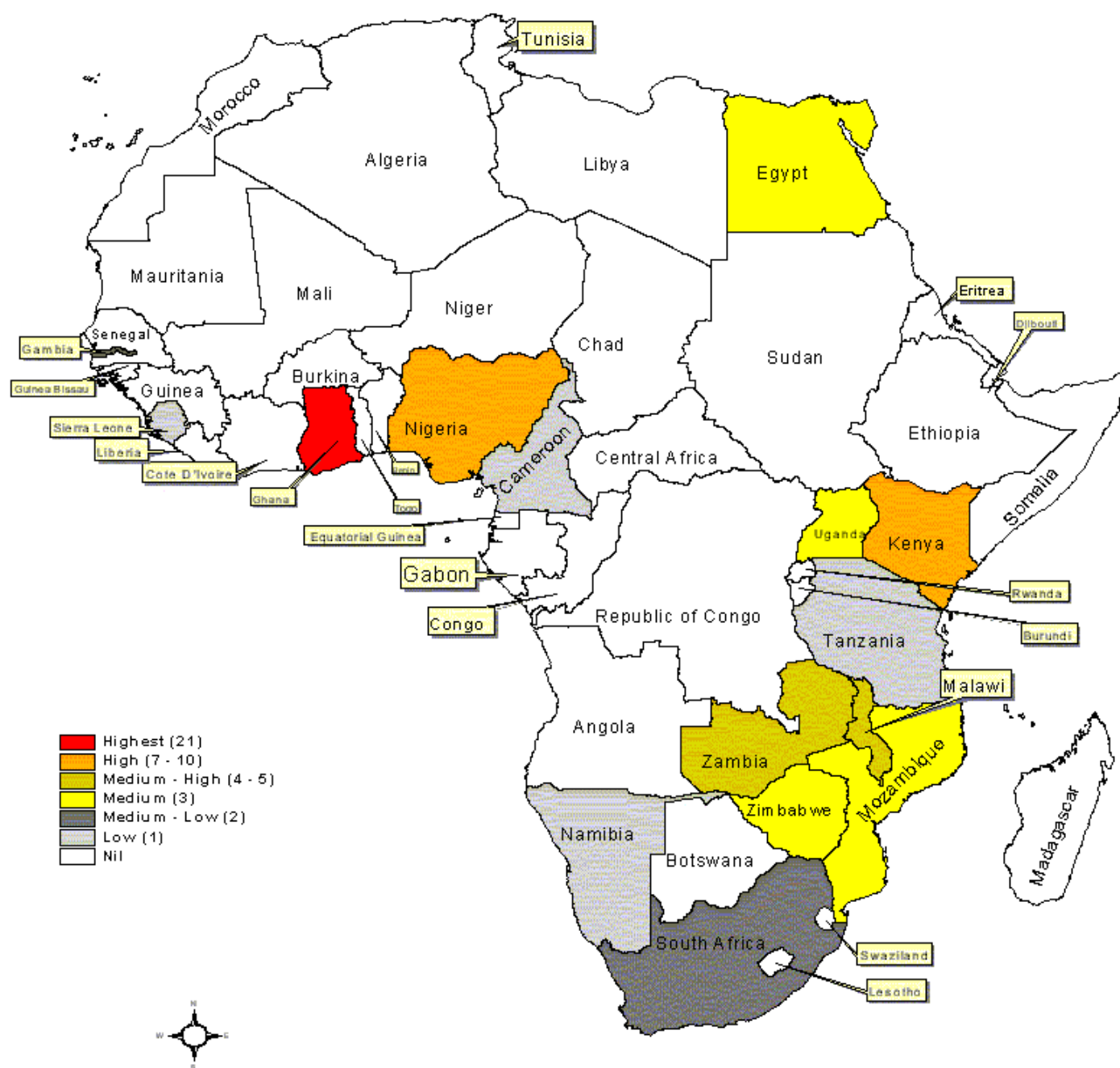
Werner von der Ohe and Désirée Dietvorst
Co-facilitators of the Forum

Daniel Inkoom
Forum Moderator

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SIP/SWAP Forum 2001: Participation by Country



0 2000 Kilometers

KASIM

Kenya Agricultural Sector Information Management





I. Opening of the workshop

Chair of Day 1: Levina Owusu, Ghana

A. Welcome by the Director, Regional Department Africa, GTZ, Germany

Peter Conze

After warmly welcoming the participants, Mr. Conze called their attention to the challenging subtitle of this year's forum about SWAPs – *do they really help the poor?* – and expressed the hope that it may deliver a verdict on the poverty focus of Sector Wide Approaches (SWAPs).

Sector Investment Programmes (SIPs) and other forms of SWAPs began emerging in the mid-1990s. SWAPs are mechanisms for change, better coordination, and more effective resource use. They have brought improvements (e.g. less fragmentation) but often have lacked a focus on poverty. Now, poverty has taken centre-stage in all development efforts. A key question of current concern is whether and how sector programs and Poverty Reduction Strategy Papers (PRSPs) can mutually reinforce each other.

He noted that, since 1997, SNRD has organised five regional fora on sector programs, sponsored by GTZ with co-sponsoring by other donors. Thus far, more than 280 people have attended and an ongoing regional dialogue has been established. He stressed that GTZ has and will continue to strongly support regional sector networks such as SNRD. Together with the International Fund for Agriculture (IFAD), GTZ gladly supports this Forum.

We can expect that the Forum will make a meaningful contribution to the performance of sector programs and to the overall poverty debate. [For the entire text of his welcome, see Annex E.]

B. Opening address by the Minister for Food and Agriculture, Republic of Ghana

The Hon. Major (rtd) Courage Quashigah

The Honourable Minister welcomed the participants from 14 African countries and thanked GTZ, IFAD and the development partners of SIDA, CIDA, DfID, FAO and the World Bank for their facilitation of this most important Regional Forum.

He stressed that sector wide approaches should be evaluated according to whether *and* how they have an impact on alleviating poverty. Since structural adjustment and its associated investments could show little if any poverty-

reduction results, the reasons for this lack of success need to be scrutinised to avoid repeating mistakes and to overcome known obstacles. While some reasons, e.g. deterioration in the terms of trade, may not be on the agenda for this Regional Forum, other reasons certainly should be – namely the almost exclusive focus on the public sector with the subsequent neglect of productive activities, and the administrative handling of investments in discrete projects without embedding them into sector wide programmes addressing national priorities.

The central question for this Regional Forum, therefore, is whether and how a sustainable impact in poverty reduction can be achieved. If two heads are better than one, surely more than 75 heads can achieve great things during this Forum! It is essential that African implementers of sector wide approaches learn from each other and share their experiences.

The Hon. Minister praised the unique opportunities for such fruitful exchanges, welcomed the participants to the beautiful country of Ghana and declared this Regional Forum officially opened. [For the entire text of his address, see Annex E.]



Left: The Hon. Minister (2nd from left) and Mr. Conze (right) during the Opening Ceremony, together with Ms. Levina Owusu, Chair of Day 1, and co-facilitator Prof. von der Ohe



Co-facilitator Désiré Dietvorst (above right) and participants listen attentively as Peter Conze welcomes them to the 2001 Regional Forum.

II. State of the art

A. The state of the art of SWAPs and lessons learned so far

Stephen Jones, Oxford Policy Management, Oxford, UK

Sector Approaches and Poverty: Overview and Lessons

The presentation distinguished two types of agendas that have been embodied in Sector Wide Approaches. The first is a “top-down” agenda, focusing on improving the management of public expenditure, the consistency of expenditure programmes with sector policy and the simplifying of management of donor programmes to reduce transactions costs. The “bottom-up” agenda aims at making government policies more poverty focused, including decentralising decision-making and making it more participatory. The PRSP process emphasises the bottom-up agenda. The challenge can be seen as one of integrating the two agendas. In practice this runs the risk of “process overload” and threats to ownership, and requires a recognition that the issues at stake are political, not just technical. Some elements of the top-down approach are, however, necessary for achieving improved public expenditure effectiveness, while success with the bottom-up agenda is required to maximise poverty impact.

SPA tracking suggests that SWAPs in Africa have made progress in improving the clarity of sector priorities, stakeholder involvement and the quality of dialogue between donors and governments. Progress is much slower in implementation and budget management, especially at decentralised levels. Common basket and budget support instruments remain very limited. Evidence on SWAPs and poverty is mixed – the PRSP process has strengthened the poverty focus of some sector programmes (such as agriculture in Bolivia, health in Bangladesh and Ghana). But even in favourable cases, the weak capacity at local government level is a frequent constraint. [See Annex G-1 for the complete presentation.]

B. Experiences with PRSPs from the perspective of a bilateral donor

Renate Kirsch, Strategic Partnership with Africa, GTZ, Eschborn, Germany

For the last two years, countries that are interested in and qualified for obtaining debt relief under the Highly Indebted Poor Country 2 Initiative (HIPC) have been asked to develop a POVERTY REDUCTION STRATEGY PAPER (PRSP). The strategy should assist national governments and all other stakeholders, including donors, to orient their policies and programmes more strongly towards poverty reduction, aiming to achieve the international development goal of halving Global Poverty by the year 2015. The International Financial Institutions (World Bank and IMF) predetermined a set of four principles, a policy cycle and the main actors to be involved in how these PRSPs shall be developed. These basic elements were presented and it was discussed whether this approach is a new paradigm for development or simply old wine in new bottles. [For the complete presentation, see Annex G-2.]

A comparative analysis of already existing 'Full PRSPs' in Africa presents the state of the art in respect to process and content of PRSP and opens the discussions by presenting a range of critical issues on both topics. [See Annex G-2 for the complete presentation.]

C. The scope for pro-poor growth strategies

Uwe Otzen, German Development Institute, Bonn

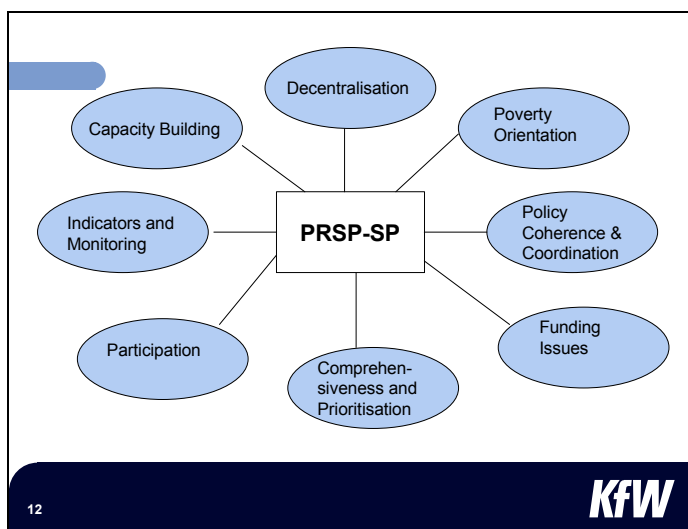
Agricultural Based Growth, Poverty Reduction and Decentralization

In sub-Saharan Africa, 70 percent of poor people live in rural areas. For decades, economic policies that neglected agricultural development coupled with weak agricultural support institutions have led to a rural economy that is underproductive, undercapitalised and barely able to compete internationally. Reform and integration of agriculture into the value-added chains of African agricultural nations must be given development priority if Africa is to be able to feed its people, become internationally competitive and make a substantial sectoral contribution to poverty reduction. [His complete paper can be found in Annex G-3.]

D. Sector programmes and PRSP implementation: chances and challenges

Carla Berke, Kreditanstalt für Wiederaufbau (KfW), Frankfurt

Carla Berke developed and elaborated on a conceptual 'checklist' that links SIPs/SWAPs to PRSP:



Noting that budgets (e.g. MTEF) are an important link between PRSP and SIPs/SWAPs, she suggested to use sector-programme experiences in the PRSP process. Fora such as this Regional Forum are useful to assemble information about how countries try to solve the issue of policy coherence and coordination between the ministry responsible

for PRSP (usually Treasury) and sector line-ministries. [Her complete presentation is found in Annex G-4. It draws upon a paper by Hesselbarth, included in the supplementary documents on the accompanying CD-ROM.]

The following list of Chances and Challenges was proposed to gather this information:

Summary of Chances and Challenges (Issues)

Issue 1: Poverty orientation

- Chance: new political imperative of poverty reduction leads to improved poverty orientation of Sector Programs (SP)
 - higher demand orientation
 - improved poverty analysis etc.
- Challenge: finding a common definition of poverty

Issue 2: Policy Coherence and Coordination

- Chance: better intersectoral coordination and coherence between SP and PRSP, building up national mechanism for coordination
- Challenge: Sector Ministry not always interested to get on board (desire to keep autonomy, direct contacts to donors, own agenda), how to develop in-built incentives
- Challenge: avoid that PRSP overrules existing sector initiatives, ownership for sector reforms at risk
- Challenge: avoid to duplicate coordination structures

Issue 3: Funding Issues

- Chance: Costing of sectoral expenditures fully integrated into overall expenditure framework and therefore poverty oriented budgets
- Chance: MTEF delivers information on future budgets and budget constraints (secure expectations)
- Challenge: integration of all donor funding in national budgets (at least as information), if not risk of double financing and differing sectoral approaches between Finance Ministry and Line Ministries

Issue 4: Prioritisation and Comprehensiveness

- Chance: clearer priorities between sectors,
- Challenge: What are the consequences for sector programmes in non-priority sectors of PRSP
- Chance: clearer definition of priority areas within one sector

Issue 5: Participation

- Chance: good complementarity and division of labour between SP and PRSP
- Chance: learn from participation experiences in SP (tentative guidelines on participation of SP)

- Challenge: need for harmonisation especially at the local level
- Challenge: avoid parallel structures (doubling committees) in the process of institutionalisation

Issue 6: Indicators and Monitoring

- Chance: co-ordinated monitoring system with building blocks for PRSP and SP
- Chance: learn from SP experiences in setting indicators, conducting joint review missions etc.
- Chance: PRSP-process leads to improved data basis
- Challenge: coordinated set of indicators, harmonise data requirements, find a clear division of labour in collecting, forwarding and monitoring the data.

Issue 7: Capacity Building

- Chance: joint assessment of implementation capacities
- Challenge: keep ownership without overstretching capacities
- Chance: coordinated reforms of staffing and incentive structure for SP at decentralised level

Issue 8: Decentralisation

- Challenge: both PRSP and SP are centralised approaches (esp. planning and budgeting)
- Chance: PRSP-process may lead to higher competencies for local authorities (Bolivia)
- Chance: Setting national norms and standards through PRSP and SP but decision for resource allocation and accountability with local authorities

E. Discussion on pro-poor strategies and chances & challenges of SWAPs/PRSP

Audience questions to Otzen and Berke

? There is the need to have strong instruments for accountability, information sharing, coalitions and alliances. Accountability should be global. The World Bank and other donors should also be accountable.

A Participation, accountability, transparency are all vital for development and all these can be achieved through decentralisation. (Otzen)

? In connection with the link between agriculture and infrastructure: In some presentations, there was emphasis on linking consumers to producing areas. This leaves the low-producing areas out. How does the PRSP, being pro-poor, reach out to these low-producing areas?

A Efforts have to be made in development of appropriate programmes with PRSP as it evolves to tackle the issues of the low-producing areas. Civil society and public sector have to play a greater role in these areas, since they are not attractive to the profit-motivated private sector.

? PRSP came as a conditionality. It is a grey area. Is there any institutional set-up for the PRSP?

A There will be the need to institutionalise PRSP since it's not just one paper but a continuous process.

? The amount of money and investment in agriculture raises a lot of debate. Why is the performance still low?

A A lot of allocations earmarked for agriculture have been used for other purposes and approaches. We spend much on institutional and capacity development instead of giving the money directly to the producing sector.

? The first presentation suggests that decentralisation is the solution to the problem. Is that true?

A Well, it's true that decentralisation is not the only solution, but without decentralisation all sector developments will not materialise. Without decentralisation, we will not achieve much. The level of decentralisation, however, should depend on the population of the country.

? Agriculture has been the global focus for decades. Food security, poverty reduction are all linked to agriculture. Why then is it that, with all these efforts, agriculture development is still low.

A Resources have not been effectively channelled to the productive sector. Depressed world market prices for African agricultural products have also contributed to low performance of agriculture.

? During the second presentation on the relationship between PRSP and SIP, precisely on policy coherence, it was said that PRSP has the tendency of dominance and is likely to damage the SIPs. How does this idea link to coordination? Does PRSP conflict with SIPs, rather than moving together [with them]?

A There is the need to draw a balance between the two. If the PRSP is too strong, it imposes on all activities of the sector. However, if it is too weak, it may not achieve its objectives. There is the need to have a balance.

► With regards to pro-poor strategies, there must be something like pro-poor expenditure.

► With the numerous ideas on how to improve agriculture and the huge amount of money invested in agriculture, there seems to be no progress. There must be other issues contributing to its decline that we have to find out.

► In addition to fiscal, political and institutional decentralisation, there is the need for people to change their cultural attitude.

► Zambia is eligible for the African Growth Opportunity Act, yet the procedure to get goods to the American market is very difficult.

A I agree to this, [and] that markets in Europe have not been open for all either. This, however, has to be addressed at Doha in the World Trade Organisation forum (Nov. 2001).

F. Country presentations

Following Ms. Berke's presentation (and having received her list of "Chances and Challenges" ahead of time), a representative of each participating country was asked to give a short presentation of the situation in their countries with respect to the presence and status of SWAPs and PRSPs.

The purposes of these country reports on the first day of the Regional Forum were to give the audience a

- survey of the scope and depth of SIP/SWAP and PRSP experiences across Africa

- feeling of the similarities and differences in terms of implementation hurdles and opportunities
- balance between the theoretical overviews of presenters from Europe and the practical overviews from Africa.

Since there were several presentations in the days to come from Ghana as the host country and from Uganda as the pioneering PRSP-country, they were omitted from this list of country presentations.

These presentations are included in Annex F.

Egypt	E. Abdel Raouf & K.M. Abdel Rehim Ali	[Annex F-1]
Kenya	P. Makau	[Annex F-2]
Malawi	H. Potter, J.D. Ngalande & I. Kumwenda	[Annex F-3, F-4, F-5]
Mozambique	J.M. Graça, B. Nuvunga, J. Kallabinski	[Annex F-6]
Nigeria	A. Nura	[Annex F-7]
Sierra-Leone	A. Kallon [presented on Thursday]	[Annex F-8]
Tanzania	N. Simkanga	[Annex F-9]
Zambia	K. Singogo & C. Nkatiko	[Annex F-10]
Zimbabwe	C. Bwenje & L. Tendengu	[Annex F-11, F-12]



Johann Hesse, in charge of local arrangements



Delegates from Zambia, Kenya and Tanzania during a break between sessions

III. The role of civil society in national reform and development strategies

Chair of Day 2: Collins Nkatiko, Zambia

A. Civil society and agricultural reform: complementary efforts under poverty reduction and sector programmes in Zambia

Anthony Mwanaumo, ASIP Consultative Forum, Lusaka, Zambia

The main challenge for Government and its cooperating partners in Zambia is that, while market liberalization has brought some benefits to smallholder farmers, there remains the problem of how their dynamic constraints should be addressed to improve household food security and income within the liberalised policy framework while promoting private sector growth. Much of the debate about the private and public sectors is embedded in the dualistic nature of Zambian agriculture. Whereas the private sector has effectively served the needs of commercial and some medium-scale farmers in accessible areas, they have failed the expectations of smallholder farmers in outlying areas.

The duality of Zambian agriculture calls for innovative partnerships amongst sector players in ensuring efficient delivery of services to beneficiaries. In this context, the civil society is increasingly becoming an important partner in filling in the gap left by government, as part of the reforms, but which can not be filled in by the private sector because of very high transaction costs. The civil society is thus being used for targeting services to vulnerable but viable farmers as part of the transitional functions and services and development programmes and activities which are an integral part of reforms. The civil society also forms a core part of stakeholders in Zambian agriculture and is thus a proactive force in advocacy, especially on cross cutting issues such as gender and HIV/AIDS. The involvement of the civil society in formulation and implementation of agricultural programmes under ASIP, and in the formulation of the agriculture component under the PRSP, all provide the basis for enhancing ownership and sustainability of poverty reduction programmes.

The paper presents experiences from Zambia on the involvement of civil society in poverty reduction and sector programmes. [The complete presentation can be found in Annex G-5.]

B. Experiences of the Zambian Civil Society for Poverty Reduction (CSPR) Programme

Kasote Singogo, Zambia Investment Centre, Zambia

This presentation looks at the process of the PRSP for Zambia, specifically discussing involvement of civil society in the process. It draws attention to the whole process,

discussing the challenges and recommendations as to how civil society can make an impact in policy interventions. The experiences shared are based only on the Zambian experience of involving civil society, and the background of this involvement is discussed. Some of the successes and failures of the Zambian experience in terms of the process, as well as some of the recommendations emerging from this specific experience, are presented for discussion.

As a way forward, the following three recommendations are made:

- Need for skilled and motivated persons to drive CS involvement.
- Regional and international networking are necessary
- Respect other stakeholders' lines and parameters of responsibility – without compromising your own specific role and responsibility to society.

[The full presentation can be found in Annex G-6.]

C. Discussion on civil society and poverty reduction in Zambia

Audience questions to Mwanaumo and Singogo

? The involvement of the local government in the preparation of the PRSP has not been mentioned. There is the need to have networks that will last forever, and this can only be done by using the local government system. Can you comment on this?

A The local government has been involved. There are district agricultural committees formed, and these committees have co-opted local government and hope to strengthen the local government's vote.

? Is the civil society accountable to the rural poor? Who monitors the civil society? There should be a mechanism to address such issues.

A The core function analysis makes civil society accountable to government. The church organisations are expected to offer some checks to ensure accountability of civil society.

? Have the two processes, i.e. the parallel task forces by the government and the civil society, been linked?

A The PRSP is a framework of strategies. There is the need to translate these into programmes and activities with the main objective of poverty reduction. It is through the programmes and activities where linkages will be made.

? What actually does the civil society want to do? Is it only to form task forces?

A At the end of the day there is only the PRSP; the government approach and the civil society approach provide mutual checks and balances.

? What is the role of the civil society in implementation? Has the civil society identified any activities in the PRSP to implement?

A A framework (core function analysis) has been presented and this clearly showed responsibilities. The role of the civil society is mainly that of monitoring and evaluation, in addition to offering services / activities complementary to those of the government in pursuit of a common goal, namely poverty reduction.

? Will the PRSP end up in failure like the other development programmes? African countries should know what they want and decide what actions to take.

A There is no “blueprint PRSP”. It’s country specific. Each country really needs to identify what it wants and how to address it. This, then, can be used to prepare the PRSP.

? If the PRSP is for the laymen, why did you use a university lecturer as a coordinator? You should have used the poor rural folks who are your target group.

A The fact that the coordinator is from the university does not mean he/she is not poor. In Zambia, 80 percent of the population are poor. Many people are educated and yet poor.

D. Civil society ownership of Uganda’s Poverty Eradication Action Plan (PEAP)

Kevin Akoyi Makokha, Civil Society Task Force for the review of the Poverty Eradication Action Plan, Uganda

Since the end of 1980s and beginning of 1990s the government of Uganda has been undertaking a number of economic, political and administrative reforms which have facilitated popular participation by all categories of the population, including civil society.

In the Ugandan context, civil society participation has been premised on the belief that active involvement leads to accelerated social progress as a consequence of increased ownership of public policies, programmes and plans, increased transparency and accountability of government, and plurality of voices which in turn brings about good governance and security.

For ownership to take place, however, there has to be some degree of enabling environment, or 'space' backed by political will, trust among stakeholders, willingness of the stakeholders to participate and their ability to invest time, resources and energy in the process.

Although participation of civil society in Uganda's poverty reduction programmes dates as far back as the 1990s with the implementation of the Programme for the Alleviation of Poverty and Social Costs of Adjustment (PAPSCA), it has gradually improved over time, with more involvement at other stages than the implementation phase. Fully fledged Civil Society Organisation (CSO) participation in public policy processes started in 1995 at a Forum of NGOs and the World Bank, as a result of lobby work by mostly International NGOs (INGOs), for government and International Financial Institutions (IFIs), to allow discussions on the escalating poverty and debt burden in Uganda. The Forum played a key role in the debt relief campaign alongside Government and made reasonable input in the first Poverty Eradication Action Plan (PEAP) that was drafted in 1995. This improved Government-CSO partnership and hence subsequent input in the revised PEAP of 1999 and the Uganda PRSP.

CSO participation in PEAP/PRSP process started with mobilisation of about 45 CSOs in Kampala by Oxfam and UDN, formation of a loose structure under the leadership of the CSO PEAP revision Task Force (CPTF), and a regional consultative process in 42 of the then 45 districts of Uganda. The CPTF comprised a wide range of expertise and experience and organised sub-committees along thematic groups that matched sector-working groups in which CSOs were active and conformed with the four pillars of the Ugandan PEAP (agriculture, education, health, water & sanitation).

One of the immediate accomplishments is the considerable input of CSOs in the final PEAP/PRSP. Notable examples are the inclusion and better articulation of employment issues and local peace initiatives in PEAP. There was also considerable input into sector-working groups, particularly in the formulation and redrafting of the Plan for Modernisation of Agriculture (PMA), a central part of the operationalisation of the PEAP. People's awareness about the PEAP is considered to be very high and CSOs are participating in the making of a popular version of PEAP for dissemination.

Long-term achievements include the increased appreciation by other stakeholders of the capacity of CSOs particularly in terms of technical knowledge, ability to organise themselves and mobilise the people and effective engagement in policy analysis by Government and donors. Consequently the number of 'invited spaces' has increased dramatically and civil society's roles and influence in the policy process have considerably increased.

Despite the dramatic improvement, there are a number of constraints to the influence of CSOs on policy processes. These include: the very restrictive timeframe within which they have to participate; the fact that some issues were not open to debate, e.g. macro-economic transformation enshrined in pillar one of the PEAP; exclusion of certain groups of CSOs such as labour unions; the fact that PEAP is directly linked to the Medium Term Expenditure Framework (MTEF) and the annual budget for implementation and yet these are prone to influence by political interest and the World Bank and IMF, over which CSOs have little or no power.

Other constraints include: the fact that space for CSO participation is politically determined, is not institutionalised and can be restrictive; there are no autonomous

spaces for CSOs and so most of them chose the “play it safe” strategy; the multiple power centres of Government and relationships between different parts of government which play a critical role in mediating the dynamics of participation in ‘invited spaces’; CSOs and some line ministries see ‘participation’ and ‘ownership’ as imposed, donor-driven and a kind of conditionality; the shift to budget support by donors may in the long run constrain the independence of CSOs, although it is largely seen by CSOs to be a good thing; the available space is dominated by the INGOs who have international connections, resource muscle and linkage with the grassroots through their local partners; there seems to be limited policy literacy and hence capacity for many CSOs.

In conclusion, these constraints notwithstanding, the level of achievement has been considerable. Uganda was the first country to qualify for HIPC I and II and has also led in innovations of inclusiveness, participation and ownership of public policy processes by CSOs that have delivered pro-poor outcomes. However, there is no room for complacency, as more still needs to be done to ensure broader participation by all the stakeholders.

For the future, the process of civil society participation in public policy formulation needs to be institutionalised in a broader Government framework in all ministries and at all levels of local Government. It should cover all stages of policy formulation, i.e. design, planning, implementation, monitoring, evaluation and review. Capacity building for both policy makers in Government and those doing policy work in CSOs needs considerable investment to be central. It is important to remember that good Governance is key and fundamental to the whole participation process. [See Annex G-7 for the entire presentation.]

E. Kenya’s participatory impact monitoring of the PRSP

Stephen Wainaina & Leonard Obidha, Ministry of Finance and Planning, Kenya

The government of Kenya is in the process of developing a Monitoring and Evaluation System (M&E) to assess the implementation process and gauge the impact of the recently developed Poverty Reduction Strategy Programme (PRSP). The M&E system will employ two main approaches of information gathering, namely the statistical and the qualitative approach. The Kenya Participatory Impact Monitoring (KEPIM) is a participatory approach being developed (within the Ministry of Finance & Planning with the technical support from the GTZ/SPAS project) to consult with the community about their poverty situation and the impact of the specific poverty focused policies on them. This approach is also expected to empower local people by engaging them in dialogue and enabling them to express and analyse the realities of their lives and conditions.

KEPIM is currently being tested to see whether it can yield proper results. The pilot stage involved a policy-analysis step in which the areas for investigation were identified. After a thorough analysis of previous welfare surveys and other policy documents, four key poverty-focused policies were identified, namely Primary Health Care, Basic Education, Food Security & Nutrition, and Water & Sanitation. Gender and HIV/AIDS were also taken up as crosscutting issues in these areas for investigation.

PRA tools, together with a checklist to gather information on the implementation progress of these key poverty-focused policy areas, were prepared. Pilot districts were chosen mainly taking into consideration distribution of population density. Six districts

were chosen, namely Kisii South (Gucha), Makueni, Kwale, Vihiga, Transmara and Mandera. Within the districts, three sites were chosen based on the areas identified as poor during the PRSP district consultations.

A one-week training was conducted for the local personnel recruited for the exercise. Knowledge of the local language and secondary education were used to pick the researchers. Researchers had a one-week stay in the community, discussing with the community members the four policy areas. Site reports and district-based reports were produced in the field. The national report is currently being analysed. [This presentation can be found in Annex G-8.]

F. Discussion on involvement of civil society in PRSPs and participatory approaches in East Africa

Audience questions to Makokha and Wainaina & Obidha

► Comment: If in Uganda the line ministries are not open to the civil society, then it means the link between civil society and central government is not in order. This can only be achieved within a decentralised system where they can sit in the technical committees and make their contributions.

A The main linkage should be through local authorities at the various levels. Capacity for civil society at the district level is low. We are trying to equip these civil society organisations with skills and advocacy, and encouraging the local government to appreciate the fact that civil society has something to offer. The link between civil society and central government has to be made by civil society through local government.

? Does the KEPIM (Kenya Participatory Impact Monitoring) have a baseline and time horizon?

A The KEPIM is now in the pilot stage. A baseline will be done after we decide on how to proceed from the pilot stage.

? In the case of Uganda, what are the prospects for the “spaces” to be created by the government for the involvement of the civil society?

A What is being done now is to make sure that space is monitored and increased, and also to encourage government to institutionalise these spaces so that civil society can effectively participate.

? What is the composition of the KEPIM team? Is it only government officials or does it link up with other parties?

A The KEPIM team includes not only government officials but also civil society and donor organisations.

? Do the results from the [Kenya] survey feed back into SWAPs? Is there a channel of communication for other ministries to use your findings?

A All findings from the survey are fed to the policy makers.

? The presentation from Kenya seems not to have any links with PRSP. Is it just the normal government collection of data?

A No, KEPIM is not just another data collection exercise. It's supposed to ensure that stakeholders are not only involved in the design and planning stage of PRSP but that there is also provision for continuous feedback to policy makers through KEPIM on implementation and impact aspects.

? In some cases, qualitative and quantitative indicators tell different stories about poverty, and there is the tendency for the qualitative findings to be altered to conform to the quantitative findings. How credible are the qualitative indicators in KEPIM?

A Findings from qualitative and quantitative indicators are used as they are generated. There is no altering of data or information.

? From the Uganda presentation, it seems the civil society only provides a platform for discussion. Are the poor actually included in the discussions?

A There are regional representatives of the civil society who work directly with the poor and try to solicit their views.

? Has the KEPIM got any process that allows for discussion of their findings with the poor people?

A Yes, findings are discussed with the poor as a feedback mechanism.

? How vibrant are the media, especially the print media? How effectively can they be used for advocacy?

A From the experience in Uganda, it's been realised that there's the need to sensitise the media so that issues can be correctly presented.

As the discussions of the SNRD SIP/SWAP regional forum 2000 in Harare have shown, SIPs/SWAPs – and likely PRSPs as well – may have beneficiaries and ‘victims’ other than those that were intended. Structurally and geographically, there will be winners and losers from such interventions. If sustainable poverty reduction is the gauge by which SIPs/SWAPs and PRSPs are measured, then precautionary steps have to be taken early on, to ensure that the intended beneficiaries are the actual beneficiaries and that the losers are provided with realistic opportunities to become winners over time. [For this discussion about “winners and losers,” see the Year 2000 proceedings in the accompanying CD-ROM.]

G. Acknowledging winners and losers as part of programme design

Désirée Dietvorst, Consultant, Frankfurt, Germany

Sector programmes are designed to make optimum use of the complementary qualities of different stakeholders in a particular sector. As a consequence, programmes in agriculture, health and education are aimed at different target groups, such as the private sector, NGOs and CBOs, traditional leaders or civil society in general. The ultimate beneficiaries of any sector programme, however, are the clients at grassroots level, be they farmers, patients or pupils.

After more than a decade of sector programme implementation, we should be able to assess what the benefits of these programmes are and how they have been distributed. In doing so, we have to acknowledge that the actual ‘winners’ of sector programmes are often not the intended beneficiaries. Best placed tend to be those who operate within the public sector and at national level. Least advantaged are those people who are outside the public sector, at grassroots levels and in remote areas. If we want to succeed in making sector programmes more pro-poor, then we have to first close this gap between the actual and the intended beneficiaries.

This presentation highlights a number of common obstacles divided over three dimensions of advantage / disadvantage: (i) stakeholder category (‘beyond the public sector’); (ii) different levels (‘below the national level’); and (iii) different geographical areas (‘isolated versus non-isolated areas’). Common constraints discussed are the fact that capacity and institution building tend to focus on the public sector and how high (and often unrealistic) expectations of stakeholders at lower levels have made the near-impossibility of decentralisation almost a self-fulfilling prophecy.

It is recommended that, already at the stage of sector programme design, conflicting interests of stakeholders within a sector are acknowledged. These include the difficulty to support stakeholders outside the public sector while financial control is with the government and the vulnerable position of people in remote areas in a liberalised environment. Several proposals are put forward to help overcome the hurdles towards reaching the intended beneficiaries. These aim at supporting non-public sector actors to take on their role within a sector programme, making the decentralisation of responsibilities and resources a more feasible option and improving service provision in remote areas. A number of modifications to programme design are proposed, such as: assess options for non-public sector managed programme funding; define realistic responsibilities and roles for stakeholder platforms (by making available capacity levels

the basis for decentralisation efforts) and look at different public-private sector combinations of service and input provision for different geographical areas (depending on local need and potential). [For the complete presentation, see Annex G-9.]

H. Discussion on winners & losers

Audience questions to Dietvorst

? In your analysis, are you referring to the potential winners and losers or to what is currently on the ground?

A It's a mix of both the potential winners and losers and the current winners and losers.

► Comment: In your analysis of losers and winners with respect to stakeholder categories, I was expecting you to talk about how these programmes impact on the farmers, input dealers and civil society, i.e. for different categories of stakeholders.

A There are different ways of approaching the same issue. This is just a simplified form of stakeholder categories. Sometimes there are difficulties in clearly drawing definite lines between stakeholder categories. But the detailed report has more information.

► Comment: It seems the presentation underestimated the problems of public sector reforms. External support and pressure, particularly from the ministry of finance, is required in an attempt to push the implementation of reforms.

A A It is agreed that public sector reforms must be supported. They are essentially prerequisites for implementation of PRSPs and, if not addressed, they become major constraints that can eventually become a killer to the implementation of PRSPs.

I. The World Bank's position on SIPs, SWAPs and PRSP

Plenary session with Peter Harrold, World Bank, Ghana

The World Bank (WB) Country Director in Ghana, Mr. Peter Harrold, had agreed to attend the Regional Forum for a couple of hours and answer questions from the participants. Before his arrival, Werner von der Ohe of GTZ-Kenya showed a recent internal WB presentation entitled "The Africa Region's Rural Development Strategy: Vision to Action Update 2001" from 17th October 2001.

This was intended to stimulate the discussion with Mr. Harrold, who had approved its use in the Proceedings as a WB discussion-draft. In it, the following highlights provoked questions.

Reaffirming rural development as the mandate of the WB's Africa Region, it is crucial to focus even more on participation, decentralisation and the role of civil society in rural programmes and projects.

Among the key constraints to be tackled are the

- legacy of physical and human under-capitalisation
- little diversification, low value added, and declining global commodity prices
- delayed entry of the private sector following withdrawal of the state and parastatals.

It is therefore necessary to aim at widely-shared growth in rural areas by *jointly* focusing on

- agriculture as an engine of growth
- linkages with rural non-farm sector
- synergy opportunities with urban growth.

Among the most important steps as a way forward are to

- amplify the voice of rural people in dialogue on development
- improve the communities' access to resources, key public services and information
- strengthen producer organizations
- develop and apply poverty indicators with spatial dimensions.

[For this presentation, see Annex G-10.]

When Mr. Harrold then arrived, a lively discussion ensued about the WB's position on development in general and on issues related to SIPs, SWAPs and PRSPs in particular.

? Why is agricultural development sometimes equated with rural development? Rural development is also sometimes put under agricultural development, but to me it should be the reverse, i.e. agricultural development should be put under rural development.

A The strategy is rather to get away from the fact that rural development is centred only around agricultural development. Rural development is more than agricultural development. It includes finance, roads, access to social services, etc. It is impossible to centre rural development only around agriculture. If equating rural development with agricultural development is a wrong impression created by the World Bank, then it has to be corrected.

? Is it now the belief of the World Bank that agriculture is the engine of growth?

A The World Bank does not propose agriculture as the engine of growth. Rather, the *private sector* is what I know to be said to be the engine of growth.

- ▶ Comment: The biggest mistake is to assume that activities of rural areas are built around agriculture. There are many other activities in the rural areas and the solution is to build capacities in activities that are natural to a particular rural area.

? Agricultural SWAPs trail behind other SWAPs. Is it a conceptual issue?

A It is not conceptual that agricultural SWAPs trail behind others. The most successful case is that of health. There are two reasons for this:
 (1) Relative institutional weakness of the agricultural ministries
 (2) In Ghana, about 80% of all expenditure in agriculture is from donors, whilst in education 75-80 % is by government and only 20-25% by donors. There is 50% donor and 50% government in health.
 This suggests that the shift of control away from external funding-sources is much higher for agriculture, and this contributes to the difficulty in agricultural SWAPs.

? SWAPs – do they really help the poor?

A When SWAPs work well, I have no doubt they do help the poor. It brings about greater efficiency in service delivery, if it works.

? What is the relationship between PRSP and SWAP? Is it right to say that PRSP is the natural progression of SWAP?

A PRSP is not only a natural progression of SWAP but also for the country as a whole.

? In a study in Malawi, the issues of agricultural production were not actually related to agriculture. They included

- (1) Markets and trade
- (2) Social insecurity (theft, corruption, fraud)
- (3) Capital and credit
- (4) Infrastructure

So what role can agriculture play in the above-listed issues?

A General issues affecting agriculture should not be used as an excuse for not developing agriculture. There is still room for improving agriculture.

? Is PRSP a conditionality?

A Yes, PRSP is a condition to access HIPC resources.

? From the bottom of your heart, can you be sure of the [country] ownership of PRSP if it's a conditionality [imposed on them]?

A This question is a big dilemma, not only for the World Bank but for other donors as well. The overall motive of the World Bank is sincere and the degree of ownership varies among countries.

? Are you expecting the Interim PRSP from Ghana by December?

A No. We don't want to push Ghana to write it hurriedly; at the same time, we don't want to deprive them of their benefits. All we require in December is a progress report towards the preparation of PRSP.

► **Comment:** We should look at fears of decentralisation and not only at its benefits. For example, it can bring civil strife and internal break-up of a country.

A Yes, it is here that there can be real fears of decentralisation in some countries, but effects of decentralisation are country-specific and the negative effects may not apply in many countries.

? The agricultural sector is very complex and there are many issues affecting agricultural growth. The agricultural sector may not be in control of all aspects affecting it. What should be done?

A The [external] factors affecting agriculture should not serve as an excuse for agricultural sectors to perform poorly. They should improve since there are many issues within the sector itself that require a lot of improvement.

? Why are PRSPs focused on poverty reduction and not on wealth creation?

A Because you can have economic growth and wealth in a country without alleviating poverty, and therefore it is important to focus on poverty.



Scenes from the
Working Groups



J. Preparation for Working Session ‘The role of civil society in national reform and development strategies’

The official part of the second day of the Regional Forum closed with the introduction of the four topics that would provide the guidelines for discussion by four Working Groups (WGs). These topics were intended to give the participants an opportunity to reflect upon the key points of the plenary presentations. The mandate of the Working Groups that were formed was to assemble implementation experiences and present findings to the plenary audience.

The WG topics, and the related plenary presentations that preceded them, were as follows:

	Plenary Presentations to establish a discussion-basis	Discussion Topic	Working Group
Civil Society	Civil society and agricultural reform (Mwanaumo, Zambia)	What is the role of civil society (commercial / for-profit sector) in national strategies?	No. 1
	Experiences of the Zambia Civil Society for Poverty Reduction (CSPR) Programme (Singogo, Zambia)		
Winners & Losers	Civil society ownership of Uganda's Poverty Eradication Action Plan (PEAP) (Makokha, Uganda)	What is the role of civil society (non-commercial sector) in national strategies?	No. 2
	Kenya's participatory impact monitoring of the PRSP [tracking civil society's impact] (Wainaina & Obidha, Kenya)		
Winners & Losers	Acknowledging winners and losers as part of programme design (Dietvorst, Netherlands/Germany)	Winners and losers in SWAPs: How have we helped the poor?	No. 3
		Winners and losers: How to help the poor (programme design)?	No. 4

Continuing on into the beginning of Day 3 of the Forum, the working groups immersed themselves in their topics. Their key conclusions, as presented to the plenary, are summarised in the follow section.

K. Working Sessions on ‘The role of civil society in national reform and development strategies’ and ‘Winners and losers: the role of civil society in national reform and development strategies’

WG 1. *What is the role of civil society (commercial / for-profit sector) in national strategies?*

Chair: Uwe Otzen – DIE, Germany
Secretary: Harry Potter – DfID, Malawi

WG 1 was looking into the question of what role civil society should play to activate the commercial behaviour among agricultural and non-agricultural entrepreneurs, this being a major factor for rural development. It was stressed in the discussion that we need to understand that the creation of an environment within which people can effectively engage in economic development activities is important. For this perception the term of an *homo economicus* was stressed and put into the context of the following reflections, systematized into three charts:

Rural development includes both

- Agricultural and
- Non-agricultural activities

Agricultural	Non-agricultural	
Producer Associations	Service Sector	Industrial & Manufacturing Sector
e.g. Tractor Owners Associations	Land-Banks, Commercial Banks	Transport Associations
Primary Producer Associations	Credit & Savings Clubs	Industry Associations
	Machinery Service Agents	Input Suppliers
	Veterinary Services	Exporters
	Research & Training Services	Local Traders
	Roads & Communications Services	Agro-processing Groups
	Land-use Planning Services	

What is hindering the private sector to support pro-poor development?

Negative Concerns		Potential actions to be taken	
Public Sector		Public Sector	
Lack of reliable long-term policies		Short-term political interests should stay out of policies	
Lack of supportive legal framework (export, import, subsidies)		Streamline investment, import and export procedures	
Poor and inadequate physical infrastructure		Initial rehabilitation costs for rural infrastructure to be increased	
		Privatising the maintenance of infrastructure (e.g. roads)	
Land reform & inadequate land titles		Transparent and predictable land policy (including long-term strategies for sustainable land management)	
Distortion of the economic environment by parastatals		Strengthening producer, input supply and sales co-operatives	
Private Sector		Private Sector	
Low level of organisation of the poor		Strengthening associations, chambers, interest groups	
Service delivery costs very high		More public-private partnerships	
Corruption		Government has to take over initial risks for investments	
		Dual standard N&S	
No access to appropriate training		Privatising parastatals	

*Homo
economicus*

Potential options	
Public Sector	Private Sector
Short term political interests should stay out of policies	Strengthening associations and chambers, interest groups More public-private partnership
Streamline investment, import/export regulations ("one shop go")	Privatising parastatals. Government has to take over initial risks for investments
Rehabilitation cost for rural infrastructure to be increased	Privatising the maintenance of infrastructure, e.g. road maintenance authority (Malawi)
Transparent and predictable land policy needed incl. for long term investments	

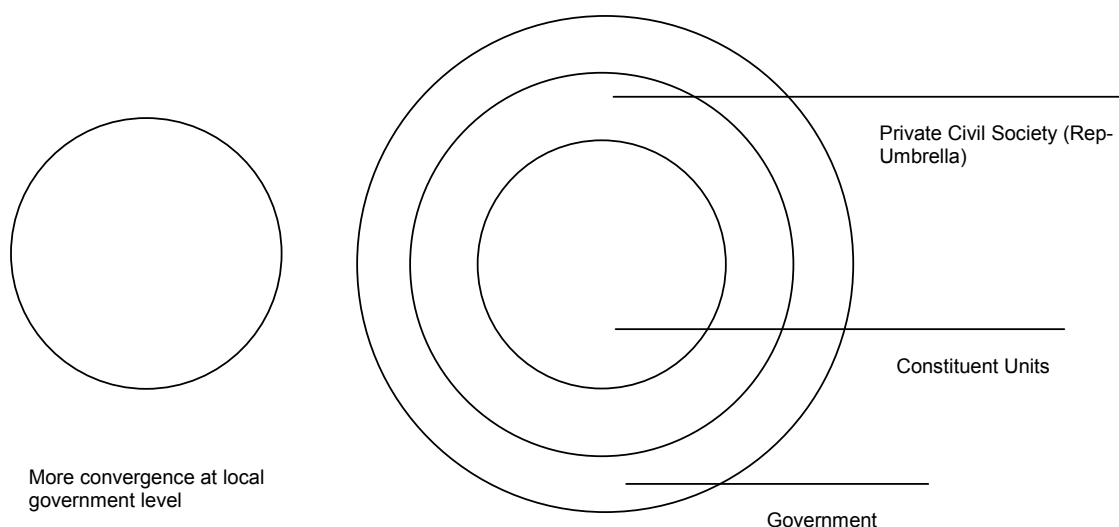
WG 2. What is the role of civil society (non-commercial sector) in national strategies?

Chair: Warren Nyamugasira – Uganda

Secretary: Kevin Makokha – Uganda

Considering that references to civil society usually do not differentiate between for-profit and non-profit interests within the private sector, the mandate for this WG was to focus on the *non-profit* segment of civil society. If the motto of the previous WG was *Homo Economicus*, the motto of this WG could be summarised as *Homo Politicus* or *Homo Democraticus*, laying therefore an emphasis on political, cultural and even emancipatory roles of civil society whereby the state and society are having complementary functions.

Broad Civil Society Perspective, including political party		
Advocacy on behalf of the poor		
Challenge government on prioritisation	Elaboration of issues	Mechanism to feed into national strategies
Research & information dissemination on the poor	Harmonisation of issues	Facilitating dialogue among various groups
To ensure accountability (playing the watchdog role)	Articulating own strategies	Ensure harmonisation of views of stakeholders at local level
Service delivery	Prioritisation & phasing	Technical & organisational development capacity building



Questions from the audience:

? In Ghana, the community has a representative at the district level. If this system works well, what will be the role of the civil society?

A At the district level, the role of civil society is that of a watchdog, so even if the system works well they will have their watchdog role to play.

? If the civil society is the watchdog, who is going to watch the civil society?

A It is a mutual reinforcing between the civil society and the central government. They will be the watchdogs of each other. If civil society exerts a lot of pressure on government for more transparency and accountability, it compels government to watch civil society more closely for similar values.

► **Comment:** In the presentation, we see the role of the civil society. What is lacking is how they are going to play this role.

WG 3. *Winners and Losers in SWAPs: How have we helped the poor? (programme impact)*

Chair: Peter Ngategize – Uganda

Secretary: Brenda Siajunza – Zambia

Any comprehensive analysis of *programme impact* needs to take into account both the positive and negative consequences of interventions. This WG focused on such impacts from the perspective of *stakeholders*. As the following table of the group's deliberations shows, programme *designers* (see WG 4) had better take note of the likely negative impacts early on!

Stakeholders	Positive Impacts	Negative Impacts	Reasons/ Remarks
1) Farmers:			Insufficient focus on entrepreneurship
- Commercial	Liberalisation	Unfair competition	Changes too fast but advocacy is not adequate
- Small-scale	Capacity building (skills & knowledge)	Essential services not available in remote rural areas	
2) Service Providers:	Increased recognition of service providers		
- Associations/ cooperatives	More resources, services increased		
3) Private Sector/ Traders	Subcontracting of services increased	Exposure to policy reversal	
4) Financial Institutions	Financial resources to private/ public sector increased	SWAPs have insufficient focus on micro-finance	
5) Policy Makers	More resources available	Greater pressure on policy makers	
	Greater accountability & transparency	Loss of independence in policy making	
6) NGOs			
7) Donors & funding institutions	Greater concentration of power/ focus	Donors losing their 'flags'	
8) Policy implementers	Wider choices; better/ cheaper services due to competition	Consumers exposed to dumping	
	Becoming more focused	Losing resources	

Audience questions:

► Comment: The group should throw more light on policy makers and implementers.

A The two are split because they are not the same people. Policy makers are the ministers etc. and policy implementers are people at the local level.

? Why did the group consider only farmers as stakeholders? There are others who are non-farmers and yet poor.

A We considered only farmers because we used agriculture as a model and moreover the majority of the poor are farmers. But it is appreciated that there are other poor people.

? With SWAPs, there is the fear of donors losing their “flags” and recognition. How important is this to the concept of basket funding?

A It may be an issue of perception because, since the SWAPs, donors are more focused and have been having consultative meetings. In fact, they don't lose their ‘flags’ because you can have two or more flags of donors being shown at any time.

WG 4. *Winners and Losers in SWAPs: How to help the poor?*
(programme design)

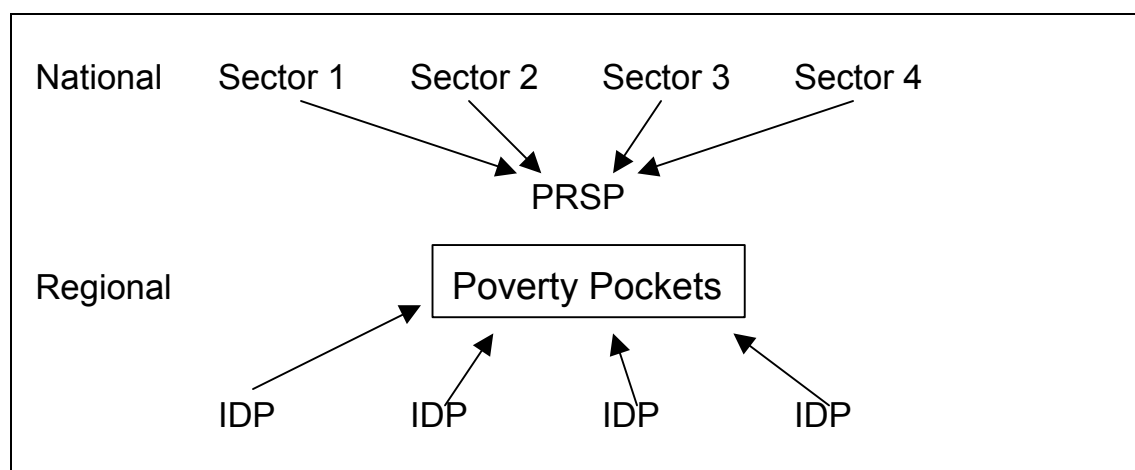
Chair: Phyllis Makau – Kenya
Secretary: Larry Koinyan – Nigeria

Already at the *design stage*, intended winners/beneficiaries and losers need to be identified. This WG went beyond such identification and sketched a scenario for unintended winners and losers. A very useful approach to arrive at such a scenario was the listing of various meaning-components of poverty, thus enriching our knowledge about the intricacies of a successful programme design.

Definitions of Poverty	Possible Interventions for			Objectives of SWAPs
	Stakeholders in remote areas	Stakeholders at grassroots (staff below national level)	Stakeholders outside the public sector	
Lack of empowerment	PRA	Design is not a discrete activity, should be dynamic (where the need for info. is recognised and obtaining it is built into the implementation process and the results FED-BACK into the implementation phase)	Non-public sector managed programme + funding	Should establish an upward linkage from poor communities to decision-making bodies
Lack of a voice in government's decision-making with regards to the many BASIC NEEDS required by the individual or community	Regional development plans	Incorporate sustainability at design stage	Coordination, harmonisation, who is where, what they are doing	Objectives: - pro-poor investment - better life for all
Lack of basic services	Work through decentralized systems (particularly at local level)	Targeting the poor at designing level to do the design (almost) by themselves	Institutionalisation of programme? Process of programme? Approach to programme? Enforceability?	Improvement of agricultural services
In rural areas: low or no - income - education - health services	Rural appraisal/ planning: - identify the needs of the people - prioritise them	Define 'code of conduct' in programme design (standards)	- Managing funds - Enhancing the networks of the poor - Managing networks	To assist the poor through sector specific programmes

Definitions of Poverty	Possible Interventions for			Objectives of SWAPs
	Stakeholders in remote areas	Stakeholders at grassroots (staff below national level)	Stakeholders outside the public sector	
Who are the poor? People who cannot meet their basic needs, life, food, housing, medical care, social responsibility	Developmental Local Authority	'Open' development fund	Flexibility in design	To empower the poor to meet their basic needs
The inability to obtain basic daily needs (food, money, etc.)	PPPs, out-sourcing etc.		Strengthen the networks of the poor (i.e., farmer associations)	Should establish <i>accountability</i> mechanisms where the poor can judge the services provided
The lack of basic needs/ necessities of life (shelter, clothing, food, education, health, sanitation)	Integrated development plans (local level)			Aimed at a holistic approach to poverty alleviation in a sector
The lack of financial resources or means to enable one to access basic needs	Community development plans			<ul style="list-style-type: none"> - to take a holistic approach to attain goals - to involve all stakeholders to reach the target group
The powerless and the voiceless	Link to district/ regional development plans			A holistic approach towards national/ rural development

Approaches to Defining Poverty	Categories of Factors	Important Questions	
Location constellation (Hindrane Map)	Limiting/ constraining factors	Is it a contradiction: Decentralisation vs. SWAPs?	SWAPS: Do we concentrate on the poor or the whole sector?
Manifestation of poverty	Enhancing factors	Where are the winners in SWAPs?	Who does what? Public resources should not be used where private sector can act/ has committed itself
Causes of poverty			



Audience questions:

? Did the group discuss about the identification of the poor, since the poor people are important in participation?

A There are different definitions for the poor. But in summary we say they are people who lack empowerment and whose voices are not heard in decision-making.

? Is it really a winner-loser situation? I think it should be a winner-winner situation.

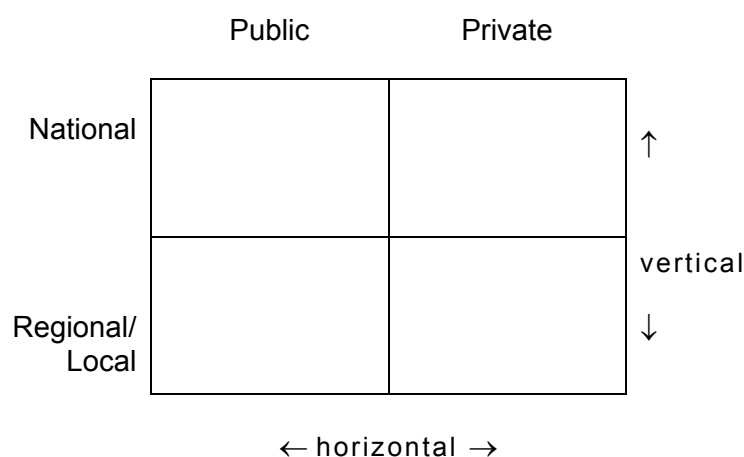
A The group didn't really have an answer. It's a question for the plenary.

strategies

Chair of Day 3: Kevin Makokha, Uganda

As the topics and discussions of the previous Working Groups (civil society, winners & losers) and the presentations that introduced them have shown, national reform and development strategies may be conceptualised as having both vertical (decentralisation/deconcentration) and horizontal (inclusion of the non-public sector) dimensions.

In ideal terms, a PRSP would comprise both dimensions of all sectors relevant for poverty reduction. A SIP/SWAP would comprise both dimensions for any one sector (e.g., education, health, agriculture). The following four plenary presentations capture aspects of this scenario.



S.K. Akor's paper sheds light on how the health sector in Ghana attempts to cover all four 'fields' in the horizontal and vertical dimensions. Peter Ngategize analyses Uganda's SIP/SWAP in agriculture – the Plan for Modernisation of Agriculture (PMA) – and how non-sectoral grants attempt to move from SIPs/SWAPs to PRSP *at the regional/rural level*. Reinhard Trenkle focuses on the role of local government to link rural priorities to the national poverty reduction agenda. Albert Engel arrives at a "rural PRSP" by conceptually merging economic, socio-cultural, political/institutional and ecological components to address sustainable poverty reduction in a rural context.



A. Integrating regional priorities in Ghana's Health Sector Programme

S. K. Akor, Ministry of Health, Ghana

Ghana's experiences in integrating region-specific health priorities into a SWAP are shared and the lessons learned identified. Given the policy directives of decentralisation and external-aid coordination, health-related interventions had to be managed in the context of intersectoral collaboration.

A five-year programme of work was drawn up containing the strategic direction of the sector and an action plan including a forecast of funding (Health Fund). In addition to adherence to management standards of accountability and transparency, the mandates of partnership and ownership were operationalised. Among the key challenges were

- improving access to health services by all
- partnership with the private sector (including NGOs)
- bottom-up planning of health priorities
- financial management strengthening at all levels.

The way forward consists of developing lower-level capacities, strengthening the planning process, improving the financial management information system and linking output (impact) to input. [For the entire presentation, see Annex G-11.]

B. Discussion of regional priorities in a health SWAP in Ghana

Audience questions to Akor

? Do you include NGOs in your work?

A We have a private sector unit that works closely with the private sector and NGOs. An office has been created for the collation of all NGOs. However, no funding is provided to the NGOs. We are working out how to contract out service to them.

? How do you reconcile the reporting system and the accounting procedures? Do the districts apply for money directly to the ministry of finance, or are they put together and then apply for funds together?

A There is a treasury at the district level that takes care of accounting. Before a district draws from the health account, they need to write a short proposal. The ministry has also developed the ATF, i.e. accounting, treasury and financial systems for reporting.

? How is your reporting system to the various donors?

A The reporting system is general. Once there is agreement on the programme of work by all donors. There is a financial controller who comes out with the statement of account for all donors.

? What is the relationship between the Ministry of Health and the Ministry of Agriculture? How do agricultural problems impact on the health system?

A There is not much relationship established between them. There is, however, the district social sector committee composed of agriculture, health and social welfare representatives. They are supposed to come together to plan for the district and come out with a composite budget. This has, however, not materialised so they just work as a sector.

? If you send money to districts before they write their proposals, how do you determine the amount of money to send?

A The plans, as mentioned earlier, are already drawn. The proposals are just to restate the plans. This ensures that monies are used effectively.

? Elaborate more on the procurement, accounting, monitoring & evaluation and financial systems.

A For procurement, there is a procurement manual that indicates how to go about procurement. For capital items, we follow World Bank procedures. But for recurrent items, there are internal procedures used. As I said, the ministry has developed the accounting, treasury and financial regulations to complement those of government. There are indicators set for monitoring and evaluation. However, there is a loop here because we recognise there is no link between output and input.

C. The management of local non-sectoral grants under Uganda's Plan for the Modernisation of Agriculture (PMA)

Peter Ngategize, Ministry of Finance, Planning & Economic Development, Uganda

As part of Uganda's Poverty Eradication Action Plan (PEAP), the Plan for Modernisation of Agriculture (PMA) was designed in 2000 and is being implemented as an avenue for poverty eradication among the majority of the population (85%) whose livelihoods depend on the natural resource base dominated by agriculture.

Complementary to the design of the PMA was a two-year study, the Uganda Participatory Poverty Assessment Project (UPPAP), which demonstrated the complexity, the multi-sectoral and location-specific nature of poverty in Uganda. In response to the findings, Government designed a non-sectoral conditional grant (the PMA grant) for

empowering local governments and communities with discretionary resources to enable them to design and implement poverty reducing projects within their localities.

The PMA grant presents management challenges to central and local governments that relate to

- a) The allocation and resource-transfer mechanisms
- b) Participatory priority planning capacities
- c) Financial management and accountability
- d) Monitoring and evaluation.

The presentation highlighted the grant-accesses criteria, the investment areas, and challenges from the first year of implementation, and how the challenges are being addressed. [For the complete presentation, see Annex G-12.]

D. The role of local government in integrating regional priorities into national strategies: experiences from Ghana

Reinhard Trenkle, GTZ/MOFA, Ghana

Similar to many other countries, Ghana's Poverty Reduction Strategy (GPRS) has to introduce a vertical process of consultation/ participation that highlights a number of key issues in the decentralisation debate. Among them are how to

- intertwine this (new) bottom-up process with the existing process of the Medium Term Development Plan (MTDP – 5 year revolving planning cycle)
- ensure that District Planning Authorities and Regional Coordinating Councils understand and abide by fixed resource ceilings of the Medium Term Expenditure Framework (MTEF) – a 3 year resource envelope comprising recurrent and capital (development) expenditures with a joint government and donor basket
- optimise decentralized planning and budgeting
- improve the public's participation in the budgeting, or at least in their controlling of the budget
- eventually merge GPRS and MTDP.

[For the complete presentation, see Annex G-13.]

E. Roundtable discussion of PRSP experiences

Peter Ngategize (Uganda), Ian Kumwende (Malawi), Prof. Amah Akor (Ghana), Waweru Kamau (Kenya) & Kevin Makokha (Chair – Uganda)

Two leading questions were put to the panelists:

- 1) Do PRSPs really help the poor?
- 2) How are regional priorities integrated into national development strategies?

They began to approach the issues in the context of their specific countries' implementation experiences.

1. KENYA – Interim PRSP

a. Background of the situation

- Limited consultation
- Regional issues come out of district information
- Each region has a specific commodity
- Prices are generally not doing well
- Low agricultural production
- Marketing is a problem.
- Insecurity in some parts where there are ethnic clashes.

b. Analysis of pros and Cons

- Issues as voiced by the poor came out
- Resources were channelled through the MTEF to address key issues
- Consultations, though limited raised expectations, so the next problem is how to meet those expectations
- Prioritisation is a problem – what can be achieved with the limited resources
- Two way communication process was established.
- Regional equity will take long to be realised, the question is how?
- Since the PRSP opened a new picture of working together, it imperative that all stakeholders namely, the private sector, civil society, Government and political parties need to combine efforts.

c. Discussions

- It is an eye opener since people came out to participate. An indication that they are capable of participating.
- The consultation framework of DDCF was not the right one.

2. GHANA – PRSP

a. Background of the situation

- Expectations – cautiously optimistic, and this relates to ownership and empowerment issues
- Resources channelled through the MTEF

b. Analysis of pros and cons

- How effective are these links?
- Effective consultation is very expensive and yet issues of representation pose a lot of difficulties
- It is a battleground for competing interests
- There was regional equity

c. Discussions

- Policy change can have an indirect impact on policy, e.g. agriculture, while others have direct impact, e.g. citing a school in a poorer region
- What then matters is the balance between direct and indirect impact expenses. The important thing then remains to be implementation
- The process of consultation is ongoing

3. MALAWI – PRSP

a. Background of the situation

- Starts from a Vision 2020 aiming at becoming a middle-income country
- A very comprehensive paper with main issues as indicated below:
- Pro-poor sustainable growth.
- Agriculture
- Human capital development
- Safety nets for the poor
- Public roads
- Governance – decentralisation
- The major issue is translating this into action, which is what matters
- Although there are regional differences, it is better to talk about how the poorer regions are being targeted

b. Discussions

- Just a remark, that it is quite surprising that the PRSP can even allow Malawi to talk about safety nets. There seems to be no problem with recycling “subsidies”, in different words!

4. UGANDA – PRSP

a. Background of the situation

- The Ugandan PRSP is deduced from the Poverty Eradication Action Plan (PEAP)
- It is the process of accessing resources through the MTEF, other conditionalities having been fulfilled
- Aims at reducing poverty

b. Regional Issues:

- North and East are poorer than other regions.

c. Discussions

- There is need to introduce poverty index in allocation of funds.
- Q – How are the statistics being used to help the poorer regions?
- A – Generally, through fiscal decentralisation. Two channels are being used in Uganda, namely (a) the Local Government Development Programme (LGDP) and (b) the private sector. However, sustainability and exit strategy remain outstanding issues.

Then the panel moved to the more general question:

5. Addressing rural poverty, a regional perspective:

a. What are the real challenges?

- How to link sector programs and PRSP.
- How to address co-ordination problems
- How to ensure effective implementation since structures are desperately lacking
- How to address poverty in a sustainable way
- Mono-sectoral nature of SWAP limits the poverty impact

b. Proposed solutions

- Go regional
- Go horizontal

Some of the conclusions and main points of the discussion can be summarised as follows:

1. Do PRSPs really help the poor?

The concept is o.k. in terms of its approach in helping the poor. However, most countries are only now developing their PRSPs and we really do not have case studies that can assist us in establishing whether or under what conditions PRSPs actually help the poor. Conceptually they are supposed to help the poor. We therefore need case studies that can help us answer the questions and out of which “best practices” can be identified that result in poverty reduction. There is no real “blueprint” for what a good PRSP should be like. Best practices from case studies are an alternative, with the added benefit of having been “home-grown” (ownership).

PRSPs have great potential in helping the poor. Poverty reduction initiatives will only be sustainable with attendant economic growth. The premise is that growth is good for the poor, being a necessary if not sufficient condition for poverty reduction.

The PRSP process is all inclusive and broad based and gives a voice to the poor on the causes, nature and extent of poverty. The ongoing Poverty Reduction initiatives will therefore be people driven and owned and therefore have a better chance of success.

It is vital that PRSPs get to be implemented, i.e. not just designed, through participatory approaches. This way the implementation gap occasioned by scarcity of resources will be met by appropriate stakeholders.

2. How are regional priorities integrated into national development strategies?

The question is: What do we mean by regional priorities? Is this in the context of SADC as in the case of Southern Africa? Or are we talking about regions *within* a country? The panel seem to have agreed this to mean regional priorities within a country. But this raises another question: Is this in the context of decentralisation? How are national and regional priorities to be balanced?

For example, take the case of Malawi where national priorities should take into consideration the regional priorities. For example, a national plan will take into account the regional differences by functioning in some unique features of certain regions. This could be in terms of agro-ecological regions in the case of agriculture. But other sectors may have other unique features that need to be taken into consideration when formulating national priorities. With decentralisation, this is as clear as stated above. In the case of Malawi, PRSP has drawn up national priorities based on consultations with districts. Therefore the national priorities have taken into consideration the priorities of the districts. However, each district has its own priorities depending on the aspirations of the district. This may not reflect national priorities.

The case was made for Uganda, and to some extent Ghana, as being positive in having the necessary attributes for integrating regional priorities.

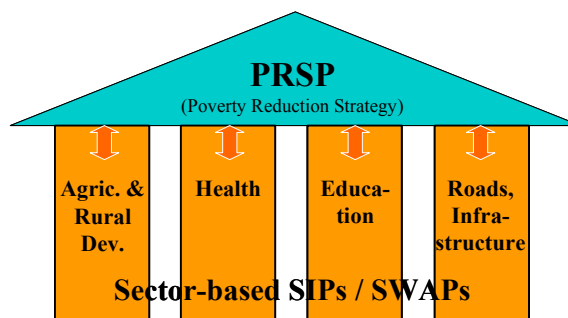
With regard to regional priorities, reference was made to regions within a given country. This therefore relates to decentralisation. For this to be successful, it was observed that the decentralised regions needed to be empowered both politically and financially for them to be able to make development choices and allocate discretionally resources to areas that they have prioritised via participatory planning processes at regional level.

The decisions at regional level must be guided by national priorities, e.g. those contained in the PRSP or some other development programme.

3. Is there a linkage between SIPs/SWAPs and PRSP?

Reference was made to the invitational brochure [see Annex C], in which sectoral programmes are visualised as providing the supporting columns or pillars under the joint “roof” of PRSP.

PRSPs are three-year-based. In contrast, overall countrywide development agendas with revolving MTEF budget frames, as well as sectoral development plans such as Kenya's Rural Development Strategy (KRDS), are long-term (e.g. 15 years) prioritised guides to sustainably reduce poverty and foster equitable growth within a specific sector.



Sector Investment Programmes / Sector Wide Approaches
as the “pillars” supporting the “roof” of PRSP



Participants were treated to several evening events. There was a welcome buffet hosted by the GTZ country director for Ghana, Dr. Heuel-Rolf, in honour of Peter Conze, Director – GTZ Africa Division. Another evening featured a brief city tour ending with local food at a Ghanaian restaurant and dancing. Pictured here is a dinner reception complete with traditional music and dance given by the Minister for Food and Agriculture, the Hon., Major (rtd.) Courage Quashigah. (below).



V. Next steps

Chair of Day 4: Hon. Dep. Minister, Dr. Abdel Majeed Haroun

A. Addressing rural poverty: a regional perspective

Albert Engel, GTZ, Eschborn, Germany

Efforts to reduce poverty have taken centre-stage in many developing countries. Through poverty reduction strategies (PRS) a multidimensional approach is pursued. These efforts are not yet institutionalised in many countries and the implementation issue is still unresolved. Sector programs (SWAP, SIP) are seen as possible instruments for implementation of poverty measures. However, their sector focus, combined with weak intersectoral coordination and insufficient links to decentralisation, limits the poverty orientation of such programmes.

The presentation argues that a Regional Rural Development focus is needed for a lasting improvement – or at least stabilisation – of living conditions in rural regions, especially for poorer population groups. Such an approach would link national (sector) programs with local needs and initiatives, take account of comparative local advantages and provide sufficient flexibility to ensure effective participation in design and implementation of government programmes.

The four dimensions of a regional rural development approach and the corresponding strategy components are described:

- *Economic strategy components:* aim at designing market systems and developing capacities of the rural poor in a way that enables them to secure, at least, their requirements for food and cash.
- *Socio-cultural strategy components:* aim at establishing appropriate procedures and mechanisms for the democratic interaction between government or other service providers and residents or communities.
- *Political and institutional strategy components:* aim at designing appropriate decentralised institutional systems, including service systems.
- *Ecological strategy components:* aim at establishing appropriate natural resource management systems.

[For the complete presentation, see Annex G-14.]

B. Working Sessions on ‘Integrating regional priorities in national reform and development strategies’ and ‘Measuring poverty and programme impact’

The four plenary presentations on regional priorities were then followed by four working groups, where the first two (on regional capacity constraints and decentralisation) correspond to the content of the four plenary contributions, while the second two working

groups (common understanding of poverty and poverty-related outcome indicators) attempt to synthesize our understanding of the guiding question of this Regional Forum, namely “Do SIPs/SWAPs (and PRSPs) *really* help the poor?”

	Plenary Presentations to establish a discussion-basis	Discussion Topic	Working Group
Integrating regional priorities	Integrating regional priorities in Ghana's Health Sector Programme (Akor, Ghana)	Integrating regional priorities: How can capacity constraints at decentralised level be overcome? What is a realistic approach to capacity building?	No. 1
	<p>The management of local non-sectoral grants under Uganda's Plan for the Modernisation of Agriculture (PMA) (Ngategize, Uganda)</p> <p>The role of local government in integrating regional priorities into national strategies: experiences from Ghana (Trenkle, Ghana)</p> <p>Addressing rural poverty: a regional perspective (Engel, Germany)</p>	<hr/> Integrating regional priorities: Has decentralisation led to poverty reduction? What determines poverty impact? What have we learned, what can be improved?	No. 2
Measuring poverty and programme impact'		Measuring poverty: Why do we need a common understanding of poverty? How can it be achieved?	No. 3
		<hr/> Measuring programme impact: How can we identify and track poverty-related outcome indicators?	No. 4

WG 1. Integrating regional priorities: How can capacity constraints at decentralised level be overcome? What is a realistic approach to capacity building?

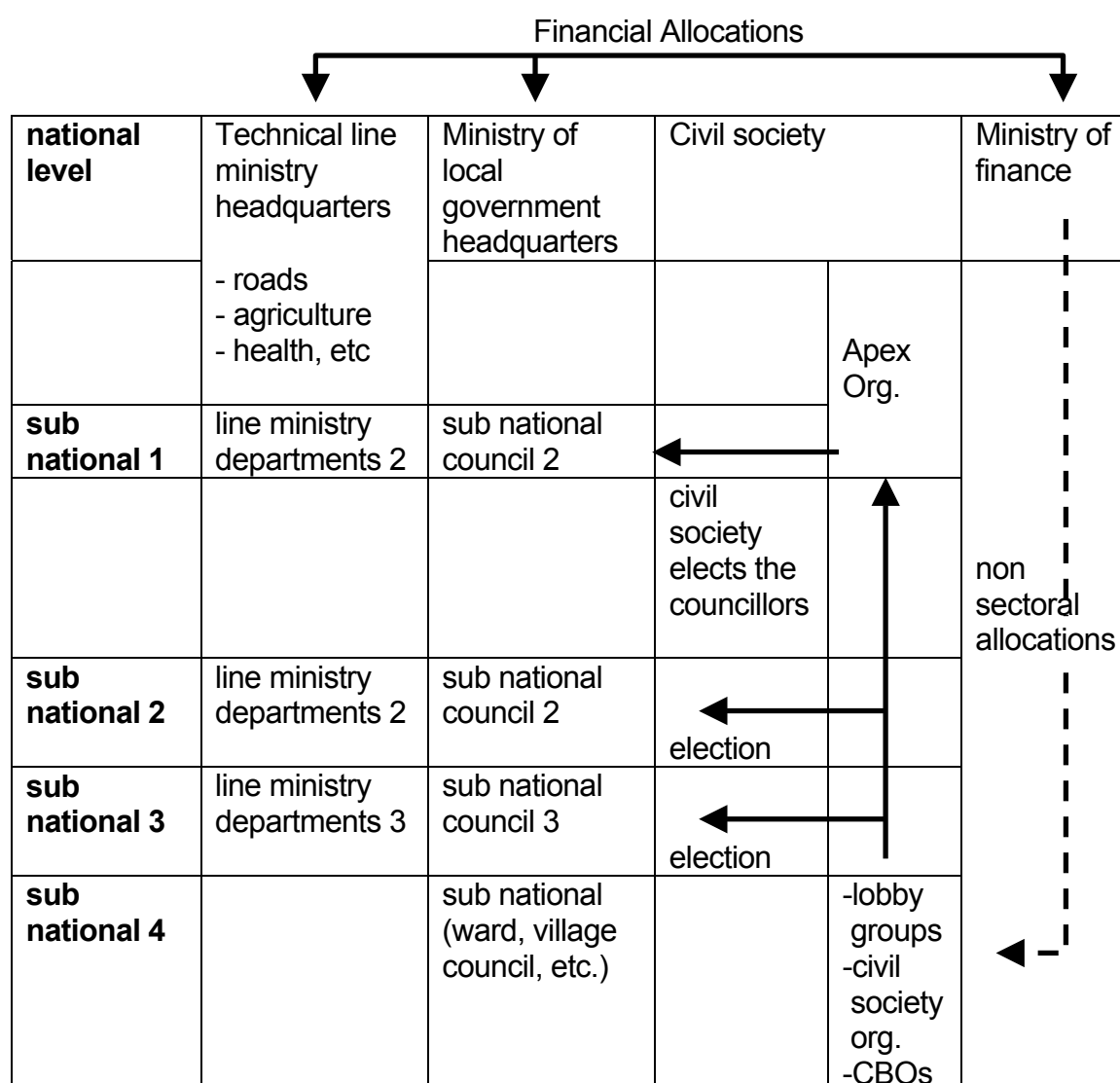
Chair: Uwe Otzen – Germany

Secretary: Harry Potter – Malawi

Members participating: Kasote Singogo, Dominikus Collenberg, Collins

Nilatiko, Heinz Loos, Ian Kumwenda, Tor Tsavsar

The questions this WG had to tackle go several steps on the learning-curve beyond the realisation that, while decentralisation may be a good strategic recommendation, capacity constraints slow down or prevent implementation success. The options identified include (a) vertical non-sectoral allocations and (b) fiscal decentralisation with accompanying capacity building at the appropriate rural development coordination level.



line ministries		ministry of local government		
line ministry department 2		sub national council 2		
		Outcome	Requirements	Actions
		election	political organisation	
service provision		service provision	technical capacity	
sector planning	technical sub committee	integrated development planning	coordi- nation	
		decentralised financial management	fiscal decentral- isation	
				Form & strengthen rural development coordination committee -training -hardware -capacity building -local money & giving

Questions from the audience:

► Comment: The local government hasn't been used to full capacity yet. It needs a new role and mandate.

? Do we actually need to have specialists at the district and provincial level?

A Not really. We can contract out for resource personnel or services at the various regional levels. What is really required at local levels are service providers.

WG 2. *Integrating regional priorities: Has decentralisation led to poverty reduction? What determines poverty impact? What have we learned, what can be improved?*

Chair: Warren Nyamugasira – Uganda
Secretary: Kevin Makokha – Uganda

Members participating: Khaled M. Abdel Rehim Ali, Anthony Mwanaumo, Dora Shehu, Lovegot Tendengu, Eman Abdel Raouf, C.T. Bwenje, Collins Nkatiko, Musa Hlungwane, Desiree Dietvorst, Jean Claude Medou, Helen Wedgwood

Proponents of decentralisation have occasionally seen it as a panacea for many structural constraints that block effective development. Top-down centralised approaches that been variously credited with facilitating input monitoring and blamed for

- preventing ownership
- promoting unsustainability
- reversing (or at least slowing down) positive trends.

This WG was therefore requested to look into whether decentralisation has in fact measurably contributed towards poverty reduction. This would raise issues surrounding impact-monitoring requirements. It would also bring up the question of time horizons necessary to arrive at reliable impact statements. WG 2 summarised their discussions as follows:

Analysis of the Current Situation

Decentralisation vs. Deconcentration in terms of:	Lessons Learned	Improve/ Determinants	Decentralisation & Poverty Reduction
Local government to take the lead (loss of power)	Unclear division of roles (Zambia)	Political will	Untested in some countries
Local capacity build-up	Decentralisation is not yet complete	Quality of human resources	Empowerment
Financial resource endowment	Political interference	Resistance by sector ministries	Local ownership
	new legislation (not yet tested)	Financial resource constraints	Local control
		Danger of parallel structures	Improved targeting
		Fragmentation of implementation actions	Decision making to local level
			Resource flow improved

Poverty was operationalised in terms of:

- Life expectancy, longevity, mortality
- Cash, purchasing
- Nutrition
- Clothing
- Transportation
- Health
- Education
- Habitat
- Leisure

Out of their analysis of the status quo, the WG undertook a functional role analysis of local government versus sectoral ministries, differentiated the political, institutional and fiscal issues, and distinguished among devolution, deconcentration and decentralisation. Finally, an interesting attempt was made to place the countries present at this Regional Forum into these cross-tabulations.

Roles at Various Levels

	Local Government	Sector Ministry	
Political	Zambia Ghana Uganda Cameroon Zimbabwe South Africa	Zambia Zimbabwe Ghana	Devolution
Institutional	Zambia Ghana Uganda Cameroon Zimbabwe South Africa	Zimbabwe Zambia Ghana	Deconcentration
Fiscal	Uganda South Africa Ghana (7%) Kenya (3%)	Zambia Ghana	Decentralisation

Questions from the audience:

? I'm not sure the presentation has answered the question of whether decentralisation has led to poverty reduction. If not, how can it be done?

A Decentralisation hasn't really made things worse. Can't really attribute poverty reduction to decentralisation because so many things are involved. Since the districts make their own plans in a decentralised system, then that means its plans are targeted and this helps in poverty reduction.

- Comment: Parallel structures in decentralisation: There is always a tendency to create new structures during decentralisation but this should be discouraged. The approach should be to use the existing structures, particularly the local government structures.

WG 3. *Measuring poverty: Why do we need a common understanding of poverty? How can it be achieved?*

Chair: Peter Ngategize – Uganda
Secretary: Brenda Siajunza – Zambia

Members participating: L.S. Molefe, B. Simiao Nuvunga, Jose M. da Graca, Leonard Obidha, Stephen Wainaina, Nkuvililwa J. Simkanga, Eles Bitrus

In absolute and relative terms, “*poverty*” is multi-faceted and indicates exclusion, lack of access, and under-achievement or non-achievement. While this multi-dimensional quality may explain the appeal and non-controversial status of the concept (who wouldn’t be opposed to poverty?), it may nevertheless become a catch-all and even meaningless concept. Therefore, this WG was asked to move toward a possible *common understanding* of poverty and to propose avenues of arriving at such an understanding.

		Remarks:
Definition of Poverty	Lack of access to resources & services	relative – spatial, socio-cultural dimensions, etc. (space & time)
	Lack of basic requirements (food & social services & infrastructure-water)	
	Lack of freedom to make choices	
	Lack of ability to do things for oneself	
Causes	Factors: natural/ environmental	There is therefore a different understanding of poverty
	Forces: External/ man-induced (war, colonisation, etc.)	
	Poor governance	
	Socio-cultural (attitudes & opportunities)	
Why we need a common understanding	Due to multi-dimensional nature & the variety of causes	
	-Facilitate measurement	
	-For analysis facilitation	
	-for prescription facilitation	
	-for facilitating M&E	

How it can be achieved	Generating a common framework of analysis
	Harmonising the definition amongst stakeholders
	Harmonise measurement & M&E methodologies
	Through consultation/ participatory process
	- stakeholders - international - national level

Questions from the audience:

? Can we really say there's no definition for poverty? Why do countries need to determine the percentage of the population that is poor?

A In Ghana, for instance, we use capacity-to-spend to determine the poverty level. So yes, it's true that different countries have different understandings of poverty and there may be need for a common understanding. There's the need to involve stakeholders in poverty issues because different groups understand poverty differently.

WG 4. *Measuring programme impact: How can we identify and track poverty-related outcome indicators?*

Chair: Phyllis Makau – Kenya

Secretary: Larry Koinyan – Nigeria

Members participating: Albert Engel, Kwasi Atta-Antwi, Warren Nyamugasira, John Ngalande, Katherine Muoki, Atta-Agyepong, Adelaide Boateng-Siriboe, Bon E. Cummings, Christina Sparacino, Jens Kallabinski, Alusine Kallon, Benjamin M. Matemo, Tjikuzu Vekondja, Klaus Pilgram, Abubakar Nura

As did WG 3, WG 4 also discussed the concept of poverty but with a focus and emphasis on poverty-related *outcome* indicators. Although the time allocated for group-work was fairly short, it is noteworthy that – once again – it was considered essential to devise poverty-reduction impact indicators already at the *programme-design stage* and to do it together *with the beneficiaries*.

The extent to which programme objectives are being met

Design Stage		Implementation Phase	
Identify stakeholders		Continuous tracking over time	Feedback into implementation
Develop indicators <i>with</i> (not for) stakeholders		Measure progress over time	

The extent to which programme objectives are being met

Design Stage		Implementation Phase	
Define objectives of the programme	Identify impact areas/ point		
Reference point/ baseline info.			
Projected Milestones			
Agree on measuring instruments			
Define time frame for determining impact			

Some of the questions and comments on this and the previous WG presentations are contained in the general audience discussion of the next session.

C. The way forward

Moderator: Werner von der Ohe, GTZ-Kenya, Speaker of WG-SIP/SWAP in SNRD

Instead of a premature summary of the accomplishments of this year's Regional Forum and of the opportunities for improvement of future fora, the moderator gave a brief overview of the preceding days and events. He summarised the feedback from the four working groups to three specific questions regarding the immediate future for our yearly SIP/SWAP fora:

1. Topics for next year's Forum?

- (2x) Decentralisation of PRSPs and SWAPs
- M&E
- Framework for poverty analysis & monitoring
- Impact of political interferences in long term – how to keep political interferences out?
- Linkage PRSP-SWAP (Implementation)
- Movement of SWAP, to regional level
- Localising SWAPs (local level)
- Innovative institutional approaches, e.g. community trusts (CSOs & CBOs)
- Stakeholder analysis of losers & winners
- Beyond the papers

2. Where to meet next year?

- (2x) East Africa – preferably Mombasa, Kenya
- Botswana or Namibia
- Kenya, South Africa, Mozambique / Egypt / Niger, or Uganda (in that order)

3. Mode of interaction (keeping in touch until the next Forum)

- (2x) E-mail
- (3x) Create SNRD web site [already exists: www.gtz.de/snrd]
- Focal-point person in each country
- Newsletter
- Midterm sub-regional meeting
- Report
- Visits

The floor was then opened for the audience to express their specific views on the way forward.

The forum should move effectively to utilise the enormous pool of experience offered by the participants. The following are some of the approaches that can be incorporated for future SNRD workshops:

- Identify themes that countries are particularly strong in or weak in.
- Use country-based people to identify themes and resource personnel.
- Increasingly use panel discussions on one particular theme.
- Some of these discussions can be run concurrently, e.g. decentralisation and regional development.
- There should be more group work as opposed to presentations.
- Background papers should always be given in advance.
- Individual countries should hold prior national workshops.
- An effort should be made to look into or identify best practices in implementing PRSPs, SIPs and SWAPs, rather than generalisations.

D. Closing ceremony

A vote of thanks by Helen Wedgwood, DfID-Ghana

In her 'vote of thanks', Ms. Wedgwood referred to the importance of the topics under discussion as we move into the new architecture of aid and development comprising PRSPs and budget support alongside the now fairly mature approach to sector support (SWAPs). She stressed how important the issues of decentralisation were within this framework, as a check on the local outcomes from the national superstructure focus – the local outcome and horizontal focus being essential to give any reality to the rhetoric of poverty policy frameworks and vertical plumbing systems inherent to the SWAP approach. She appreciated the presence of so many experienced participants from across Africa and ended with a plea that future workshops find ways of drawing out this experience more, through exchange rather than presentation mode.

Presentation of certificates of participation to the Hon. Deputy Minister and all participants

After himself being presented with a certificate of participation by the Speaker of the WG SIP/SWAP, Werner von der Ohe, the Hon. Deputy Minister Dr. Abdel Majeed Haroun, as Chairperson for Day 4, then presented similar certificates to all those who partook in the Regional Forum. [See Annex I for the certificate.]

Having successfully discharged his obligations as the Chairperson, the Hon. Deputy Minister reiterated the enthusiastic support of the Minister for Food and Agriculture, the Hon. Major (rtd) Courage Quashigah, for this important Regional Forum and handed over to the Speaker of the SNRD-WG.



Lovegot Tendengu of Zimbabwe (left) receives his certificate of participation from the Hon. Deputy Minister

Closing remarks by Werner von der Ohe, Speaker of SNRD SIP/SWAP WG

In his closing remarks, Mr. von der Ohe thanked the Government of Ghana, so prominently represented by the Hon. Minister Major (rtd.) Quishigah, the Hon. Deputy Minister Dr. Harooun and the Director of Policy Planning, Monitoring and Evaluation Mr. Mallam Sidu, all of whom supported the Forum wholeheartedly and had strong interest in the outcomes.

Thanks also went to the very able Local Organising Committee, led by Dr. Johann Hesse. Ms. Lena Otoo was the key committee member from the Ministry, overseeing everything and also handling the field trips and evening events. The Forum is also indebted to Eddie Addo Dankwa for handling the technical equipment, to Josephine Quagraine for her protocols of the plenary discussions, to Philip Ataarem of the Ghana GTZ Office for organisation of local logistics, and to Mina des Bordes for secretarial support. Dr. Daniel Inkoom, the Moderator, was singled out for special appreciation.

Gratitude was expressed to all the country representatives for this Regional Forum, the GTZ Africa Department Director Mr. P. Conze, and the representatives of the sponsoring and participating donor community, including IFAD, DfID, SIDA, WB and CIDA.

He stressed that such a Regional Forum provides an exemplary opportunity for frank exchange of knowledge among implementers from around the African continent. He praised the constructive spirit of willingness to learn from each other, and he appreciated that all of us face a learning curve when it comes to the joint vision of poverty reduction and growth.

On behalf of GTZ and the entire audience, he thanked IFAD for its generous support of this event and assured everyone present that GTZ is capable and willing to facilitate such continuous dialogue in the future.

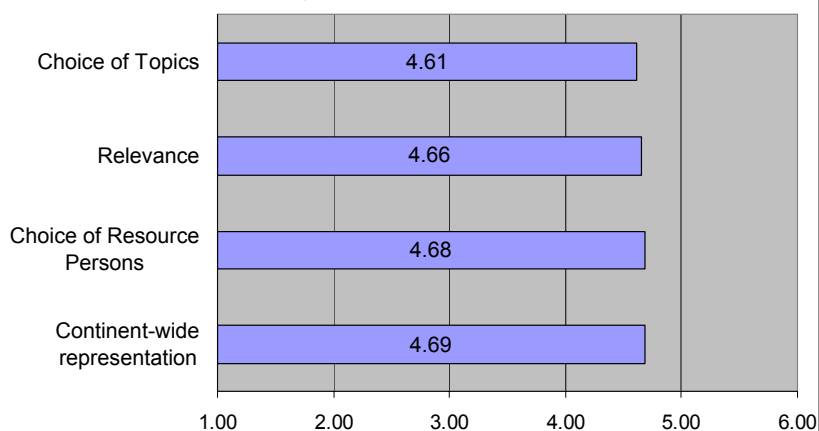
Last but not least, the secretariat of SNRD in Zimbabwe with Mr. Klaus Pilgram and Mr. Simon Machingura and especially their GTZ-Headquarters counterpart and tandem partner, Mr. Albert Engel, were praised for their valuable contributions. Werner von der Ohe thanked again the co-facilitator, Ms. Désirée Dietvorst, and then officially closed this Regional Forum on behalf of GTZ-SNRD.

E. Evaluation of the forum

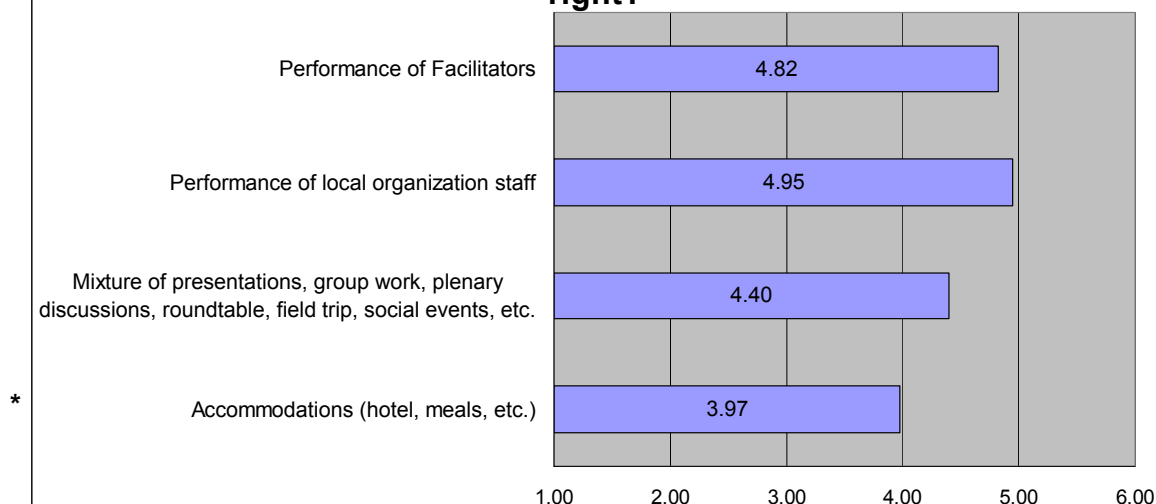
GTZ doesn't consider evaluations of its work as a ritual to be discharged of lightly. For example, several recommendations and suggestions from the Regional Forum 2000 in Harare were taken up in Accra (e.g., increasing the number of African countries represented, a roundtable discussion, etc.) Nevertheless, the reduction in number of conference days – from five days in the previous year to four this year – led the organisers and facilitators to restrict the time allocated to group discussions, which was not well received by the participants.

At any rate, a form was handed out to the audience requesting both a formal evaluation and an open-ended part where everybody could suggest improvements.

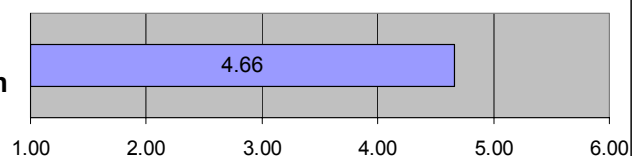
WHAT WE DO: Is the Regional Forum doing the right thing?



HOW WE DO IT: Is the Regional Forum doing things right?



Overall Evaluation



Very Poor Poor So-so Good Very Good Excellent

* Due to the unusually high number of late registrations, the original conservative booking estimates at the conference hotel proved inadequate. Hence a nearby hotel was found to accommodate the additional participants. The inconvenience that this caused the affected persons plus the service standards at the second hotel may account for the low rankings given to accommodations.

The formal evaluation is summarised in the chart of mean-scores on the previous page. On the whole, participants were very happy with this Regional Forum. They felt that the local organisation staff under the leadership of Johann Hesse and Lena Otto had done an almost perfect job. [For details, see Annex I.]

The open-ended part is also documented in Annex I. In summary, it was highly recommended to

- allocate more time to group discussions
- include more practical issues on implementation
- strengthen institutional memory
- expand continent-wide representation.

Further comments referred to improving organisational arrangements and networking.

GTZ has taken note of all of these inputs and wants to assure the recipients of these Proceedings that every effort will be made to reduce weaknesses and increase strengths for next year's forum.

F. Field trips to two District Assemblies (Ghana's decentralisation experience)

Organisers: Lena Otoo & Johann Hesse

External reasons (a few participants had to leave) and *internal reasons* (availability of district assembly members) led to a decision to organise the field trips on a Friday afternoon.

Due to the large number of participants, two groups were formed. One group went to Dodoma District, the other to Pokase District. The topic and focus was to meet district assemblies (officers from line departments, NGO representatives and private sector), listen to their experiences with decentralised SWAP/GPRS, and discuss with them whether the implementation experience so far has actually

- empowered them
- assisted in lasting poverty-reduction actions
- improved their working environment and interdisciplinary/multisectoral interaction

At both venues, the information exchanges and discussions were frank and worthwhile. Capacity constraints, choice of implementation districts, bottlenecks in resource flows, interpretation hurdles, etc., were mentioned, but also the ability to initiate development ideas that cater to the district-specific needs. The participants returned with the conviction that one can learn from these experiences, that Ghana does tackle the intricacies of bottom-up vs. top-down initiatives, and that actual learning takes place. [It goes without saying that several participants – and perhaps even all – would have wished that the impressions gained during these field trips could have happened earlier in the week, so as to inspire some fruitful plenary and group discussions.]

ANNEXES

Annex A. Workshop programme

Sector Wide Approaches: Do they really help the poor?

Miklin Hotel, Accra, Ghana, 13 to 16 November 2001

Tue	Wed	Thu	Fri	Sat
<p>Opening</p> <p>‘State of the Art’ After almost a decade of sector programme implementation a balance of successes and failures is made up. With particular reference to the impact on the poor and to what PRSPs can learn from SWAPs.</p> <p>An overview and initial comparison of PRSPs; their location, stage (planned or finalised), and whether and how they can be (or are) based on co-existing SWAPs.</p> <p>Sector programmes and poverty reduction presents findings of a recent study of how the introduction of a Sector Wide Approach can contribute to a more effective poverty reduction focus in the sector.</p> <p>The scope for pro-poor growth strategies looks at agricultural reforms, their strategic focus and their benefits to poor people.</p> <p>Country presentations Representatives for each participating country makes a short presentation of the situation in their country with respect to the presence and status of SWAPs and PRSPs.</p>	<p>The role of civil society in national reform and development strategies Where PRSP planning processes have taken place, civil actors, such as relevant NGOs, producer organisations, churches, religious and traditional leaders, have been involved.</p> <p>Similar efforts were made under SWAPs and yet, during programme implementation, much of the discussion on private sector involvement focussed on the <i>commercial</i> private sector.</p> <p>This session looks at experiences of involving civil society in planning (‘what PRSPs and SWAPs can learn from each other’) and implementation (‘good and bad practices under SWAPs as lessons for PRSPs’).</p>	<p>Working session and presentations/ discussion Participants split into workgroups to elaborate on (a) <i>the role of civil society in national strategies</i> and (b) <i>winners and losers</i>. After several years of sector programme implementation we need to recognize that the ‘winners’ of the process are often not the intended beneficiaries. This session discusses why and suggests how PRSPs may avoid the same pitfalls.</p> <p>Integrating regional priorities into national development strategies Decentralisation under SWAPs was meant to better link the available resources with intended beneficiaries. In practice, the constraints were so numerous that few success stories can be reported.</p> <p>This session discusses a particularly challenging obstacle; that of merging horizontal, regional development plans within vertical national strategies.</p>	<p>Working session and presentations/ discussion Participants split into workgroups to elaborate on (c) <i>Integrating regional priorities into national strategies</i> and (d) <i>measuring poverty and programme impact</i>. Sector programmes need to relate to the measures and indicators as set by the country’s PRSP. Apart from addressing income-poverty, issues such as vulnerability, governance, lack of voice and power also need to be considered.</p> <p>Lessons learned and Presentation and discussion of key findings during the Forum.</p> <p>The way forward Plenary session compiling participants’ recommendations towards an improved SWAP / SIP performance as well as suggestions for future exchange of experiences (incl. linkages with PRSP/PEAP).</p> <p>Evaluation of the forum</p>	<p>Post-Conference:</p> <p>Optional day-long trips</p> <p>1) Elmina (slave castle)</p> <p>2) Somanya (bead market) and Akosombo (hydro dam)</p>
Reception by the GTZ Country Director Ghana	Guided Accra City Tour with joint dinner (Ghanian food) and dance	Reception by the Hon. Minister for Food and Agriculture	Field Trip to District Assemblies (Ghana’s decentralization experience)	<p>Participants depart A-1</p>

Please note that on Monday 12 November, there is a ‘get together and welcome drink’ at the Miklin Hotel at around 20:00 hrs

Tuesday 13 November		
State of the Art		Chair: Levina Owusu, Ghana
Welcome	9:00	Peter Conze, Director Regional Department Africa, GTZ, Germany
Opening	9:15	Min for Food and Agriculture Honourable Major (rtd) Courage Quashigah
Introduction of participants	9:30	All participants
Tea/ Coffee / Cocoa	10:00	
The state of the art of SWAPs and lessons learned so far	10:30	Stephen Jones, Oxford Policy Management, Oxford, UK
Experiences with PRSPs from the perspective of a bilateral donor	11:00	Renate Kirsch, Strategic Partnership with Africa, GTZ, Eschborn, Germany
<i>Discussion</i>	<i>11:30</i>	<i>All participants</i>
Lunch	12:30	
The scope for pro-poor growth strategies	14:00	Uwe Otzen, German Development Institute, Bonn
Sector programmes and PRSP implementation; chances and challenges	14:30	Carla Berke, Kreditanstalt für Wiederaufbau, Frankfurt
<i>Discussion</i>	<i>15:00</i>	<i>All participants</i>
Tea / Coffee / Cocoa	15:30	
<i>Country presentations</i>	<i>16:00</i>	<i>Egypt – E. Abdel Raouf & K.M. Abdel Rehim Ali, Kenya – P. Makau, Malawi – I. Kumwenda, H. Potter & J.D. Ngalande, Mozambique – J.M. Graça, Nigeria – A. Nura, Tanzania – N. Simkanga, Zambia –, Zimbabwe – C. Bwenje & L. Tendengu</i>
Reception by the GTZ Country Director Ghana, Dr. Heuel-Rolf in honour of Dr. Conze, Director – GTZ Africa Division	19:00	<i>All participants and GTZ staff in Ghana</i>

Wednesday 14 November		
The role of civil society in national reform and development strategies		Chair: Collins Nkatiko, Zambia
Civil society and agricultural reform; complementary efforts under poverty reduction and sector programmes in Zambia	8:30	Anthony Mwanaumo, ASIP Consultative Forum, Lusaka, Zambia
Experiences of the Zambian Civil Society for Poverty Reduction (CSPR) Programme	9:00	Kasote Singogo, Zambia Investment Centre, Lusaka, Zambia
<i>Discussion</i>	9:30	<i>All participants</i>
Tea / Coffee / Cocoa	10:00	
Civil society ownership of Uganda's Poverty Eradication Action Plan (PEAP)	10:30	Kevin Akoyi Makokha, Civil Society Task Force for the review of the Poverty Eradication Action Plan, Uganda
Kenya's participatory impact monitoring of the PRSP	11:00	Stephen Wainaina & Leonard Obidha, Ministry of Finance and Planning, Kenya
<i>Discussion</i>	11:30	<i>All participants</i>
Lunch	12:30	
The Africa Region's Rural Development Strategy: Vision to Action Update 2001 (World Bank draft, Oct. 17, 2001)	13:30	Werner von der Ohe, GTZ-Kenya
Acknowledging winners and losers as part of programme design	14:00	Désirée Dietvorst, Consultant, Frankfurt, Germany
The position of the Worldbank with respect to SWAPs and PRSPs	14:30	<i>Plenary question and answer session with Peter Harrold, Worldbank, Ghana</i>
Tea / Coffee / Cocoa	16:00	
<i>Preparation for Working Session 'The role of civil society in national reform and development strategies'</i>	16:30	<i>All participants</i>
Guided Accra City Tour with joint dinner (Ghanian food & dance)	18:00	<i>All participants</i>

Thursday 15 November		
Integrating regional priorities into national reform and development strategies		Chair: Kevin Makokha, Uganda
Working Sessions on ‘The role of civil society in national reform and development strategies’ and ‘Winners and losers: the role of civil society in national reform and development strategies’	8:30	Group 1: Chair: Uwe Otzen - Germany, Secretary: Harry Potter – Malawi Group 2: Chair: Warren Nyamugasira – Uganda; Secretary: Kevin Makokha – Uganda Group 3: Chair: Peter Ngategize – Uganda; Secretary: Brenda Siajunza – Zambia Group 4: Phyllis Makau – Kenya; Secretary: Larry Koinyan - Nigeria
Tea / Coffee / Cocoa	10:45	
<i>Presentation and discussion of working group results</i>	11:15	<i>All participants</i>
Lunch	12:30	
Integrating regional priorities in Ghana’s Health Sector Programme	13:30	S. K. Akor, Ministry of Health, Ghana
The management of local non-sectoral grants under Uganda’s Plan for the Modernisation of Agriculture (PMA)	14:00	Peter Ngategize, Ministry of Finance, Uganda
The role of local government in integrating regional priorities into national strategies; experiences from Ghana	14:30	Reinhard Trenkle, GTZ/MOFA, Ghana
<i>Discussion</i>	15:00	<i>All participants</i>
<i>Country Presentation</i>	15:20	Sierra-Leone – Alusine Kallon
Tea / Coffee / Cocoa	15:30	
Roundtable Discussion of PRSP Experiences Two Leading Questions: 1) Do PRSPs really help the poor? 2) How are regional priorities integrated into national development strategies?	16:00	Uganda – Peter Ngategize Malawi – Ian Kumwende Ghana – Prof. Amah Kenya – Waweru Kamau Uganda – Kevin Makokha (Chair)
Reception by the Hon. Minister for Food and Agriculture (bus transfer)	18:30	<i>All participants</i>

Friday 16 November		
Next steps....		Chair: Hon. Dep. Minister, Dr. Abdel Majeed Haroun
Addressing rural poverty: a regional perspective	8:30	Albert Engel, GTZ, Eschborn, Germany
Working Sessions on 'Integrating regional priorities in national reform and development strategies' and 'Measuring poverty and programme impact'	9:15	Group 1: Chair: Uwe Otzen - Germany, Secretary: Harry Potter – Malawi Group 2: Chair: Warren Nyamugasira – Uganda; Secretary: Kevin Makokha – Uganda Group 3: Chair: Peter Ngategize – Uganda; Secretary: Brenda Siajunza – Zambia Group 4: Phyllis Makau – Kenya; Secretary: Larry Koinyan - Nigeria
Tea / Coffee / Cocoa	10:45	<i>All participants</i>
<i>Presentation and discussion of working group results</i>	<i>11:15</i>	<i>All participants</i>
<i>The Way Forward</i>	<i>12:15</i>	<i>All participants</i> , moderator: Werner von der Ohe, GTZ-Kenya, Speaker of WG-SIP/SWAP in SNRD
Closing Ceremony	12:45	A vote of thanks by Helen Wedgwood, DfID-Ghana Presentation of certificates of participation to the Hon. Deputy Minister and all participants
<i>Evaluation of the forum</i>	<i>13:00</i>	<i>All participants</i>
Lunch	13:15	
<i>Field trips to two District Assemblies (Ghana's decentralization experience) – Dodowa and Pokuase – implementation of SWAP/ GPRS at district level</i>	<i>14:00</i>	<i>Interested participants</i> , organiser: Lena Otoo & Johann Hesse
		Some participants depart

Saturday 17 November		
Post-Conference: Optional day-long field trips		Organizers: Lena Otoo and Johann Hesse, Ghana
Group 1: Elmina Castle, Central Region	8:30	
Group 2: Akosombo, Eastern Region	8:30	
		Participants depart

Annex B. List of participants

	Name	First Name	e-mail	Phone	Fax	Address	Country	Organisation	Position
1.	Abdel Raouf	Eman (Mrs.)	eman_hussein@hotmail.com	20-2-3472000	20-2-3451840	96-Ahmed Orabie Mahandseen-GTZ Egypt	Egypt	Ministry of Economy	Commercial Attache
2.	Abdel Rehim Ali	Khaled Mohamed	khaled-m-abdelrehim@hotmail.com	20-2-3915593		8 AdlySt, Cairo	Egypt	Ministry of Economy & Foreign Trade	Economic Researcher
3.	Akor	S.A.	SamAkor@hotmail.com				Ghana	Ministry of Health	Director PPMED
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7.	Benson-v.d.Ohe	Elizabeth	vdoh@gmx.net	254-2-447344	254-2-447344	P.O. Box 41607, Nairobi	Kenya		consultant
8.	Berke	Carla	Carla.Berke@kfw.de	49-69-74313826		KFW/HQ	Germany	KFW	Principal economist
9.	Bitrus	Engr. E	Eookeke@hotmail.com	234-95238469 234-5238463	234-95238464	PMB 215 (or Z15?), Garki-Abuja	Nigeria	Dept. of Rural Development, Federal Ministry of Agriculture U Rural Dev.	Chief Engineer
10.	Boateng-Siriboe	Adelaide				P.O Box M37, Accra	Ghana	MoFA	Deputy Director
11.	Bwenje	Clemence T.	bwenje@agriculture.gov.zw bwenje@yahoo.com	263-4-706081/9	263-4-706058	Bag 7701 Causeway Harare	Zimbabwe	Min Lands Agric. & Rural Resettlement	Senior Agric. Economist
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16.	Dietvorst	Desiree	Desiree.Dietvorst@t-online.de	49-69-59797122	49-69-597997155	GTZ/HQ	Germany/ Netherlands		freelance consultant
17.	Elizabeth	Manda	inkumwenda@malawi.net	265-750051/751598	265-752186	Private mail Bag 8	Malawi	MASIP SECRETARIAT	DEP CORDINATOR
18.	Engel	Albert	albert.engel@gtz.de			GTZ/HQ	Germany	Sector planner, GTZ head office	
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	Name	First Name	e-mail	Phone	Fax	Address	Country	Organisation	Position
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21.	Grueb	Andreas	andreasgrueb@compuserve.com	233-61-27376	233-61-27376	Sunyani	Ghana	GTZ Health Project	Principal Adviser
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23.	Harrold	Peter	Pharrold@worldbank.org	233-21-27378			Ghana	World Bank	Country Director
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33.	Kamau	Waweru	jwkamau@nbnet.co.ke	254-2-33811		Box 1303 Nairobi	Kenya	PRSP/MTEF secretariat	Economist
34.	Kirsch	Renate	Renate.Kirsch@gtz.de			GTZ/HQ	Germany	GTZ/HQ 1000, Africa Econ. Section, PRS	Staff
35.	Koinyan	AVM Larry		234-84-232117		16/18 King Perekule Street, GRA II Diobu, Port Harcourt, Rivers state	Nigeria	Private Sector Representative	Private Sector Representative
36.	Kumwenda	Ian	inkumwenda@malawi.net	265-755202 265-824861	265-752186	Private mail Bag 8, Lilongwe	Malawi	MASIP SECRETARIAT	NAT. CORDINATOR
37.	Lawal	K. (Mrs.)	karamotlawal@yahoo.com	234-9-5235029			Nigeria	National Planning Commission	
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	Name	First Name	e-mail	Phone	Fax	Address	Country	Organisation	Position
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41.	Mallam I.	Seidu	Mallamis@mofa.gov.gh	233-21-668264	233-21668264	P.O. Box M37, Accra	Ghana	MoFA, PPMED	Director
42.	Mansourri	Mohamed	m.manssouri@ifad.org				Ghana	IFAD	Country Portfolio Manager
43.	Matemo	Benjamin Macharia		254-171-4515	254-171-4515	P.O. Box 29, Nyeri P.O Box 1273, Nanyuku	Kenya	Ministry of Agriculture & Rural Dev.	Provincial Livestock Production Officer
44.	Medou	Jean Claude	jcmedou@yahoo.fr	237-2221152	237-2221151	Minsitry of Agric. (DEPA/CAPA), Yaounde	Cameroun	Ministry of Agriculture (Agric. Policy Support Unit)	charge d'Etudes
45.	Molefe	Mr. L.S	sheriff@nel.mpu.gov.za	27-13-7581761 27-13-7662374	27-13-7662499	P/Bag x 11291Nelsprint, 1200, SA	South-Africa	Office of the Premier	D/Policy
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